

PROJECT PERFORMANCE ASSESSMENT REPORT

JAMAICA

Rural Economic Development Initiative

Report No. 155313

FEBRUARY 12, 2021



IEG
INDEPENDENT
EVALUATION GROUP

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JAMAICA

**RURAL ECONOMIC DEVELOPMENT INITIATIVE
(IBRD-7769)**

February 12, 2021

Financial, Private Sector, and Sustainable Development

Independent Evaluation Group

Abbreviations

DCFS	Department of Cooperative and Friendly Societies
IBRD	International Bank for Reconstruction and Development
IEG	Independent Evaluation Group
JSIF	Jamaica Social Investment Fund
PAD	Project Appraisal Document
PDO	project development objective
PPAR	Project Performance Assessment Report
RADA	Rural Agriculture Development Authority
REDI	Rural Economic Development Initiative

All dollar amounts are US dollars unless otherwise indicated.

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Contents

Data.....	iv
Summary.....	vii
1. Background, Context, and Design.....	1
Background and Context.....	1
Objective, Design, and Financing.....	2
2. What Worked, What Didn't Work, and Why?.....	6
Design and Preparation.....	17
Implementation and Supervision.....	19
3. Lessons.....	20
Bibliography.....	22

Figures

Figure 1.1. Simplified Theory of Change.....	5
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Tables

Table 1.1. Project Costs.....	6
Table 2.1. REDI Agricultural Subprojects the Mission Visited.....	8
Table 2.2. REDI Tourism Subprojects the Mission Visited.....	9
Table 2.3. REDI Agricultural Subprojects—Access to New Markets.....	15
Table 2.4. REDI Tourism Subprojects—Access to New Markets.....	16

Appendixes

Appendix A. Ratings.....	24
Appendix B. Fiduciary, Environmental, and Social Aspects.....	34
Appendix C. Methods and Evidence.....	36
Appendix D. List of Persons Interviewed in Jamaica.....	40

Data

This is a Project Performance Assessment Report (PPAR) by the Independent Evaluation Group (IEG) of the World Bank Group on the Jamaica Rural Economic Development Initiative P105122, which was implemented from 2010 to 2017. The project was approved by the World Bank in September 2009 and became effective in January 2010, financed with an International Bank for Reconstruction and Development loan of \$15 million. The project closed in July 2017 after two restructurings and a one-year extension to complete project activities. The government of Jamaica requested a follow-on project, the Second Rural Economic Development Initiative, which was approved by the World Bank's Board of Executive Directors on November 14, 2019.

There were two restructurings: the first took place in September 2015 and the second in July 2016.

Restructuring 1 (September 2015)

Change in results framework. Revised two of the original outcome indicators. Project development objective indicator 2 was revised to better capture project sustainability over time; project development objective indicator 3 was replaced with an indicator that better reflected access to new markets.

Reallocation between disbursement categories. Reallocated \$400,000 from component 2 to component 3 to strengthen the project implementation unit in the Jamaica Social Investment Fund (World Bank 2015b, 9–10).

Restructuring 2 (July 2016)

Change in loan closing date. Extended the project's closing date, at the request of the government, from July 2016 to July 2017.

Reallocation between disbursement categories. Reallocated \$350,000 from component 1 to component 3 to ensure appropriate staffing in the project implementation unit during 2016 restructuring.

Evaluation rationale. IEG selected this project for a PPAR to build on work previously done on productive alliances in Colombia, Bolivia, and Peru. The intention is to consolidate the findings and lessons from these field evaluations to inform future productive alliance projects. In addition, the report examines a disconnect between IEG's Implementation Completion and Results Report Review rating and the World Bank's Implementation Completion and Results Report rating. The PPAR offers IEG the opportunity to draw on fieldwork to gather more evidence with which to assess the

project’s impact and achievements beyond those assessed by the Implementation Completion and Results Report Review.

Methodology. This instrument and the methodology for this evaluation are discussed in appendix C.

IEG’s review team appreciate the contributions of the government counterparts who collaborated closely with the IEG mission (Vincent Thompson and Beverly Stewart in the Jamaica Social Investment Fund), as well as all of the other public officials the team met in the project implementing ministries (Ministry of Industry, Commerce, Agriculture and Fisheries, Ministry of Tourism). The IEG team thanks the numerous project beneficiaries and stakeholders with whom the mission discussed the project during field visits. The team also drew heavily on the insights and assistance offered by the World Bank project staff interviewed in Washington, DC (Garry Charlier, the task team leader for the Rural Economic Development Initiative at project close and for the Implementation Completion and Results Report). Cecilia De Santis, a consultant in the World Bank’s office in Jamaica, participated in the IEG mission and contributed to the preparation of this PPAR. Finally, the IEG mission team wants to recognize the administrative and logistical support provided by the Jamaica Social Investment Fund.

Following standard IEG procedure, copies of the draft PPAR were shared with relevant government officials for their review; no comments were received.

Basic Data

Country	Jamaica	World Bank financing commitment	\$15,000,000
Global Practice	Agriculture	Actual project cost	\$14,732,355
Project name	Rural Economic Development Initiative	Expected project total cost	\$17,500,000
Project ID	P105122	Actual amount disbursed	\$16,596,230
Financing instrument	Specific investment loan	Environmental assessment B category	
Financing source	IBRD-77690		

Dates

Event	Original Date	Actual Date
Approval	09/03/2009	09/03/2009
Effectiveness	01/25/2010	01/25/2010
Restructuring	09/15/2015	09/15/2015
	07/22/2016	07/22/2016
Midterm review	06/15/2013	06/15/2013

Event	Original Date	Actual Date
Closing	07/31/2016	07/31/2017

Key Staff Responsible

Management	Appraisal	Completion
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Summary

Background and Description

The national poverty rate in Jamaica declined over the two decades prior to appraisal, but rural poverty remained stubbornly high. The government of Jamaica recognized that if the country was to achieve its goal of “developed world” status, as indicated in its Vision 2030 plan (Planning Institute of Jamaica 2009), economic development in rural areas needed to keep pace with that experienced in urban areas. In 2008, the government requested World Bank support for a project that would promote rural economic development and income generation by improving access to markets for smallholder farmers and by encouraging rural tourism development. Unusual among the World Bank’s productive alliance projects, the present project sought to combine both agriculture and tourism, reflecting the unique circumstances of Jamaica’s rural landscape and the potential for agriculture to engage more with the tourism sector, a major contributor to foreign currency receipts. The World Bank also determined that the rural agriculture and tourism sectors offered the most significant potential for rural growth and development. The resulting World Bank project, the Rural Economic Development Initiative (REDI), was designed to stimulate rural economic growth and increase rural incomes.

The World Bank was well positioned to assist the government in rural income generation based on its considerable experience in Latin America supporting projects to enhance rural incomes, especially targeting the small farmer agriculture and tourism sectors. The World Bank had already gained experience implementing several “productive alliance” projects of this nature in several Latin American countries. Furthermore, REDI’s aim to increase rural incomes and generate new employment opportunities in rural areas was consistent with the economic development goals of Jamaica’s 2009 National Development Plan, Vision 2030 (Planning Institute of Jamaica 2009). The project was also consistent with the goals set out in the World Bank’s 2005 Country Assistance Strategy for fiscal years (FY)06–09 (World Bank 2005) and was relevant to the World Bank Group’s Country Partnership Strategy for FY14–17 (World Bank 2014).

REDI’s project development objective, as expressed in the Loan Agreement, was “to improve market access for micro and small-scale rural agricultural producers and tourism product and service providers.” REDI’s project design was similar to that of the other productive alliance projects the World Bank financed. It comprised three project components: component 1, rural subprojects in agriculture and rural tourism; component 2, national technical assistance and capacity building; and component 3, project management. At appraisal, the World Bank committed to provide International

Bank for Reconstruction and Development financing for \$15 million (86 percent) of the total estimated project cost of \$17.5 million, with the remaining \$2.5 million (14 percent) coming from the borrower (\$0.5 million) and local communities (\$2 million). World Bank financing was approved in September 2009 as a six-year (2009–16) specific investment loan. At project close, the World Bank had financed \$14.7 million, the government had financed \$0.9 million and the beneficiaries had contributed \$0.96 million.

Results

REDI's productive investments in small-scale agriculture and tourism delivered significant benefits for the participating rural farmers and community tourism providers, increasing agricultural productivity and tourism sales, raising revenues for rural enterprises and improving the incomes of their farming and tourism members. The project's design included a component for financing small-scale investments aimed at increasing productivity and incomes for farmers and tourism providers. The increases in agricultural productivity were most clearly demonstrated in the crop agriculture subprojects (as opposed to animal-raising subprojects), where investments in modern agricultural technologies and practices increased yields by as much as 50 to 400 percent, which resulted in gains in farm income of five to ten times pre-REDI incomes. The increases in community tourism revenues were the result of subproject investments in upgrading tourism infrastructure and facilities, which contributed to an approximate doubling of tourism traffic and an increase in tourism income of twice to ten times pre-REDI incomes.

REDI's investments in innovations and new technologies likely contributed to changes in the demographic composition of rural agricultural producers. More young people and women started participating in the agriculture sector, especially thanks to changes in perspective and the increasing use of new, labor-saving technologies. The project contributed to a change in the perception of agriculture from a subsistence activity to a business, which in turn attracted more young people into the field (at least in the targeted areas); the new technologies that rendered the work less physically arduous encouraged women to take part in the field as well. Data from REDI's results framework indicate that the project exceeded its targets for the participation of youths (22 percent versus a targeted 11 percent) and women (51 percent versus a targeted 30 percent) in the project; these project results also exceed Jamaica's national averages for such participation (9 percent and 30 percent, respectively).

The technical assistance and training REDI provided strengthened the technical and business management capacities of the small-scale farmers and community tourism providers. Equally important as the productive investments were the technical

assistance and capacity building provided to accompany those investments. In the agricultural subprojects, REDI trained subsistence farmers who relied on rainfed agriculture to install, operate, and maintain their drip irrigation systems (more than 600 acres under drip irrigation), build and maintain their greenhouses (50 percent more greenhouses, 40 percent more area under protected cultivation), and employ good agricultural practices. In the community tourism subprojects, REDI training enabled community tourism providers to prepare and implement business plans, employ modern business practices (for example, planning, record keeping, marketing), and eventually compete in the tourism market with the large-scale tourism operators. This included preparing tourism enterprises to make sales calls and participate in fairs where they could showcase their products.

REDI's support for business development, including improving access to markets, significantly expanded the commercial opportunities for rural agricultural producers and community tourism providers. REDI enabled 86 percent of project rural enterprises to increase their access to markets. It assisted small-scale agricultural producers in meeting the needs of large-scale tourism facilities, replacing their international agricultural imports with domestic production. The project facilitated access to these agricultural markets by helping them identify relevant market opportunities for their produce and connecting producers with purveyors, wholesale marketers, and large-scale tourism buyers. REDI assisted small-scale tourism providers in building their capacity to participate in the tourism sector, offering cultural, ecological, and community tourism opportunities to domestic and international tourists—"the real Jamaica" experience, as an alternative to traditional "sun and sand" resort tourism.

The project showed the potential for economic contributions from small-scale agriculture and community tourism, leading to an increase in the government's willingness to support investments in the two subsectors. REDI activities began to increase productivity and rural incomes in otherwise stagnant rural subsectors of the Jamaican economy.

Design and Preparation

REDI's project design provided Jamaica's small-scale agriculture and tourism subsectors with the support they needed to overcome major constraints inhibiting rural economic development. The project's design, based on the elements of the productive alliance model, allowed small-scale farmers and tourism providers to address the barriers in basic infrastructure, technical expertise, and business practices that prevented them from increasing revenues and enhancing their incomes.

The World Bank's preparation of the project left too many obvious problems for REDI implementation unresolved. There were several issues the World Bank team should

have addressed during project preparation rather than leaving them for project implementation. This included preparing the implementing agency to manage its first private sector development project, solidifying the multisector institutional arrangements, and identifying a preliminary list of potential subproject candidates.

Implementation and Supervision

In several instances, critical course corrections enhanced REDI's achievement of project results. The REDI decision in 2013, for example, to focus on fewer, larger subprojects rather than many, smaller ones enabled it to make larger-scale investments that involved greater numbers of farmers and tourism providers, provided wider benefits to project beneficiaries and their communities, and increased efficiencies in processing the review and approval of subprojects. This also accounted for the improvement in project disbursements after the initial years of low disbursements in project implementation. In a similar change of direction, REDI recognized the need to put greater emphasis on improving access to agricultural markets rather than simply increasing agricultural production.

Project supervision was hindered by flaws in REDI's results framework and the lack of data on implementation of the subprojects. REDI's original results framework did not adequately capture the project's achievements in improving market access. The results framework had to be revised to correct this problem in a 2015 restructuring. Furthermore, REDI's results framework failed to collect and analyze fundamental data on the subprojects that would provide evidence that it was achieving results.

Independent Evaluation Group project ratings are described appendix A. The evaluation methodology and evidence sources are described in appendix C.

The Project Performance Assessment Report (PPAR) rates the relevance of objectives **high** based on their consistency with the government's development plans and the World Bank's assistance strategies. The ratings for efficacy are divided among the significant achievements made by the small-scale farmers under the first objective, which is rated **substantially achieved**, and the lesser achievements gained by the community tourism providers under the second objective, which is rated **modestly achieved**. The overall efficacy rating is **substantial**, since the support to farmers was the dominant investment and was the most important for future incomes. The PPAR rates the efficiency of the project **substantial** based on the efficiency achieved by the subprojects, which managed more than 80 percent of project funds. These ratings lead to an overall project outcome rating of **satisfactory**. Based on the evidence the Independent Evaluation Group mission found two years after project close, the PPAR rates the risk to development outcome only **modest**. Bank performance, both at entry and during supervision, displayed certain weaknesses, so the PPAR rates Bank performance

moderately satisfactory. Finally, the quality of project monitoring and evaluation is rated only **modest** because for much of project implementation the monitoring was not focused on the desired outcome for the project objective.

Lessons

This assessment offers the following lessons:

- **For complex productive alliance projects involving the selection of multiple rural subprojects and the introduction of new private sector market concepts to rural communities, substantial investment to ensure project implementation readiness during project preparation can contribute to a faster and more effective project start.** REDI was based on implementing multiple subprojects and introducing new private sector market concepts to subsistence farmers and informal tourism providers. In this case, the project would have benefited from better project preparation in terms of identifying an initial set of potential candidates for subprojects; developing a simple, expeditious subproject selection process; and ensuring the availability of technical assistance needed for launching subprojects.
- **For productive alliance projects introducing modern technologies and new business management practices into rural populations, ensuring adequate skills and capacity in the implementing agencies will enhance the achievement of results.** The REDI project aimed to introduce modern agricultural technologies and new business management practices and systems into Jamaica's poor, rural, largely subsistence, farming sector. The implementing agency, in this case, had an agricultural specialist to address the former but lacked a business planning specialist for the latter.
- **Technical assistance supporting private sector market approaches can be critical for linking rural agricultural and tourism operations to new and evolving markets.** The REDI project demonstrated that small-scale operators that received only limited capacity building, particularly at the beginning of project implementation, tended to have a lower success rate in accessing new markets than those benefiting from technical assistance focused on private sector business practices. Once the implementing agency addressed this capacity-building issue, the result was stronger operators, with a clearer vision, more sustainable business plans, and stronger contractual arrangements with wholesale markets.

José C. Carbajo
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Independent Evaluation Group

1. Background, Context, and Design

Background and Context

1.1 **Background.** At appraisal, rural poverty in Jamaica had remained stubbornly high. The government recognized that if the country was to achieve its goal of “developed world” status, as indicated in the government’s Vision 2030 plan (Planning Institute of Jamaica 2009), then the economic development of rural areas needed to at least keep pace with the development in urban areas. In 2008, the government requested World Bank support for a project that would focus on the rural agriculture and tourism sectors because they held the most significant potential for rural growth and development. The resulting World Bank project, the Rural Economic Development Initiative (REDI), was designed to stimulate rural economic growth and increase rural incomes, while in the process increasing the country’s overall competitiveness.

1.2 **Design.** The World Bank was well positioned to assist the government in rural income generation based on its considerable experience in Latin America in supporting projects to enhance rural incomes, especially targeting the small farmer agriculture and tourism sectors. It had already gained experience implementing a number of “productive alliance” projects of this nature in several Latin American countries. The productive alliance model consists of a group of smallholder producers, one or more buyers (markets), and the public sector, all connected through a business plan that identifies the needs of the producers to upgrade their production capacities and skills to strengthen their link with the market. Implementation of the business plan is supported by three core inputs financed by the public sector: productive investments, technical assistance, and business development. The World Bank has used the productive alliance model as the basis for a number of other projects it has financed in Latin America (World Bank 2016). Among them are the Poverty Reduction and Local Rural Development Project (2001–2007) in Ecuador, the Productive Partnerships Support Projects I and II (2002–2008, 2008–2015) in Colombia, the Rural Alliances Projects I and II (2006–2014, 2013–2017) in Bolivia, and the Sierra Rural Development Project (2008–2013) in Peru.

1.3 **Context.** REDI’s aim to increase rural incomes and generate new employment opportunities in rural areas was fully consistent with the economic development goals of Jamaica’s 2009 National Development Plan, Vision 2030 (Planning Institute of Jamaica 2009), which recognized the need for “competitive diversified value-added agricultural production” and “strong marketing systems for domestic and export markets.” The project was also consistent with the goals set out in the World Bank’s 2005 Country Assistance Strategy for fiscal years (FY)06–09 (World Bank 2005), which supported Jamaica’s rural development strategy in “improving rural roads and irrigation

infrastructure” and encouraging “local initiatives in eco-tourism, agro-tourism.” In the end, the project remained relevant to the World Bank Group’s Country Partnership Strategy FY14–17 (World Bank 2014), which included a goal for “Enhanced technological adoption, improved skills mix, and fostered investments in high potential sectors.” The project played a role in improving the enabling environment for private sector growth, with particular attention to “industry level interventions aimed at removing gaps in the value chain.”

Objective, Design, and Financing

1.4 REDI’s project development objective (PDO) was “to improve market access for micro and small-scale rural agricultural producers and tourism product and service providers” (World Bank 2009a, 6). The project’s original outcome indicators were as follows:

- Number of participating rural enterprises that realize an increase in turnover (sales);
- Number of participating rural enterprises functioning as registered business entities one year after final disbursement;
- Number of direct jobs created in rural communities receiving project assistance;
- Percentage of critical infrastructure projects that achieve their expected results for improvement in the value chain (World Bank 2009b, 5).

1.5 The original PDO remained unchanged throughout project implementation. However, two of the original outcome indicators were revised in a level 2 restructuring approved in September 2015. PDO indicator 2 was revised to better capture project sustainability over time; PDO indicator 3 was replaced with an indicator that better reflected access to new markets. This restructuring also reallocated \$400,000 from component 2 to component 3 to strengthen the project implementation unit in the Jamaica Social Investment Fund (JSIF; World Bank 2015b, 9–10). A second restructuring approved in July 2016 extended the project’s closing date, at the request of the government, from July 2016 to July 2017, and reallocated \$350,000 from component 1 to component 3 to ensure appropriate staffing in the project implementation unit (2016 Restructuring Paper). The revision of outcome indicators in the first restructuring resulted in no material change in the level of ambition expected. Therefore, the project’s restructuring did not trigger a split rating.

1.6 REDI’s project design was similar to that of the other productive alliance projects the World Bank financed in Latin America and the Caribbean. It comprised the following three project components:

- Component 1. Rural Subprojects in Agriculture and Rural Tourism (appraisal \$14.18 million; actual \$13.61 million), which financed two types of rural subprojects: (i) revenue-generating activities in agriculture and tourism (Type A) and (ii) critical infrastructure, marketing, and management support in the agriculture and tourism sectors (Type B). The Project Appraisal Document (PAD; World Bank 2009b) estimated that there would be about 75 Type A and 40 Type B subprojects.
- Component 2. National Technical Assistance and Capacity Building (appraisal \$1.25 million; actual \$0.69 million), which strengthened relevant national institutions to enhance their capacity to assist and ensure the sustainability of rural enterprises and financed technical assistance and capacity building for key institutions that deliver support services in agriculture and rural tourism at the local level.
- Component 3. Project Management (appraisal \$2.03 million; actual \$2.26 million), which covered project implementation costs, including project management, technical expertise (tourism, agricultural, monitoring and evaluation specialists), staff training, annual audits, vehicles, office equipment, and other operating costs.

1.7 The components were not revised during project implementation.

1.8 REDI's theory of change was based on the belief that small-scale agriculture in Jamaica offered significant potential for growth, particularly by displacing high cost imports in the domestic market, and could be made more competitive through simple technology transfer, infrastructure improvements, and business management. Small farmers tended to be at a comparative disadvantage in accessing higher value markets for crop and livestock products because of the lack of market information, the use of inefficient production practices and outdated technologies, and the failure to produce value-added products. Similarly, with respect to tourism, small rural tourism enterprises faced a number of challenges, including limited capacity to respond to changing market dynamics, lack of access to affordable capital and financing, human resource constraints, and limited organizational capacity. These challenges could be overcome by linking rural enterprises of agricultural producers and tourism product and service providers to markets through a project: (i) providing financial and technical support to small-scale agricultural and rural tourism enterprises; (ii) investing in the development of critical market-oriented, small-scale infrastructure, marketing, and management; and (iii) increasing access to technical innovation and business support services. This theory of change is depicted graphically in figure 1.1.

1.9 There were some "process" outcomes, on timeliness, procurement, financial management, and management information systems, that the project delivered (indicated as intermediate outcomes for component 3). There were also a number of intermediate outcomes the project was expected to demonstrate at the level of

organizing the project (indicated as intermediate outcomes for component 2). The listing and monitoring of these items were far from being comprehensive because the focus was on the beneficiaries that led directly to the PDO.

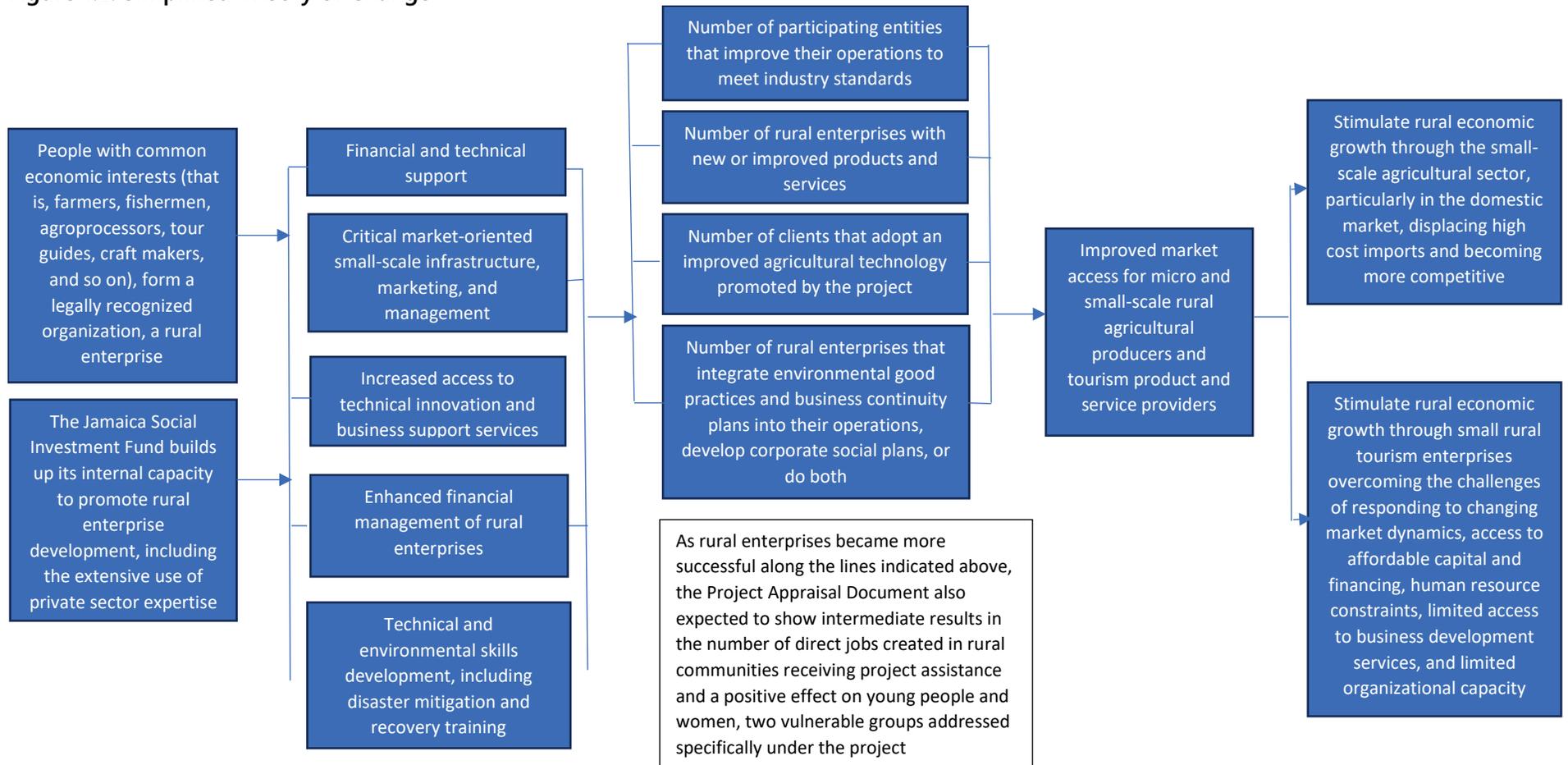
1.10 Two types of subprojects were implemented:

- Type A: Small-scale revenue-generating activities by rural enterprises in agriculture and rural tourism;
- Type B: Provision of critical small-scale infrastructure, marketing, and management.

1.11 **Project financing.** At appraisal, the World Bank committed to provide International Bank for Reconstruction and Development financing for \$15 million (86 percent) of the total estimated project cost of \$17.5 million, with the remaining \$2.5 million (14 percent) coming from the borrower (\$0.5 million) and local communities (\$2 million). World Bank financing was approved in September 2009 as a six-year (2009–2016) specific investment loan. At project close, after a small restructuring, the World Bank had financed \$14.7 million (89 percent of actual total project cost); the government had financed \$0.9 million (5 percent of total project cost) and the beneficiaries had contributed (in cash and in-kind contributions¹) \$0.96 million (6 percent of total project cost).

¹ The in-kind contributions the beneficiaries provided included materials and labor: for example, farmers working to install their irrigation systems and build their greenhouses, and tourism providers contributing to upgrading their visitor facilities.

Figure 1.1. Simplified Theory of Change



Source: Independent Evaluation Group.

1.12 Table 1.1 presents project financing by component, showing amounts estimated at appraisal compared with actual financing at project close.

Table 1.1. Project Costs
(\$, millions)

Component	Appraisal	Actual
1. Rural Subprojects in Agriculture and Rural Tourism	14.18	13.61
2. National Technical Assistance and Capacity Building	1.25	0.69
3. Project Management	2.03	2.26
Total	17.46	16.56

Source: Independent Evaluation Group.

2. What Worked, What Didn't Work, and Why?

2.1 The results presented below track the core elements of the productive alliance model used by REDI: productive investments, technical assistance, and business development.

2.2 REDI's productive investments in small-scale agriculture and tourism delivered significant benefits for the participating rural farmers and community tourism providers. These investments, financed by grants with a 20 percent beneficiary contribution in cash, in kind, or both, increased agricultural productivity and tourism sales, raised revenues for the rural enterprises and improved the incomes of their farming and tourism members. In most cases, they also put the farmers and tourism providers on track to achieving sustainable development. REDI completed 63 subprojects (56 agricultural subprojects, 7 community tourism subprojects), which comprised the bulk of the project's funds (82 percent of total project costs). The results that can be attributed to these subproject investments are described below.

2.3 REDI's investments in modern agricultural technologies substantially increased rural agricultural productivity and incomes for small-scale farmers. These increases were most clearly demonstrated in the crop agriculture subprojects (as opposed to the animal-rearing subprojects), where investments were made in innovative agricultural technologies (for example, drip irrigation and fertigation techniques, greenhouse cultivation) and good agricultural practices (for example, soil and water conservation measures). REDI financed nine subprojects providing drip irrigation, covering more than 600 acres in 14 communities and benefiting 1,141 farmers, 60 percent of whom were women. Similarly, REDI financed subprojects that constructed 183 greenhouses, increasing the number of greenhouses in the country by more than 50 percent, increasing the area under protected cultivation by 40 percent, and benefiting 817

farmers. The same cannot be said for the investments in the chicken and pig-rearing subprojects, where rural enterprise weaknesses and unanticipated market changes prevented the infrastructure investments from increasing productivity. In the case of the Litchfield Grove chicken-rearing subproject, the lack of cohesion and commitment among members of the rural enterprise and the local community prevented it from functioning effectively to achieve successful results. Whereas in the case of the Rapid Growth progressive pig-rearing subproject, adverse conditions in the Jamaican pork market (increasing costs for pigs, decreasing prices for pork products) undercut the financial viability of the investment. Participating farmers the IEG mission met provided evidence of the increased agricultural yields and enhanced profitability that resulted from project investments (see table 2.1). Farmers at the subproject sites that benefited from drip irrigation systems, greenhouses, or both, reported increased yields ranging from 34–55 percent (onion farmers in St. Thomas and St. Elizabeth) to 300–400 percent (vegetable farmers in Trelawny and watermelon farmers in St. Elizabeth). These increases in yields are supported by the findings of a survey of subprojects in six communities of vegetable farmers (Flagaman, Tryall, Essex Valley, Ballards Valley, Top Hill, and Ridge/Red Bank) in St. Elizabeth in 2015–2016, which found that the yields of irrigated crops (tomatoes, watermelons, and sweet peppers) were two to three times greater than those of pre-REDI rainfed agriculture.² In the same vein, the agricultural processors the mission met reported increases in production ranging from 200 to 250 percent (the Flower Hill bammy producers in St. James and the bee farmers/honey producers in Hanover). The increases in productivity resulted in significant gains in farm income, in some cases as much as five to ten times pre-REDI incomes. The farmers also reported entering into contracts with wholesale distributors (A. L. Golaub and Sons, Glastonbury, Grace Agro Processors, Spanish Grains), resort hotels (Sandals, Grand Palladium) and markets (Hi-Lo Food Stores, local markets) to purchase their produce.³ Furthermore, the successful farmers reported a number of other benefits they derived from the increased yields and profitability. These included, for example, hiring workers

² The data on increased yields are reported in the Mentoring and Coaching Final Report prepared by the Competitiveness Group for the Jamaica Social Investment Fund (JSIF) in 2016. The dramatic increases in yields resulting from drip irrigation for tomatoes, watermelons, and sweet peppers are shown in graphs indicating levels before the Rural Economic Development Initiative (REDI), August–November 2016, and after one year for the six agricultural subprojects in St. Elizabeth (Jamaica Social Investment Fund 2016, 62–63).

³ Examples of these profitable agricultural subprojects are the Plantain Garden River Farmers' Cooperative in St. Thomas, which reported increased sales of onions from 3,000–4,000 lb. to 6,000–7,000 lb. per year; Braco Production and Marketing Organization in Trelawny, which reported increased yields from 8,000 lb. per acre to 30,000 lb. per acre; and Watt Town Progressive Movement in St. Ann.

from the local community to help with the agricultural harvest and production, having the financial means to educate their children and, in some cases, send them to university, and having the income necessary to build a house. The latter benefits were made possible for the first time. These benefits were notably discussed in IEG's meetings with farmers at the Watt Town Progressive Movement and the Plantain Garden River Farmers' Cooperative. In most cases, the participating farmers readily reported their increased yields and productivity as a result of project investments, but they were more reticent to reveal any information on their increased incomes. This reticence is likely explained by their desire to continue to qualify for government support in the future.

Table 2.1. REDI Agricultural Subprojects the Mission Visited

Agricultural Subproject	Increase in Productivity	Increase in Farm Income
Plantain Garden River Farmers' Cooperative (irrigation)	50,160 lb./acre to 76,000 lb./acre (34% increase in yield)	J\$4,012,800 to J\$6,080,000
Top Plowden, Wigton Production and Marketing Organization	14,170 lb. exported (2011) versus zero for non-REDI farmers	J\$391,000 in exports, J\$474,580 in local sales (2011)
Colbeck Water Users (irrigation)	8,360 lb./acre to 15,000 lb./acre (55% increase in yield)	J\$10,032,000 to J\$18,000,000
Hanover Bee Farmers' Cooperative (bottling equipment)	40 drums/year to 100 drums/year (250% increase in production)	J\$8 million to J\$50 million
Flower Hill Producers Cooperative (production facility)	78,670 (2009) to 177,530 (2016) (227% increase in production)	J\$5,705,930 (2009) to J\$16,011,829 (2016)
Braco Production and Marketing Organization (irrigation)	8,000 lb./acre to 30,000 lb./acre (375% increase in yield)	J\$1,600,000 to J\$6,000,000
Watt Town Progressive Movement (greenhouses)	Unavailable	J\$2 million to J\$4.8 million
Top Hill and Tryall Farmers Benevolent Society (irrigation)	(400% increase in yield)	J\$400,000 to J\$4,200,000

Source: Independent Evaluation Group.

Note: The table does not include the Litchfield Grove chicken and Rapid Growth pig-raising subprojects that failed.

2.4 REDI's investments in modern tourism infrastructure and facilities increased tourist traffic, community tourism revenues, and incomes for the small-scale tourism providers. Jamaica has long had small-scale cultural and ecological tourism alternatives for its domestic and international visitors, but the small-scale providers faced certain barriers to breaking into the well-established tourism market. REDI investments in small-scale tourism infrastructure and facilities (for example, business offices and equipment, internet connections, overnight accommodations for guests, kitchen and dining facilities for meals, toilet facilities for visitors, and public spaces for music and dance) overcame one of the principal physical barriers confronting the small-scale

providers and permitted them to access the wider tourism market.⁴ REDI's seven cultural, ecological, and community tourism subprojects made these investments to foster links to established tourism markets, both domestic (school tours) and international (for example, resort hotels on the north coast, cruise lines, and ecological/adventure travel agencies). Tourism providers at the subproject sites the IEG mission visited reported significant increases in tourist traffic and tourism-related revenues after project interventions to upgrade their facilities and secure links to the wider tourism system (see table 2.2). Several of the providers reported a doubling or greater increase in tourism traffic (the Southern Trelawny Environmental Agency eco-provider in Trelawny, the Charles Town Maroon Council cultural tourism provider in Portland), with others more than doubling staff to accommodate increased tourist traffic (the cultural tourism provider in St. James). The increases in tourist traffic led to significant gains in tourism income, from a doubling or more in eco-tourism to, in some cases, increases of as much as eight to ten times more than pre-REDI incomes in cultural tourism. All of the tourism providers reported entering into contracts with international tourism providers (Caribic Vacations, Juta Tours, TUI), cruise lines (Fathom with Carnival Cruises), and resort hotels (Sandals resorts).

Table 2.2. REDI Tourism Subprojects the Mission Visited

Tourism Subproject	Increase in Tourist Traffic	Increase in Tourism Income
Southern Trelawny Environmental Agency (eco-tourism)	50 visits/month (2014) to 90 visits/month (2018)	J\$3.3 million (2013) to J\$8.8 million (2019)
Rastafari Indigenous Village (cultural tourism)	Tourist traffic figures unavailable Increase in staff from 6 (2012) to 15 (2019)	J\$0 (2012) to J\$10 million (2019)
Charles Town Maroon Council (cultural tourism)	50 visitors/month (2013) to 150 visitors/week (2019)	J\$1 million (2013) to J\$8 million (2019), 67% from school tours
Treasure Beach Women's Group Benevolent Society (community tourism, crafts)	Tourist traffic figures unavailable	J\$0.3 million (2011) (craft revenue) to J\$2 million (2019)

Source: Independent Evaluation Group.

2.5 REDI's investments in innovations and new technologies likely contributed to changes in the demographic composition of rural agricultural producers. Historically,

⁴ Examples of successful community tourism subprojects are Charles Town Maroon Council, where REDI invested in office space and equipment, a museum, a kitchen, restrooms, and a stage for music and dance performances; the Rastafari Indigenous Village, where REDI invested in meeting spaces, kitchen facilities, restrooms, and so on; and Cockpit Country Adventure Tours, where REDI invested in infrastructure and technical equipment (ecotourism). The latter reported an increase in visitors from 50 per month to 90 per month annually.

farming was considered a subsistence activity in Jamaica for the elders and poor people, and this conception rendered the practice of agriculture less appealing to both women and young people. In reality, if more women and young people knew how to farm, it is likely that unemployment and unhealthy food habits would dramatically decrease in Jamaica. The direct link to markets provided under the REDI project, which encourages farmers to farm from the perspective of going to market, attracted more young people who could now see a business opportunity in farming. More young people and women also started participating in the agriculture sector thanks to the appeal of the increasing use of new, labor-saving technologies. Agricultural techniques such as drip irrigation and fertigation made the practice less burdensome on a physical level, which encouraged women to take part in a field they didn't have access to before, and the introduction of innovations such as greenhouses rendered agriculture more appealing to young people. REDI provided evidence of this demographic change. The project's results framework tracked the participation of young people (<30 years) and women in project activities and indicated that the project participation percentages achieved (22 percent for young people, 51 percent for women) exceeded the targets originally established (11 percent for young people, 30 percent for women). Furthermore, the REDI percentages are above the national averages for young people and women recorded in the farmer database (<http://www.abisjamaica.com.jm/>) maintained by the Rural Agriculture Development Authority (RADA), which puts the percentages of young people and women participating in rural enterprises at 9 percent and 30 percent, respectively. In some cases, these REDI investments contributed to reducing unemployment in rural areas, which is often a cause of crime and violence among young people. Moreover, through the protected agriculture that greenhouses provided, farmers were able to produce throughout the whole year, regardless of weather conditions. This enabled them to provide products to markets, supermarkets, and hotels on a regular basis throughout the year and ensure themselves a stable income. The introduction of innovations and new technologies, the possibility of a more stable income and a new business-oriented approach to the practice of agriculture opened the door to more young people interested in returning to the rural landscape. The advances made along these lines in REDI provided the basis for an additional emphasis on the increased inclusion of young people and women in the Second Rural Economic Development Initiative (REDI II), where the calls for subproject proposals will be permitted to target a particular demographic of beneficiaries (for example, young people and women). In fact, REDI II includes specific measures that build on aspects of REDI to enhance its effectiveness, among them "renewing the focus on ensuring the participation of and benefits for women and youths."

2.6 REDI provided technical assistance and training at the national level to strengthen the key institutions (RADA and the Tourism Product Development

Company) that support the rural enterprises formed by participating farmers and tourism providers. REDI also provided technical assistance and training at the local level that strengthened the technical and business management capacities of the small-scale farmers and community tourism providers. At the national level, REDI hired specialized technical consultants to train extension and plant quarantine officers in RADA, develop policies and tools to advance community tourism for the Tourism Product Development Company, and prepare necessary background studies in both agriculture and tourism. At the local level, REDI provided technical assistance and capacity building to accompany the productive investments made for the subprojects. REDI provided the training needed to ensure proper management of the modern agricultural technologies and tourism infrastructure and facilities provided by the project. REDI also employed consulting firms to operate as “business development facilitators” to assist the rural enterprises in developing their business development plans and mentor them through implementation. REDI training also strengthened the knowledge and capacities of participating farmers and tourism providers to apply modern agricultural and tourism practices, function as independent business operations and connect to national and international markets. The achievements for the agricultural and tourism subprojects are described below.

2.7 The training REDI provided for the agricultural subprojects enabled farmers to properly install and manage their drip irrigation systems, build and maintain their greenhouses, and employ good agricultural practices on their farms. REDI trained subsistence farmers who relied on rainfed agriculture to convert to modern irrigation-based systems. Similarly, the project trained farmers to install and maintain modern greenhouses. The IEG team learned that the apparent success of the original 20 greenhouse clusters induced 20 more communities to want them built in their communities. The initial set of farmers trained to assemble greenhouses under REDI were able to work on the additional 20 greenhouses without REDI financing. REDI’s training for farmers in good agricultural practices (for example, crop rotation, soil and water conservation, pest and disease management) and basic business management (for example, accounting, record keeping, and marketing) was fundamental for farmers transitioning from subsistence farming to business-scale agricultural operations. JSIF’s 2016 report on this training for subprojects in six vegetable farming communities in St. Elizabeth confirmed the importance of REDI training for realizing increases in agricultural yields and farmer incomes.⁵ Many of the small-scale farmers IEG visited

⁵ JSIF’s Mentoring and Coaching Final Report (Jamaica Social Investment Fund 2016) describes how Farmer Field Schools were used to train farmers in the efficient use of their drip irrigation technology, the effective use of good agricultural practices, and the importance of product quality

took pride in reporting their progress in moving from subsistence farming to agricultural production (including diversifying their crops, expanding their cultivated area) based on modern agricultural technologies and business practices. Notable examples of this were the Plantain Garden River Farmers' Cooperative and Braco Production and Marketing Organization. Results from the beneficiary survey of 70 project participants conducted during project site visits for the REDI Final Evaluation Report (Jamaica Social Investment Fund 2017b) indicate high levels of satisfaction with REDI subprojects (94 percent), as well as recognition of the relevance to the communities (93 percent) and the benefits received by project participants (91 percent; Jamaica Social Investment Fund 2017c, 15–16).

2.8 REDI training enabled community tourism providers to prepare and implement business plans, adopt modern business practices (for example, planning, record keeping, marketing) and compete in the tourism market with large-scale tourism facilities. The cultural, ecological, and community tourism providers learned to participate in Jamaica's wider tourism market. The small-scale tourism providers IEG met managed to expand their horizons from community-focused operations to tourism offerings linked to the wider national and, in some cases, international tourism markets. This was evidenced, for example, by the agreement the Treasure Beach Women's Group Benevolent Society signed with the Sandals Foundation to market the group's artisanal works at Sandals resorts. Similarly, the listing of the Cockpit Country Adventure Tours with the Jamaica Tourist Board and its links to cruise ship tourism established its place among the eco-tourism offerings in Jamaica.

2.9 REDI's requirement that rural farmers and tourism service providers organize themselves into rural enterprises produced organizational and operational benefits beyond participation in REDI activities. To be eligible for REDI grants, technical assistance, and capacity building, farmers and rural community groups had to be registered enterprises. This initiated a process of transformation of scattered rural farmers, families, and community groups into rural entities with legal status. Once JSIF had identified community groups that could benefit from the project, it linked them with the Department of Cooperatives and Friendly Societies (DCFS). With guidance from the DCFS, community groups first learned the rules and regulations for becoming legal entities. Once they had met the DCFS requirements, they then registered themselves as legal entities. Finally, they received basic capacity building in governance, proposal writing, bookkeeping, and accounting. The DCFS also provided groups with

in increasing their yields and incomes and accessing new markets. The report identified additional benefits associated with the irrigation systems, such as improved water management, reduction in fertilizer and pesticide use, and so on.

follow-up support to ensure their sustainability. This transition from informal community groups to formal, legal enterprises was a key step toward the change in self-perception from subsistence agriculture and local community tourism to a business operation. Of course, the rural enterprises that grew out of already-established cooperatives or societies performed better than the newly created groups with little or no history of collaboration (for example, the Plantain Garden River Farmers' Cooperative versus the Litchfield Grove Place Progressive Movement). The IEG mission confirmed this in its discussions during subproject site visits. Providing support to community members to become rural enterprises so that they could participate in REDI activities proved challenging, so it is no surprise that the bulk of the rural enterprises participating in REDI grew out of preexisting farmer cooperatives and tourism associations.

2.10 REDI's delays in delivering business plans, caused by the lack of business expertise in the project's implementing institutions, significantly delayed investment implementation of the subprojects. According to the productive alliance model, the development of business plans was critical to decision-making with respect to the productive investments a subproject needed, and the nature of technical assistance required. The IEG team reviewed two of these business plans (that is, one for the Rastafari Indigenous Village, and one for the Flower Hill Producers' Cooperative) and found them to be detailed and thorough planning documents, presenting practical proposals for business expansion models.⁶ Because the delivery of REDI's business plans was delayed, however, this held up implementation of the subprojects. REDI's midterm evaluation in 2013 found that none of the business plans had been delivered on time and, as a result, 62 percent of the subprojects had been put on hold.⁷ These delays in implementation may be attributed to JSIF's lack of experience with business development projects of the nature of REDI and its resulting dependence on private sector business planning firms to provide the technical assistance needed. Despite these challenges, REDI enabled 86 percent of rural enterprises to access new markets.

⁶ The Rastafari Indigenous Village business plan (Jamaica Social Investment Fund 2017d) presents a new business model for engaging in cultural heritage, eco-wellness, and community tourism, as well as establishing linkages to reggae music. The Flower Hill Producers Cooperative Plant Expansion and HAACP Business Plan (Jamaica Social Investment Fund 2017a) presents a strategic plan for becoming the number-one producer of bammy and other cassava-based products in Jamaica.

⁷ Mid-term Evaluation, Jamaica Rural Economic Development Initiative Project, November 2013, 42.

2.11 Conversely, REDI assisted small-scale agricultural producers in accessing new markets for their produce, in some cases meeting the needs of large-scale tourism facilities, replacing their international agricultural imports with domestic production. JSIF and RADA facilitated farmers' access to agricultural markets by identifying market opportunities, connecting participating farmers with wholesale marketers and assisting the rural enterprises in creating promotional materials (such as fliers and business cards). This resulted in many agricultural enterprises signing contracts for their production with Jamaica's major purveyors or marketers (see table 2.3). In many cases this led to agricultural import substitution, that is, finding local sources for agricultural products otherwise imported from abroad. For example, JSIF connected the Noranda Greenhouse Cluster with A. L. Golaub & Sons, the main local supplier for the Sandals hotel chain. The Sandals chain now purchases approximately 4.5 million lb. of agricultural produce (90 percent of its produce needs) from local sources annually. Other purveyors to the large hotels and resorts that connected with farmers through REDI include Glastonbury Purveyor Co. and Everything Fresh Ltd. Achievements like the above induced many participating farmers to look at agriculture as a business rather than a simple trade and to become more aware of market opportunities before deciding which crops to produce and how much the market will bear. In the end, the REDI project triggered a process of real transformation. REDI's investments and technical assistance for modern agricultural techniques allowed farmers to become more resilient to the impacts of climate change (through decreased water and pesticide consumption, and increased water efficiency) and to plant and produce over the course of the whole year; this in turn allowed, and still allows, them to provide agricultural products to markets, supermarkets, and hotels on a regular basis throughout the year. Local and internal markets also grew as a result, as farmers started to provide for their communities as well.

Table 2.3. REDI Agricultural Subprojects—Access to New Markets

Agricultural Subproject	Access To New Markets
Plantain Garden River Farmers' Cooperative (onions)	Contract with Spanish Grains
Top Plowden and Wigton Production and Marketing Organization (sweet potato cultivation)	Contract with Belle Tropicals exporter
Colbeck Water Users (onions)	Contract with Spanish Grains, other buyers
Hanover Bee Farmers' Cooperative (honey)	Sales to hotels (Grand Palladium), supermarkets (Hi-Lo Food Stores)
Flower Hill Producers Cooperative (bammies)	Sales to Hi-Lo Food Stores
Braco Production and Marketing Organization (onions, peppers, tomatoes)	Sales to Glastonbury Purveyor, Spanish Grains, King Pepper Products, local markets, hotels
Watt Town Progressive Movement (onions)	Contract with A. L. Golaub & Sons
Top Hill and Tryall Farmers Benevolent Society (watermelons)	Sales to A. L. Golaub & Sons, local markets

Source: Independent Evaluation Group.

2.12 REDI assisted small-scale tourism providers to participate in the Jamaican tourism market, offering cultural, ecological, and community tourism opportunities to domestic and international tourists—“the real Jamaica” experience as an alternative to traditional “sun and sand” resort tourism. REDI also helped community tourism enterprises access new markets (see table 2.4). In the case of the Charles Town Maroon Council, for example, the project financed basic infrastructure works, capacity building, and technical assistance, which directly contributed to increased access to markets. Members of the Maroon Council were provided with an office and the office equipment (such as a phone and a printer) necessary to create promotional material, communicate with tour operators, and present their cultural tourism experience to wider markets. The capacity-building element was also crucial as members of Charles Town were trained by JSIF to prepare an official business plan, make sales calls, and promote their business in social fairs and events. These elements contributed to transforming an informal community group into an organized community tourism entity. This new status helped the group perceive itself as a real business, and as a group equipped with the skills and capacity to go out to market. As a result of the project, the Charles Town community tourism enterprise is now in touch with five major tour operators and provides tourism services to local school groups, colleges, and universities. The IEG mission found similar support for accessing new markets when visiting the Rastafari Indigenous Village, the Cockpit Country Adventure Tours and the Treasure Beach Women’s Group Benevolent Society.

Table 2.4. REDI Tourism Subprojects—Access to New Markets

Tourism Subproject	Access to New Markets
Southern Trelawny Environmental Agency/Cockpit Country Adventure Tours (eco-tourism)	Jamaica Tourism Board website
Rastafari Indigenous Village (cultural tourism)	Contracts with TUI, Fathom (Carnival Cruises), Caribic Vacations
Charles Town Maroon Council (cultural tourism)	Blue Mountain Bicycle Tours, Island Routes, Jamaica Cultural Enterprises, Sun Venture Tours, DaVinci Tours, Jamaica Voluntours
Treasure Beach Women’s Group Benevolent Society (community tourism, crafts)	Contracts with Sandals resorts, Caribic Vacations

Source: Independent Evaluation Group.

2.13 Government support for small-scale agriculture and community tourism increased in the project implementing institutions as they began to appreciate the economic contributions the two subsectors could make. REDI activities began to increase productivity and rural incomes in otherwise stagnant rural subsectors of the Jamaican economy. With respect to rural agriculture, RADA assumed a significant role in building the capacities of previously neglected small-scale farmers, providing technical assistance and training to participating farmers, among other things, and helping them register as cooperatives with legal status and organizational structure, develop business plans, install drip irrigation systems, assemble greenhouses, and employ good agricultural practices in farming. With respect to rural tourism, REDI gave birth to the concept of “community tourism” and institutionalized it within the Ministry of Tourism as a strong and independent tourism subsector. The Ministry of Tourism embraced the subsector during the project and promulgated Jamaica’s first National Community Tourism Policy and Strategy in 2015 (Ministry of Tourism 2015b) as an indication of its commitment to developing it. JSIF and the Ministry of Tourism undertook to build the capacities of small-scale tourism providers, providing technical assistance and training for, among other things, forming rural enterprises, developing business plans, marketing services, and accessing tourism markets. The success of REDI in promoting rural economic development and increasing rural incomes, as well as generating real momentum in the government’s implementing institutions, convinced the government to seek a larger (\$40 million) follow-on project financed by the World Bank to continue the work of REDI in rural areas. REDI II was approved by the World Bank in November 2019, incorporating a number of lessons learned from the first REDI.⁸

⁸ Among the lessons learned that are reflected in the project design are (i) market opportunities must be the guiding principle, (ii) business training and assistance to beneficiaries are key

2.14 REDI's demonstrable successes in the field, despite its limited scope, invited a scaling up to reach beyond the initial set of rural communities and landscapes and work across the country to contribute to wider sectoral change. From the outset, REDI recognized its limited scope and reach in the targeted rural communities but lent its successes to surrounding communities to the extent possible. For example, rural farmers seeing the results of REDI's modern agricultural technologies and market orientation worked to adopt the same approach without project support. (The proliferation of greenhouses after their introduction at the Watt Town subproject is an example of this.) In this sense REDI served as a pilot project for rural development programs, with the adoption of REDI II confirming the government's commitment to scaling up its model across the country. Certainly, REDI, even on its limited scale, has already introduced lasting sectoral changes in terms of rural access to domestic markets, as well as significant changes in the sectoral approaches of the relevant government institutions. Moreover, REDI can be credited with contributing to a positive change in Jamaican attitudes toward agriculture, particularly among women and young people, who are more willing to participate in farming as a profitable business rather than as a subsistence livelihood. Finally, the scaling up represented by REDI II, as noted above, indicates a commitment to achieving country-level outcomes for rural communities rather than just for targeted beneficiaries.

Design and Preparation

2.15 The REDI project's design provided Jamaica's small-scale agriculture and tourism subsectors with the investments in infrastructure, technical assistance, and business training the subsectors needed to overcome some of the major constraints inhibiting rural economic development. The project's design, based on the elements of the productive alliance model, allowed the small-scale farmers and tourism providers to address the barriers in basic infrastructure, technical expertise, and business practices that prevented them from increasing revenues and enhancing their incomes. Marrying the rural agriculture and tourism subsectors for economic development made sense in the Jamaican context because these were the two engines for generating growth in Jamaica's rural landscape, and both offered untapped economic potential to exploit. Both the government and the World Bank recognized that these subsectors were ripe for the benefits the productive alliance model could provide in terms of productive investment, technical assistance, and business development.

ingredients for success, and (iii) technology and innovation must be supported to help adapt to changing markets and a changing climate (World Bank 2019b, 10–11).

2.16 REDI's institutional arrangements, however, created implementation challenges from the outset. Although JSIF, the implementing agency, had experience managing and implementing World Bank projects, it did not have experience with a business development or private sector-based production project of REDI's nature. As a result, JSIF faced a steep learning curve in the first years of project implementation and the pace of implementation was slower than would have been anticipated for projects similar to those JSIF had handled before. Moreover, the initial project management team had to hire additional specialists to implement the project effectively; the community tourism and monitoring and evaluation specialists were hired for this purpose. Furthermore, there were institutional coordination challenges from the beginning. The two sector institutions for agriculture and tourism (the Ministry of Industry, Commerce, Agriculture and Fisheries and Ministry of Tourism), identified in the PAD as "lead partners" with JSIF, were slow to assume their roles as partners in project implementation. When they did not serve as the rotating chair of the project Steering Committee, for example, the Planning Institute of Jamaica had to assume that role. Also, they did not engage in the selection or supervision of subprojects in their sector.

2.17 The World Bank's preparation of the project left too many obvious problems for REDI implementation unresolved. There are a number of issues the World Bank team should have addressed during project preparation rather than leaving them for project implementation. First, the challenges posed by the lack of experience in JSIF with projects like REDI should have required more focus on capacity building for JSIF to manage the project. At a minimum, the core project management team, with the additional specialists required, should have been in place during preparation. Second, the challenges posed by the institutional arrangements described above should have been addressed and resolved during project preparation. Third, to facilitate implementation of the subprojects, an initial list of priority subprojects in both agriculture and tourism should have been completed during project preparation. REDI's PAD indicated that "prioritization of the first group of subprojects" was "to be completed by project effectiveness." Unfortunately, JSIF, with limited technical capacity and financial wherewithal, was in no position to accomplish this prior to project approval, which resulted in a protracted delay in subproject identification, approval, and implementation. As part of preparation, the World Bank team might have offered the government a preparation grant to help JSIF address this issue. Finally, the legal formation, registration, and management capacity building of the new rural enterprises required a greater investment in time and resources than the World Bank had anticipated.

Implementation and Supervision

2.18 **In several instances, critical corrections to project implementation enhanced REDI's achievement of project results.** At its outset, REDI focused its subprojects on many, smaller investments (less than \$50,000) to cast a wide net for agriculture and tourism subprojects. This typically resulted in reaching fewer farmers and tourism providers (<10 rural enterprise members) and resulted in limited disbursements in the initial years. After the first two calls for subproject proposals in June and October 2010, REDI's management decided to change course and seek fewer, larger investments that reached greater numbers of farmers and tourism providers, improved efficiency in processing and implementation, yet required roughly the same amount of time to develop and approve, and resulted in increased project disbursements. With the third call for subproject proposals in June 2013, REDI began to focus on fewer but larger subprojects; larger both in terms of the amount of investment (up to \$200,000) and the number of farmers and tourism providers belonging to the rural enterprises (>20 members). This resulted in more substantial investments, impacting a larger number of participants and their communities, with greater overall benefits.

2.19 In a similar change of direction, REDI recognized the need to put greater emphasis on improving access to private sector markets, particularly for the crop agricultural subprojects. At project start, before the Ministry of Industry, Commerce, Agriculture and Fisheries became fully engaged in the project, REDI had focused on increasing agricultural production, which proved relatively easy with modern technologies and practices, with little regard for improving access to markets for the increasing agricultural yields, which proved to be the bigger challenge. The result, in some cases, was a surplus of agricultural products without a corresponding market identified to absorb them. Once the Ministry of Industry, Commerce, Agriculture and Fisheries became an active partner in REDI, the REDI implementation team in the ministry and its executing agency RADA directed the subprojects to balance increasing agricultural production with accessing appropriate markets for the increases in production. This enabled farmers in many cases to sign contracts with the major purveyors with some assurance in advance of the planting season as to which crops to select and how many acres to plant.

2.20 Project supervision was hindered by flaws in REDI's results framework and a resulting lack of data on implementation of the subprojects. REDI's original results framework did not adequately capture the project's progress in improving market access. As a result, the framework's indicators had to be revised in a 2015 restructuring. The original PDO indicator 3 (the number of direct jobs created in rural communities receiving project assistance) was replaced with an indicator that better reflected access to new markets (the percentage of participating rural enterprises or producer groups that

have accessed new markets). What this meant was that REDI did not have good data on project results for the first four years of project implementation; that is, until after the 2015 restructuring. In the end, the REDI Final Evaluation Report (Jamaica Social Investment Fund 2017b) determined that 86 percent of rural enterprises increased their access to markets as a result of REDI. Furthermore, as noted above, REDI failed to collect and analyze fundamental data on subproject implementation that would have provided evidence that it was achieving results. This question was raised in September 2015, one year before REDI's original closing date, when a World Bank implementation support mission warned JSIF that its delays in data collection left the project unable to show evidence that the subprojects were achieving their intended results (for example, increased crop yields, improved farmer incomes, expanded production areas, and so on).⁹ JSIF apparently did not build the capacity necessary for the record keeping and reporting required of REDI subprojects.

3. Lessons

3.1 For complex productive alliance projects involving the selection of multiple rural subprojects and the introduction of new private sector market concepts to rural communities, substantial investment to ensure project implementation readiness during preparation can contribute to a faster and more effective project start. REDI was based on implementing multiple subprojects and introducing new private sector market concepts to subsistence farmers and informal tourism providers. In this case, the project would have benefited from better project preparation in terms of identifying an initial set of potential candidates for subprojects (from existing cooperatives, benevolent societies); developing a simple, expeditious subproject selection process; and ensuring the availability of technical assistance needed for launching subprojects (for example, registration, business management practices) at project start. As it happened, the project started without a suitable list of potential subprojects to develop. It was burdened with a subproject selection process that had to be streamlined during implementation.

3.2 For productive alliance projects introducing modern technologies and new business management practices into rural populations, ensuring adequate skills and

⁹ The aide-mémoire (World Bank 2015a, 3) indicated that for the previous four years the Food and Agriculture Organization had been providing support to JSIF staff for the gathering and analysis of financial information to measure the impact of the project. JSIF's efforts had suffered considerable delays, leaving both the World Bank and JSIF unable to show evidence that the subprojects were having the intended impacts. The World Bank team also explained to JSIF management that with the current level of information provided to the World Bank, the project would most likely be rated moderately unsatisfactory at the time of evaluation.

capacity in the implementing agencies will enhance the achievement of results. The REDI project aimed to introduce modern agricultural technologies and new business management practices and systems into Jamaica's poor, rural, largely subsistence farming sector. The implementing agency, in this case, had an agricultural specialist to address the former but lacked a business planning specialist for the latter. Similarly, the project set out to strengthen the business management practices and market outreach of the informal community tourism providers. The implementing agency, however, lacked both the business management expertise and community tourism capacity to assist the subprojects in these areas. It acquired specialists in these areas only after several years of project implementation. Ensuring adequate project capacity from the outset would have strengthened project implementation from the start.

3.3 Technical assistance supporting private sector market approaches can be critical for linking rural agricultural and tourism operations to new and evolving markets. The REDI project demonstrated that small-scale operators that received only limited capacity building, particularly at the beginning of project implementation, tended to have a lower success rate accessing new markets than those benefiting from technical assistance focused on private sector business practices. It was for this reason that the implementing agency contracted the services of specialized technical assistance providers to assist subprojects through the process. The result was stronger operators, with a clearer vision, more sustainable business plans, and stronger contractual arrangements with wholesale markets.

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Appendix A. Ratings

Jamaica Rural Economic Development Initiative (P105122)

Indicator	ICR	ICRR	PPAR
Outcome	Satisfactory	Moderately satisfactory	Satisfactory
Overall efficacy	Substantial	Substantial	Substantial
Bank performance	Satisfactory	Moderately satisfactory	Satisfactory
Quality of monitoring and evaluation	Substantial	Modest	Negligible

Note: The Implementation Completion and Results Report (ICR) is a self-evaluation by the responsible Global Practice. The Implementation Completion and Results Report Review (ICRR) is an intermediate Independent Evaluation Group product that seeks to independently validate the findings of the ICR. PPAR = Project Performance Assessment Report.

1. Relevance of the Objectives

Objectives

The project development objective (PDO) was “to improve market access for micro and small-scale rural agricultural producers and tourism product and service providers” (World Bank 2009a, 6).

Relevance of the Objectives

The Rural Economic Development Initiative (REDI) project’s objective was highly relevant to Jamaica’s national development strategy and to the World Bank’s country assistance strategies, both at project approval and close. At project approval, it was highly relevant to the government’s 2009 National Development Plan, Vision 2030 (Planning Institute of Jamaica 2009), which referenced an agricultural transformation in rural communities and a wider share of tourism benefits. Similarly, at approval the project objective was highly relevant to the World Bank’s 2005 Country Assistance Strategy (World Bank 2005), which included “improving rural roads and irrigation infrastructure” as a priority, and remained highly relevant at project close to the World Bank’s later Country Partnership Strategy for fiscal years (FY)14–17 (World Bank 2014), which targeted “industry level interventions aimed at removing gaps in the value chain.” In the end, the project’s objective was critical to addressing the fundamental challenges to rural development faced by small-scale producers and providers, as articulated in the theory of change. Securing access to markets was based on overcoming the constraints posed by lack of productive investments, inadequate technical expertise, and limited business development.

The relevance of objectives is rated **high**.

2. Efficacy

The Project Performance Assessment Report’s assessment of the efficacy of the project in achieving REDI’s PDO analyzes the two objectives separately: (i) to improve market access for micro and small-scale rural agricultural producers, and (ii) to improve market access for micro and small-scale rural tourism product and service providers. The Independent Evaluation Group (IEG) mission team visited 14 REDI subprojects (ten agricultural, four tourism) and interviewed an estimated 56 project beneficiaries during its field mission (see table D.2 in appendix D). Although this is a small sample of the REDI subprojects, IEG attempted to make it fairly representative of the project’s subproject activities (the selection of subprojects was based on a protocol designed by IEG and contained in appendix C). This assessment also draws on the findings of both the Implementation Completion and Results Report (ICR; World Bank 2018) and the Independent End-of-Project Evaluation for REDI prepared for the Jamaica Social Investment Fund (JSIF) in 2017, both of which report that REDI exceeded its project targets for all three of its PDO indicators (table A.1).

Table A.1. Achievement of PDO Indicators

Project Development Objective Indicator	Target	Actual Result
Number of rural enterprises with increased sales	44	61
Number of rural enterprises legally registered and functioning after one year of operations	44	53
Number of rural enterprises that accessed new markets	80	86

Source: World Bank 2018, annex 1, 23–24.

Objective 1: to improve market access for micro and small-scale rural agricultural producers.

Under this first objective, the project financed 56 agricultural subprojects benefiting some 4,617 rural farmers. This included 40 subprojects (8 of which IEG visited during the mission) providing productive investments in modern agricultural technologies, technical assistance, and training in good agricultural practices, and 16 agroprocessing centers (two of which IEG visited). The project also financed 11 technical assistance programs to build capacity in various sector areas, such as food safety and biodigesters, and built capacity in national institutions, including the Rural Agriculture Development Authority, to ensure ongoing assistance after subproject completion. As noted above, this investment and capacity building resulted in increased agricultural yields for the farmers of between 50 and 400 percent over preproject yields (see table 2.1 of main text), improved farm incomes to five to ten times pre-REDI incomes (see table A.1), and crop diversification. REDI support for business development also led to farmer outreach to new and existing markets for their produce (see table 2.3 of main text), including the major agricultural distributors to the resort hotels and international markets (Europe,

the United States). (As shown in table A.1, 86 percent of the rural enterprises, including the agricultural ones, increased their access to markets under REDI.) The Independent End-of-Project Evaluation (Jamaica Social Investment Fund 2017) reported the results of a beneficiary survey conducted during site visits. Some 91 percent of respondents reported benefits to themselves and their households; 93 percent recognized the project's relevance to their community. Overall, 94 percent expressed satisfaction with the REDI project. Finally, a survey of project training participants in the same evaluation indicated that they believed the training resulted in changes in their practices (89 percent), improved their business services or improved their ability to provide improved services (86 percent), and helped them to reach additional clients (73 percent). Much of the above evidence of project success was confirmed during IEG field mission visits to the agricultural subproject sites, where 8 of the 10 subprojects (2 animal production subprojects failed) reported substantial increases in yields or agroprocessing, substantial improvements in business development, and expanded outreach to existing and new markets.

The efficacy of the project with respect to this objective is rated **substantially achieved**.

Objective 2: to improve market access for micro and small-scale rural tourism product and service providers.

In the case of tourism, REDI initially planned to finance 11 subprojects, a mix of nature, cultural, and community tourism. The project ended up financing 7 of the original 11 subprojects, making productive investments in public facilities (bathrooms, kitchens, public meeting areas), office and other equipment for business development, solid waste management, and arts and crafts markets. The IEG mission visited four of the subproject sites: two of the cultural tourism subprojects (Charles Town Maroon Council, Rastafari Indigenous Village), one nature or eco-tourism subproject (Cockpit Country Adventure Tours), and one community tourism subproject (Treasure Beach Women's Group Benevolent Society). Although it is not clear how many direct beneficiaries there were from these subprojects, 1,572 participants benefited from the training in community tourism and 218 benefited from a mix of agriculture and tourism training.

The project financed technical assistance to develop policies for integrating community tourism into Jamaica's traditional "sun, sea, and sand" tourism sector. To this end, in 2015, the project financed preparation of a Tourism Demand Study (Ministry of Tourism 2015b) and development of Jamaica's National Community Tourism Policy and Strategy (Ministry of Tourism 2015a), as well as other publications and activities designed to promote community tourism to equal footing in Jamaica's tourism sector. The Tourism Demand Study, the first of its kind for the Ministry of Tourism (MOT), assessed the existing and potential future demand in the tourism sector for local goods and services

across the agricultural, manufacturing, and entertainment sectors in Jamaica (it did not include cultural or community tourism). The study was designed to identify opportunities for increased consumption of domestic goods and services, increase understanding of the supply chain for the tourism sector, and identify specific constraints and limitations hindering tourism links to the domestic economy. It found that foreign imports of certain agricultural products presented excellent opportunities for increasing purchases from domestic producers and concluded that such “import substitution” offered great untapped potential for Jamaican farmers (Ministry of Tourism 2015b, 21). Furthermore, the study provided the MOT’s Tourism Linkages Network with hard data to inform production in agriculture, guide hotel purchasing, and stem the domestic losses (estimated at between J\$1.6 billion and J\$5 billion at the time) to agricultural imports. As a result of the study, the MOT developed the Agri-Linkages Exchange platform (<https://www.agrilinkages.gov.jm/>) to serve as a virtual marketplace linking the agriculture sector with the tourism industry. This platform provides data on the amount, frequency, price, and location of specific agricultural produce and allows both buyers and producers to properly plan for production and purchasing over extended periods, utilizing demand data and minimizing waste. The MOT has since undertaken a second Tourism Demand Study, which should be published later in 2021.

REDI also financed development of Jamaica’s first National Community Tourism Policy and Strategy, which was adopted by the Jamaican Parliament in April 2015 (Ministry of Tourism 2015a). The policy aimed at establishing an internationally competitive, robust, and inclusive community tourism sector, encouraging the creation of viable and sustainable tourism products grounded in Jamaica’s national values for socioeconomic development, natural heritage and cultural resources, and sustainable communities. In practice, the Policy and Strategy serves as a road map for the development of Jamaica’s community tourism sector. To facilitate its implementation, the MOT created the National Community Coordinating Committee to oversee and monitor its effective execution. JSIF’s Tourism Specialist serves on this committee. Pursuant to the policy, REDI also financed the MOT’s development of a National Community Tourism Toolkit consisting of a Handbook for Community Tourism Enterprises and a Guide to Obtaining a Jamaica Tourist Board License, with supporting business training delivered via a series of Community Tourism Bootcamps to help ensure the success of the small businesses in the community tourism sector. The policy and institutional changes represented by the Tourism Demand Study and the National Community Tourism Policy and Strategy, both attributable to REDI, demonstrate the government’s newfound commitment to community tourism and significantly advance the sustainability of the project’s investments and outcomes.

Although the community tourism subprojects in many ways presented more challenges for the project than the agricultural subprojects (the tourism subprojects started late, involved a product that was not well defined, and faced stiff competition from the dominant traditional tourism market), the IEG mission confirmed that they derived significant benefits from the investments made in their public facilities (see table 2.2), adopted record keeping, reporting, and other business practices included in the training, and had successes in accessing new markets for their products and services (see table 2.4). Two of the providers reported a doubling or better in tourism traffic (Charles Town Maroon Council, Southern Trelawny Environmental Agency), and another doubled staff to accommodate increased tourist traffic (Rastafari Indigenous Village). The increases in tourist traffic resulted in significant gains in tourism income, from a doubling or more in eco-tourism to, in some cases, as much as eight to ten times more than pre-REDI incomes in cultural tourism. As for accessing new markets for their tourism, the Rastafari Indigenous Village made connections with several of the cruise line operators (Fathom, associated with the Carnival Cruise Line, Caribic Vacations and TUI travel agency) and the Treasure Beach Women's Group has agreed with the largest beach hotel chain, Sandals, to provide arts and crafts for sale at its resorts. Despite the challenges described above, the small-scale tourism community achieved a modicum of success in increasing tourism traffic, improving tourism incomes, and accessing tourism markets.

The efficacy of the project with respect to this objective is rated **modestly achieved**.

Overall Efficacy

In terms of overall project efficacy, the ICR reports that 86 of rural enterprises or producer groups accessed new markets (110 percent of target) and 64 enterprises offered new or improved products and services (160 percent of target). With the efficacy of the project on the first objective rated substantial and the efficacy on the second rated only modest, the number of the agricultural subprojects, 85 percent of the total, compared with the tourism subprojects determines the overall rating.

Therefore, the overall efficacy is rated **substantial**.

3. Efficiency

The IEG team did not gather any additional information on efficiency during its mission to Jamaica and, therefore, relies on the previous analyses on this topic. The ICR replicated the methodology used in the Project Appraisal Document (World Bank 2009b) to calculate efficiency, based on a survey of 12 subprojects, analyzing the incremental net benefits at market and social prices based on data collected from each subproject. The ICR states that the 12 subprojects were selected for being representative of the rural

enterprises supported under component 1 of REDI. Indeed, the diverse set of subprojects was representative geographically (located in 10 of Jamaica's 14 parishes), proportionally (10 agriculture, 2 tourism) and functionally (irrigation systems, greenhouses, agroprocessing, and ecological, cultural, and community tourism). The IEG team sees no reason to question the selection of these subprojects; in fact, six of the subprojects (4 agriculture, 2 tourism) were among those the team visited during its mission. Based on this approach, the ICR calculated the overall economic rate of return for the REDI project at 13.85 percent and rated the project efficiency substantial. The IEG mission in its site visits viewed how the rural enterprises used the project funding and found no reason to believe that it was not used efficiently. The mission also compared the overall administrative efficiency of the project (estimated at 11 percent of total project costs) to similar productive alliance projects and found that 11 percent was no more than the percentage for comparable projects in Bolivia and Peru. Considering the above, this Project Performance Assessment Report rates project efficiency substantial because, in the end, the bulk of the project funds (82 percent of actual project costs) were used efficiently by the rural enterprises reviewed, whereas any shortcomings in efficiency in other project activities represented only 18 percent of actual project costs.

The project efficiency is rated **substantial**.

4. Outcome

Considering the project's high relevance of objectives, substantial relevance of design and efficacy (because of the substantive achievements of rural agricultural enterprises in improving market access), and substantial efficiency (driven by the efficiency of the subprojects in using project funds), the project's overall outcome is rated **satisfactory**.

5. Risk to Development Outcome

The World Bank's assessment of the risk to development outcome in the ICR rated it high, based on concern that the rural enterprises would not be able to maintain their market access and that the government agencies would not be able to support any new enterprises in accessing new markets. Two years after project close, the IEG mission does not share that concern, based on its interviews with small-scale farmers and tourism providers and visits to a number of subproject sites throughout the country with the JSIF agricultural and tourism specialists. In making the subproject site visits, the IEG mission was able to confirm in each case that REDI's productive investments were functioning and properly maintained, clearly the result of effective operation and maintenance systems managed by the beneficiaries. Moreover, through discussions with the REDI subproject beneficiaries, the mission was able to confirm their success in accessing appropriate markets, securing stable commercial relationships, and planning

future expansions and investments for their rural enterprise members. As noted above, the success of the crop agriculture farmers who received investments in modern agricultural technologies (drip irrigation, greenhouses, or both) and technical assistance with business development and improved access to produce markets (major purveyors, urban markets, resort hotels) is a clear indication of the sustainability of project achievements. In some cases, participating farmers talked about reinvesting their proceeds in additional agricultural lands (Plantain Garden River Farmers, Braco Production and Marketing) and expanding their reach to additional, even international, markets (Hanover Bee Farmers). Similarly, the investments in facilities at some of the tourism providers (Charles Town Maroon Council, Rastafari Indigenous Village, Treasure Beach Women’s Group) and assistance with connections to wider tourist markets (cruise ships, beach resorts) have allowed them to accommodate overnight guests, provide them meals of local cuisine, present cultural music and dance productions and display local handicrafts for sale. Of course, some of the animal production farmers (poultry, pigs) the IEG mission visited did not experience the success of the crop farmers, but these were largely the result of the particular circumstances the farmers faced (for example, internal discord within the rural enterprise and community of poultry farmers, high variability of changes in market conditions for the pig farmers). In addition, discussions the IEG mission had with the JSIF project management team, in particular with the agriculture and tourism specialists, convinced the mission that JSIF now has the capacity in-house, based on lessons learned in REDI implementation, to collaborate effectively with its partners in the MOT, Tourism Product Development Company, Ministry of Industry, Commerce, Agriculture and Fisheries, and Rural Agriculture Development Authority to support new rural enterprises in accessing markets. In fact, the government had such confidence in the REDI implementing agencies that it approved a new and larger Second Rural Economic Development Initiative (REDI II) to continue its support to rural agriculture and community tourism development. Approved by the World Bank in November 2019, REDI II should be able to launch its activities with a new set of rural enterprises without the difficulties the first REDI faced at the outset.

Based on the experience of the IEG mission in the field and discussions with JSIF officials, the risk to development outcome is rated **modest**.

6. Bank Performance

Quality at Entry

As noted above, the REDI project’s design was generally aligned with the World Bank’s previous experience in similar productive alliance projects in Latin America. REDI’s results framework, however, was fundamentally flawed in that it did not capture the

improvements in market access described in the project objective and had to be revised in the 2015 restructuring to do so. Moreover, the flaws in the results framework were carried over to the indicators for monitoring and evaluation (M&E), which meant that the first five years of project implementation (2010–2015) took place without monitoring the project’s achievements in improving access to markets. Furthermore, the World Bank’s project preparation failed to adequately prepare the implementing agencies for the initial tasks of subproject selection and support for implementation, which explains the lack of progress with the subprojects in the first two years of project implementation. Finally, there were no risk-mitigation measures included in the project design in the event that the small-scale producers were no longer able to maintain their market access or the government implementing agencies were no longer able to provide support to the small-scale producers after World Bank financing ended. In contrast, similar productive alliance projects in Bolivia and Peru included analyses of risks to the capabilities of small-scale producers and to government support for rural alliances. These analyses also identified risk-mitigation measures to address the risks.

Quality at entry is rated **moderately satisfactory**.

Quality of Supervision

In 2015, five years into project implementation, the World Bank finally resolved the problems with the results framework and the corresponding M&E system. Otherwise, its performance with its supervision (implementation support) functions went fairly well. World Bank support gets credit for facilitating the changes in JSIF that allowed it to deal with its first private sector project. The World Bank also encouraged JSIF to add needed specialists to its project management team for community tourism, business development, and M&E. Finally, the World Bank team agreed to the government’s request to extend the project for one year, from July 2016 to July 2017, to allow the project to complete the remaining subprojects.

Quality of supervision is rated **moderately satisfactory**.

Overall Bank Performance

With quality at entry and quality of supervision both rated moderately satisfactory, the overall Bank performance is rated **moderately satisfactory**.

7. Quality of Monitoring and Evaluation

Design

The project’s design for M&E was incorporated into JSIF’s existing management information system and provided the basis for tracking project implementation

progress. The design was aligned with the existing institutional capacity of the JSIF but included an M&E specialist hired by the project to support project monitoring. Later, the project hired another M&E specialist as part of the 2015 restructuring. As noted previously, the shortcomings of the original results framework carried over into the design and implementation of the M&E system and were carried through most of the life of the project. The problem with the design of the M&E system was that it was not relevant to the PDO in that it did not track the access-to-market achievements of rural enterprises. In fact, it was only after the 2015 restructuring, in which the original PDO indicators were revised, that the project had an indicator for measuring access-to-market achievements. At that point there were only two years left in project implementation.

Implementation

Based on the design described above, the JSIF M&E Unit undertook responsibility for project monitoring. The project ended up financing a full-time M&E specialist to strengthen JSIF's project monitoring capacity. This significantly improved JSIF's capabilities, but the project had to hire an additional M&E specialist after the 2015 restructuring, which was late in project implementation. Under the project's M&E system, the subproject beneficiaries themselves reported regularly on the implementation of their business plans. The M&E specialist in the project office maintained contact with the rural enterprises. Based on bimonthly reports received from the rural enterprises, the PMT prepared reports every six months or so on the status of the subprojects for review by JSIF and the World Bank. At the completion of a subproject, the JSIF and the rural enterprise carried out a final evaluation of subproject design and implementation to document lessons learned for future subprojects. The main shortcoming of M&E implementation was that only after the 2015 restructuring, in which the indicators were revised to focus on the project achievements in terms of improved market access, was the M&E system able to record results that were relevant to the PDO.

Use

The IEG team found little evidence that the project's M&E system was used by either JSIF or the World Bank in project decision-making. Otherwise, why did it take more than five years of project implementation for the project to revise its PDO indicators to include one on access to markets? The ICR indicated that the M&E system was used to facilitate various changes in JSIF's original cumbersome processes, to reallocate project funds as part of the two restructurings in 2015 and 2016, and to extend the project's closing date by one additional year.

The quality of the project M&E is rated **negligible**.

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Appendix B. Fiduciary, Environmental, and Social Aspects

Financial Management

The Jamaica Social Investment Fund (JSIF) had had previous experience with financial management in World Bank projects and an established financial management system that satisfactorily covered the needs of the project. This was one of the reasons it was selected to serve as implementing agency for the Rural Economic Development Initiative project. World Bank financial management staff provided training on financial management-related issues at project start, including preparation of interim unaudited financial reports, financial management arrangements, and financial reporting on the subprojects. As a result, JSIF was able to provide timely reports as well as timely external audits. In addition, at the approval stage, the Project Appraisal Document had identified several actions for JSIF to take to mitigate financial management risks. These included accounting for full staffing of the JSIF project management team, revising the Operations Manual to address financial appraisal and supervision concerns, and specifying financial reports on subprojects. The final audit that the project received was unqualified, indicating confidence in the project's financial management.

Procurement

The project's procurement practices were performed appropriately and according to World Bank guidelines throughout project implementation (JSIF's procurement capacity was one of the reasons it was chosen as the implementing agency). World Bank supervision carried out five ex post procurement reviews and examined 71 out of 217 procurement contracts. The reviews concluded that procurement functions were being conducted in compliance with the Loan Agreement, procurement guidelines, and agreed procurement plans. All contracts signed under the project were small in value and similar in nature, that is, procurement of similar items for different communities.

Environmental and Social Safeguards

The project was classified as category B, triggering four World Bank safeguard policies: Environmental Assessment (OPBP 4.01), Natural Habitats (OP/BP 4.04), Pest Management (OP 4.09), and Forests (OP/BP 4.36). The Implementation Completion and Results Report indicates that the project complied with these safeguards. The report also concludes that environmental risks were managed appropriately through the application of a certified environmental management system under ISO14001. The project included other risk-mitigation practices, such as the introduction of good

agricultural practices and water conservation techniques through the financing of drip irrigation systems for small-scale farming, a cooperative effort with the Jamaica Bauxite Institute to reclaim mine pits for water storage, and the incorporation of biodigesters for pollution prevention in the model pig-rearing facilities.

Appendix C. Methods and Evidence

This report is a Project Performance Assessment Report (PPAR). This instrument and its methodology are described at <https://ieg.worldbankgroup.org/methodology/PPAR>.

This PPAR gathered the evidence reported above to support its findings and conclusions using the following methodology.

- **Review of Rural Economic Development Initiative (REDI) documents.** The Independent Evaluation Group (IEG) evaluator began with a review of the project documentation produced by the World Bank and the government during project identification, preparation, and implementation. This included the World Bank's Project Appraisal Document (2009), Country Assistance Strategy (2005), Loan Agreement (2009), Environmental Management Plan (2009), Country Partnership Strategy (2014), relevant aide-mémoire, Implementation Completion and Results Report (2018), and IEG Implementation Completion and Results Report Review (2019). The government documents included the Independent End-of-Project Evaluation (2017) and the Mentoring and Coaching Final Report (2016) prepared for the Jamaica Social Investment Fund (JSIF); the National Community Tourism Policy and Strategy (2015) and the Tourism Demand Study (2015) prepared by the Ministry of Tourism; and the Vision 2030 Jamaica National Development Plan (2009) prepared by the Planning Institute of Jamaica.
- **Field mission in Jamaica.** The IEG evaluator led a three-week field mission to Jamaica from September 23 to October 9, 2019, to meet with project stakeholders, visit project sites, and consult with project beneficiaries. The mission began with a series of meetings in Kingston with Jamaican government officials in the agencies involved in project implementation: the Planning Institute of Jamaica, JSIF, the Ministry of Industry, Commerce, Agriculture and Fisheries, the Ministry of Tourism, Department of Cooperatives and Friendly Societies, the Rural Agriculture Development Agency, and the Tourism Product Development Company. The IEG team met with government officials, nongovernmental organizations, and private sector representatives (see appendix D, table D.1) involved in project implementation prior to the site visits to gather information on their perspective on the overall success of the project, challenges and positive outcomes, coordination among project implementing agencies, lesson learned, and changes that occurred at the institutional level throughout and as a result of the project.
- **Subproject site visits.** The meetings in Kingston were followed by six days of site visits (September 27 to October 4) to 14 REDI subproject sites in ten parishes

across the country (see appendix D, table D.2). The site visits allowed the IEG mission to view REDI investments (drip irrigation systems, greenhouses, tourism facilities) and conduct interviews with project beneficiaries (members of the rural enterprises) in the field. The site visits were coordinated by Cecilia De Santis, the project coordinator in the Jamaica World Bank office, who participated in the IEG mission.

- **Selection of subprojects.** The selection of subproject sites to be visited was made based on criteria proposed by the IEG evaluator to ensure as diverse a sample as possible. The criteria considered (i) geographic location (clusters of subprojects in parishes near Kingston, then farther from Kingston), (ii) sector (a proportional balance among agricultural and tourism subprojects), (iii) operational status (subprojects at or above capacity, below capacity, or nonoperational), (iv) implementation status (successful, as well as less successful), (v) investment type (drip irrigation, greenhouses, technical assistance, capacity building), and (vi) beneficiaries (number, gender). The subproject sites were selected, based on these criteria, using a protocol developed with IEG management to identify 14 subproject sites (10 agriculture, 4 tourism) exhibiting the range of characteristics and outcomes (see criteria and protocol below). Given the limited number of subprojects that the mission could visit and the unbalanced spread between the two sectors of agriculture and tourism, as well as among established and new operations, cooperative and family-based operations, and successful and less successful projects, it was essential to adopt a purposive sampling procedure rather than a random sampling procedure to enable the mission to understand what worked and what did not work in these cases.

Collaboration with JSIF. The sites the IEG mission proposed were agreed to with JSIF, whose agriculture and tourism specialists contacted the rural enterprises to organize the meetings and invite beneficiaries to be interviewed three weeks prior to the visits. The JSIF specialists accompanied the IEG mission during the site visits to facilitate trips to remote rural locations and to coordinate introductions to project beneficiaries. The IEG mission prepared a series of structured questions for the meetings, but the interviews were left open to give project beneficiaries freedom to express their experiences with the project.

Criteria and Protocol for Selection of Subprojects

The mission team, together with IEG senior management and JSIF, selected the subprojects to visit based on the criteria and protocol presented below. The result was a mixture of agriculture and community tourism projects, established and new experiences, successful and less than successful projects.

Criteria to Consider in Selection of Subprojects

Parish: Focus on clusters of interesting subprojects in (i) the parishes near Kingston (St. Catherine, St. Mary, and St. Thomas), then (ii) the parishes farther from Kingston with large numbers of subprojects (Manchester and St. Elizabeth).

Sector: Make an effort to consider a variety of agriculture and tourism subprojects: (i) agriculture, (ii) tourism, and (iii) mixed.

Operational status: Make an effort to consider subprojects across the range of operational status: (i) below capacity, (ii) nonoperational, and (iii) at or above capacity.

Implementation status: Make a similar effort to consider subprojects with different records of implementation status, that is, not just the successful subprojects.

Investment type: Consider subprojects with a range of investment types: (i) drip irrigation, greenhouses, agroprocessing, ginger shade houses, (ii) water storage, (iii) technical assistance for infrastructure and equipment, and (iv) capacity building.

Beneficiaries: Give due consideration to the beneficiaries of the subprojects: (i) total number, and (ii) gender breakdown.

Protocol for Selection of Subprojects

		3 successful
		/
	5 established experience	
		\
	/	2 less successful
10 agriculture		
	\	3 successful
		/
	5 new market experience	
/		\
12–15 subprojects		2 less successful
to be visited		
\		
		successful
		/
	cooperative	
		\
	/	less successful
5 tourism		
	\	successful
		/
	individual/family based	
		\
		less successful

Appendix D. List of Persons Interviewed in Jamaica

Table D.1. IEG PPAR Mission (September 23 – October 9, 2019)

Institution/Organization	Name	Title
Jamaica Social Investment Fund	Omar Sweeney	Managing director
	Kemeisha Batchan	Manager, REDI
	Vincent Thompson	Agriculture specialist, REDI
	Beverly Stewart	Tourism specialist, REDI
	Rhian Holder	Project manager, social development
	Loy Malcolm	Former REDI project manager
Planning Institute of Jamaica	Barbara Scott	Deputy director-general
	Winsome Miller	Manager, multilateral financing program
Ministry of Industry, Commerce, Agriculture and Fisheries	Karl Hyatt	Acting director, policy and planning
	Michael Pryce	Director, agriculture marketing information division
	Michelle Parkins	Principal director, economic planning and policy
Rural Agricultural Development Authority	Peter Thompson	Chief executive officer
	Marina Young	Principal director of technical services
	Webster McPherson	Agriculture expert
	Ms. Collins	Head of social services
Ministry of Tourism	Karry Chambers	Senior director, policy and monitoring division
Tourism Product Development Company	Julian Patrick	Director, product development and community tourism
	Larisa McBean	Community tourism manager
	Dahlia Dwyer	Senior business development officer
	Monique Williams	Business development officer
Department of Cooperatives and Friendly Societies	Paulette Kirkland	Director

Institution/Organization	Name	Title
UN Food and Agriculture Organization	Roble Sabrie	Agricultural economist, investment centre division
Jamaica Bauxite Institute	Dianne Gordon	Director, Bauxite Lands project administrator
	Margie Brown	Officer
	Wesley Hardy	Officer
	Clarence Osborne	Project coordinator, community councils
Noranda Bauxite Company	Kent Skyers	Public relations
REDI subprojects		
Charles Town Maroon Council Portland	Marcia Douglas	President
	Rodney Rose	Officer
Plantain Garden River Farmers' Cooperative St. Thomas	Patrick Solomon	Head of Farmers' Cooperative
	Dennis Brown	Farmer
	Wilton Field	Farmer
Litchfield Grove Place Progressive Movement Manchester	Santana Allen	Assistant secretary
Top Plowden/Wigton Production and Marketing Organization Manchester	Neville Dixon	President of cooperative
Colbeck Water Users St. Catherine	Sharon Donegan	Administrative assistant
	Nasaba Jones	Farmer
	Beverly Allen	Farmer
	Matthew Ryan	Farmer
	Edward Morris	Farmer
	Christopher Jacobs	Farmer
Rapid Growth Cooperative Pig Rearing Clarendon	Wayne Shaw	Vice president of cooperative
Hanover Bee Farmers' Cooperative Hanover	Lorin Muir	Senior member of cooperative
	Ashley Muir	Cooperative member
	Lionel Blagrove	Cooperative member
	Robert Daly	Cooperative member
	Len Hopkins	Cooperative member

Institution/Organization	Name	Title
Rastafari Indigenous Village St. James	Edward Wray	First man
	Arlene McKenzie	Director
	Stéphanie Hines	Staff member
Flower Hill Producers Cooperative St. James	Edna Edwards	Member
	Erol Atkinson	Member
	Sharon Spence	Member
Braco Production and Marketing Organization Trelawny	Winston Kellygan	Vice president of cooperative
	Nadie Bonns	Secretary
Southern Trelawney Environmental Agency, Cockpit Country Adventure Tours	Hugh Dixon	Executive
Watt Town Progressive Movement St. Ann	Louise Lawrence	Officer
	<i>Names of eight farmers unavailable</i>	
Tryall Farmers Benevolent Society St. Elizabeth	Hamlet Stone	Past president
	Stacy Dylit	Auditor
	Diane Powell	Vice president
	Gloria Evans	
	Earl Bent	
	Hanford Speare	
	Leroy Dixon	
Treasure Beach Women's Group Benevolent Society St. Elizabeth	Susan Ebanks	Women's group leader
	Denise Wedderburn	
	Blossom Moxam	
	Fern Lemon	

Note: IEG = Independent Evaluation Group; PPAR = Project Performance Assessment Report; REDI = Rural Economic Development Initiative.

D.2. IEG Mission Site Visits (September 23 – October 9, 2019)

Sector	Parish	REDI Subproject	Rural Enterprise Officers/Other Members
Agriculture	St. Thomas	Plantain Garden River Farmers' Cooperative (drip irrigation)	1 officer, 4 farmers
	Manchester	Litchfield Grove Place Progressive Movement (chicken rearing and processing)	1 officer
		Top Plowden, Wigton Production and Marketing Organization (sweet potato cultivation)	1 officer
	St. Catherine	Colbeck Water Users (drip irrigation)	1 officer, 5 farmers
	Clarendon	Rapid Growth Cooperative Pig Rearing (pig farming)	1 officer
	Hanover	Hanover Bee Farmers' Cooperative (honey processing and bottling)	1 officer, 4 farmers
	St. James	Flower Hill Producers Cooperative (agroprocessing and bammy production)	1 officer, 2 staff
	Trelawny	Braco Production and Marketing Organization (drip irrigation)	2 officers
	St. Ann	Watt Town Progressive Movement (greenhouse farming)	1 officers, 8 farmers
	St. Elizabeth	Top Hill and Tryall Farmers' Benevolent Society (drip irrigation)	2 officers, 5 farmers
Tourism	Portland	Charles Town Maroon Council (cultural tourism)	2 officers, 5 staff
	St. James	Rastafari Indigenous Village (cultural tourism)	2 officers, 2 staff
	Trelawny	Southern Trelawny Environmental Agency, Cockpit Country Adventure Tours (eco-tourism)	1 officer
	St. Elizabeth	Treasure Beach Women's Group Benevolent Society (community tourism)	2 officers, 2 staff
10 parishes		14 subprojects	56 beneficiaries

Note: IEG mission meetings were held at subproject sites with officers of rural enterprises, small-scale farmers, and community tourism providers. IEG = Independent Evaluation Group; REDI = Rural Economic Development Initiative.