

**The**  
**REHABILITATION**  
**of the**  
**COFFEE INDUSTRY**  
**In JAMAICA**

**Report By**

**Mr. A. J. Wakefield. C.M.G**

**Inspector General of Agriculture for the West Indies**

**(A reproduction by the Coffee Industry Board of Jamaica)**

# Table of Contents

<u>Section</u>	<u>Page</u>
Introduction by Board Secretary	2
Foreword	3
<b>1. Development and Welfare in the West Indies (A letter to the Governor of Jamaica by F.A. Stockdale –Comptroller of the British West Indies) dd. 25<sup>th</sup> January, 1944</b>	<b>4 – 8</b>
Summary of recommendations for the rehabilitation of the Jamaica coffee industry (A. J. Wakefield) dd. 16 <sup>th</sup> January, 1944	9 – 11
<b>2. Recommendations for the rehabilitation of the Jamaica coffee industry (A. J. Wakefield) dd. 16<sup>th</sup> January, 1944</b>	<b>12 – 29</b>
<i><u>Details of the fifty (50) paragraph document</u></i>	<i><u>Paragraph</u></i>
<i>The present condition and the way forward</i>	<i>1 – 10      12 – 15</i>
<i>Coffee Zones</i>	<i>11            16</i>
<i>Cherry</i>	<i>12            16</i>
<i>From Cherry to “Parchment” (Washed) or to “Double Husk” (Natural)</i>	<i>13 – 14      17</i>
<i>Parchment Coffee and Double Husk or Dried Cherry</i>	<i>15 – 19      17 – 19</i>
<i>Washed Coffees</i>	<i>20 – 29      19 – 21</i>
<i>Marketing of (i) Raw Cherry (ii) Parchment for “Washed” Coffee and (iii) Dried Cherry for “Natural” Coffee</i>	<i>30 – 34      21 – 22</i>
<i>A Central Coffee Clearing, Grading and Finishing Works</i>	<i>35 – 40      22 – 24</i>
<i>Export of Coffee</i>	<i>41 – 43      24</i>
<i>Agencies for Publicity and Coordination of the Industry</i>	<i>44 – 46      25</i>
<i>Legislation</i>	<i>47            26</i>
<i>Cost</i>	<i>48 – 50      27 – 29</i>
<b>3. Annexure A – E (Relevant Coffee Legislations and Sample forms)</b>	<b>30 – 54</b>
<i>Annexure A</i> <b>Tanganyika Territory Ordinance No. 7 of 1936</b> -An Ordinance to provide for the Regulation and control of the Coffee Industry, the Registration of Coffee plantations and nurseries and the establishment of a Coffee Board.	30 – 39
<i>Annexure B</i> <b>Government Notice No. 57-</b> The Coffee Industry (Registration and Improvement) Ordinance, 1936 The Coffee Industry (Registration and Improvement) Ordinance, 1936	40
<i>Annexure C</i> <b>Government Notice No 79-</b> The Coffee Industry (Registration and Improvement) Ordinance, 1936; The Coffee Industry (Registration and Improvement) (Drying and Storing) Regulations, 1936	41
<i>Annexure D</i> <b>Government Notice No 7-</b> The Produce Export Ordinance, 1929, as amended by Government Notice No. 70 of 1936; The Produce Export (Bukoba Coffee) Rules, 1935	42 – 45
<i>Annexure E</i> <b>Ordinance No. 27 of 1932</b> - Ordinance to regulate the licensing of factories and Curing works for the treatment of Raw Coffee; Be it enacted by the Governor of Tanganyika with the advice and consent of the Legislative Council thereof.	46 – 54

# INTRODUCTION

Dear Readers,

This report, known as the "Wakefield Report", tells the story of a unique and precious gem that has, and continues to endure the tests of time. It is a story of the Jamaican Coffee Industry, which began its production of Jamaican Coffees and the now well-renowned Jamaica Blue Mountain Coffee several decades ago.

In 1944, the Wakefield Report (written by Mr. A. J. Wakefield, C.M.G., Inspector General of Agriculture for the West Indies) emanated from a dire need to rehabilitate the sensitive Jamaican Coffee Industry and amalgamate the various grower and processing works involved in the manufacture of Jamaican coffee. It envisioned, among other things, a Coffee Board legislation to regulate the coffee industry and a Co-operative Association of coffee growers. The birth of the Coffee Industry Board by virtue of the Coffee Industry Regulation Act of 1948 and its Regulations in 1953 revealed a significant part of this dream. So too did the emergence of an All Island Coffee Growers Association.

Whereas the Coffee Industry Board no longer conducts both regulatory and commercial functions, its regulatory duty still encompasses the goal to take the Jamaican Coffee Industry beyond buying and processing facilities. It is indeed so much more than that.

The development, welfare, promotion and protection of not only the product but those engaged in the industry are of paramount importance to the role of the Coffee Industry Board. As the Coffee Industry Board continues to further existing measures and implement new ones to steer the Jamaican Coffee Industry towards enshrining and protecting its place as a maker of premium specialty coffee, it is important to take a look back.

Join us in taking a look at history...at the recommendations made to rehabilitate the industry those decades ago. It is a plan that bears relevance even today. It was therefore important to the Coffee Industry Board to reproduce this valuable piece of its history in a reader-friendly manner. They often say that history repeats itself. Please take the time to share a precious part of our history.

Yours truly,

*S. Bennett*

Shaicean Bennett (Ms.)

Legal Officer/Board Secretary

Coffee Industry Board

*Dated: February 9, 2009*

## **FOREWORD**

### **THE COFFEE INDUSTRY**

The Secretary of State for the Colonies has approved of financial assistance for the rehabilitation of the coffee industry of Jamaica. The funds involved amount to a free grant of £63,550 and a loan of £35,000: the latter is free of interest for the first five years.

The scheme was submitted to Legislative Council in Message No. 24 from His Excellency the Governor. It is based entirely on the Inspector General of Agriculture's proposals. A copy of Mr. Wakefield's report, together with the covering dispatch No. 41902 of the 25<sup>th</sup> January, 1944, is published for general information.

The Director of Agriculture and the Commissioner of Commerce and Industries have been instructed to proceed to put the scheme into effect. They will co-opt such members of the Jamaica Agricultural Society, the Chamber of Commerce, and the Marketing and Industries Board, or such other organisation or persons as may be necessary, to form a Steering Committee to advise Government regarding the nature of the control and organisation which may be required for the future welfare of the coffee industry. The final decision on such a matter would, of course, be subjected to the approval of the House of Representatives.

Meanwhile, action to implement the technical requirements of the report will be taken by the two Departments, in so far as staff, materials and equipment permit. Appointment of a Coffee Officer has been announced; the date of his arrival is, however, not yet known.

## **DEVELOPMENT AND WELFARE IN THE WEST INDIES**

Office of Comptroller,

The Moorings, Marine Gardens

Barbados, B.W.I

Ref. 41902

25<sup>th</sup> January, 1944

Sir,

I have the honour to transmit, for your consideration, the attached memorandum by the Inspector General of Agriculture submitting recommendations for the rehabilitation of the Coffee Industry of Jamaica.

2. The coffee industry is of importance to the economic and social development of the island and its prosperity is a matter of considerable value to certain areas. The pre-war exports of coffee amounted to about 4,000 tons, valued at approximately £140,000. These are capable of expansion if the industry is placed on a sound basis and it is accepted that coffee, combined with citrus and animal husbandry, should form the bases of the agriculture in the parish of Manchester. Coffee is well suited to a mixed farming system based on dairying for peasant and small scale agriculture. To be successful coffee should be grown under a system of “intensive” treatment.

3. At present, the greater part of the coffee cultivation is in a state of neglect and at the same time there are considerable areas of land in upper and lower Manchester suitable for extension in coffee, especially in the Christiana area, where areas formerly under banana have been rendered unsuitable for cultivation in that crop because of the spread of the Panama disease. Coffee should also be selected to replace pimento on suitable lands in those areas where this crop has been destroyed by rust.

4. The rehabilitation of the coffee industry is a matter of importance to Jamaica and I recommend the adoption of Mr. Wakefield’s proposals, which are set out under four headings:-

(a)	Field work, including the secondment of an experienced Coffee Officer	£ 7,500	
	extension work – establishment of coffee nurseries and demonstrations	£ 25,000	
	and subsidies for increasing drying facilities £ 10,000; to be expended over a five year period		Total £ 42,500
(b)	Buying arrangements: including the establishment of buying posts	£ 5,000	
	drying depots	£ 7,000	
	And central pulperies	£ 15,000	
		Total	£ 27,000
(c)	Investigation for coffee grading		£ 2,250
(d)	Central coffee cleaning and curing works in Kingston		£ 35,000
	<b>Total</b>		<b>£ 106,750</b>

5. If Mr. Wakefield's recommendations are acceptable locally, I should be prepared to support an application for financial assistance under the Colonial Development and Welfare Act as follows:-

- a) A free grant of £7,500 to cover the cost of the secondment of a Coffee Officer to the department of Agriculture for a period of five years.
- b) A free grant of £25,000 for extension work spread over five years as soon as possible after the arrival in Jamaica of an experienced coffee officer. Assistance from an experienced Coffee officer is regarded as essential, as sound agronomic work is the basis of any coffee industry and rehabilitation cannot be achieved in Jamaica by the provision only of buying and processing facilities.
- c) A free grant of £10,000 to assist, by means of subsidies payable over the next five years to facilitate the adoption of improved drying methods by the industry. The system by which these grants should be made might, I suggest, await the consideration of the proposals likely to be submitted by the Agricultural Policy Committee shortly to be appointed. I consider that these subsidies should vary with the nature of the work to be undertaken and its relative importance in the scheme for rehabilitation of the industry. An average of not more than 33 ⅓ per cent of the costs of the works to be undertaken should be aimed

at. Mr. Wakefield recommends assistance by means of subsidies equal to half the cost of the works but in the case of capital works of the nature contemplated an offer by state assistance equal to an average of  $33\frac{1}{3}$  percent would be considered to be liberal.

- d) A free grant of £27,000 for the establishment by the marketing department of buying posts, drying depots and central pulperies. It is important, as Mr. Wakefield suggests, to organize the buying and pulping of the coffee crop along lines which will lead to the development of co-operatives which will eventually become branches of an island wide coffee co-operative society or union.
- e) A free grant of £2,250 to enable Mr. T.S. Jervis, coffee grading officer, Tanganyika Territory to visit Jamaica to carry out grading trials during the forthcoming season. It is desirable to ascertain how far the system of coffee grading, which has been successfully operated with Bukoba (Tanganyika) coffee for the North American market could be applied to Jamaican coffee. Mr. Jervis if his services can be secured should arrive in Jamaica 4 to 6 weeks before the coffee picking season begins.
- f) A loan of £35,000, free of interest for 5 years and thereafter at 3 or  $3\frac{1}{2}$  percent, for the development of a central coffee cleaning and curing works in Kingston. A central finishing factory is essential. There should be an amalgamation of those milling interests which are at present operating with a reasonable degree of service to the industry and arrangements should be made whereby they participate with the Government, and ultimately with the growers, in a central mill to be operated by the Marketing Department. This proposal cannot be advanced at the moment as the necessary machinery will not be available but the plans for the rehabilitation of the industry will be incomplete and cannot be undertaken with confidence without the assurance that a central mill be established as soon as possible as it is practicable to do so. The amalgamation of the coffee milling interests and the formation of a coffee trade association is necessary for the industry and I would therefore support an application for financial assistance under the Colonial Development and Welfare Act to the extent of £35,000 towards the cost of a central mill, the details of the scheme being worked out in collaboration with the Inspector General of Agriculture. Mr. Wakefield has suggested that this sum should be

made available as a free grant, as the project will thereby provide a means of giving indirect state aid to the improvement of the efficiency of the whole industry but I consider that the Government contribution to the establishment of the central curing works could be met by a loan, the Government interest in the factory being replaced when circumstances permit, by capital provided by the several coffee co-operative societies. The central curing works should be made fully co-operative with the capital assets owned by the industry. A loan free of interest for 5 years should enable the project to get started and at the end of five years after work has begun at the central curing works it should be possible to determine the rate at which the Government capital interest in the works can be replaced by the industry.

6. In paragraph 9 of his summary, Mr. Wakefield suggests two basic conditions for the grant of financial assistance as outlined above, viz:

“a) That where the Governor is satisfied that private enterprise is contributing real and efficient service to the industry, this should be allowed to continue;

And

a) That coffee growers should be encouraged and assisted to work co-operatively with the aim of establishing a coffee co-operative union or society for the coffee producers of the whole island, and that as soon as a coffee co-operative society is established to the satisfaction of the Governor, the society will be granted shares in the central pulperies and the coffee curing and finishing factory.”

I would recommend this for your consideration. At the same I considered that the existing legislation in Jamaica does not enable the coffee industry to be adequately protected and regulated; legislation on the lines of that submitted by Mr. Wakefield should be enacted. I would also recommended the early establishment of a statutory Coffee Board, on the lines proposed in the Inspector General’s report on Agricultural Development in Jamaica, dated the 23<sup>rd</sup> December.1941, in order that the coffee growers and other coffee interests may play their part and take a proper share in responsibility for measures to rehabilitate the industry.



7. In conclusion, it should be mentioned that Blue Mountain coffee is not covered by Mr. Wakefield's major recommendation; it will, of course benefit from the establishment of the central mill. The problems of this branch of the coffee industry are complex and peculiar to the Blue Mountain district. It is suggested, therefore, that Mr. Wakefield deal with this area on the occasion of his next visit to Jamaica.

8. Copies of this letter and its enclosure are being sent to the Secretary of State.

I have the honour to be,

Sir,

Your obedient servant

F. A. Stockdale

Comptroller

His Excellency,

The Governor of Jamaica.

## **SUMMARY OF RECOMMENDATIONS FOR THE REHABILITATION OF THE JAMAICA COFFEE INDUSTRY**

By

A.J. Wakefield

Inspector General of Agriculture

- 1.** The proposals contained in paragraphs 27-34 of my report on Agricultural Development in Jamaica, dated the 23<sup>rd</sup> December, 1941, are repeated. The measures required are now detailed for guidance in arranging for improvement in the production, collection, processing and marketing of the crop.
- 2.** The importance of coffee to the economic and social development of the island is emphasized especially in regard to its potentiality as a cash crop to replace bananas on Panama Disease infected lands, and as a suitable crop for the development of mixed farming and small scale agriculture.
- 3.** The secondment (not permanent appointment) of an experienced Coffee Officer is urged. Provision was made by the Jamaica Government for the salary only of such an officer in the 1943-44 estimates of the Department of Agriculture. A scheme is therefore submitted with estimates for a five year period for the rehabilitation of the coffee production in Jamaica: including (a) the employment of a Coffee Officer, £7,500; (b) extension work, publicity, establishment of coffee nurseries and demonstration of contour planting, £25,000; and (c) subsidies for drying facilities, £10,000.
- 4.** The business of the local purchase of coffee, the establishment of drying depots and central pulperies demands Government intervention and control; the means for this are described. At the same time, the establishment of Co-operative societies of coffee growers should be encouraged from the start with the formation of an Island-wide Coffee

Co-operative union as the ultimate aim. The cost of these measures is estimated to be (a) establishment of buying post, £5,000; (b) establishment of drying depots, £7,000; and (c) central pulperies, £15,000; the operational costs to be charged directly to the growers.

5. It is necessary to lay down specific standards for the export of bulked and “natural” coffees. Proposals are therefore made for the visits of six months of an experienced coffee grading officer, who should be able quickly to devise a system for Jamaica conditions to enable coffee to be sold on a grading certificate alone. The cost of this visit and grading trial is put at £2,250. The higher qualities of washed coffees would continue to be sold by individual lots on merit.

6. One central coffee cleaning grading and finishing works is essential. The existing coffee cleaning and curing interests should amalgamate to form a single factory, in partnership with Government; all other cleaning works should be closed down. The new works should be operated by the marketing department as a service to the industry. Government should hold shares in trust for the growers; a share in the works should be given to an island wide coffee co-operating society whenever this is established to the satisfaction of the Governor. A provisional estimate of the new works, with suitable storage accommodation, is given as £35,000.

7. The total expenditure involved is as follows :-

a) Field work (to be spent over a period of 5 years)	£42,500
b) Local buying posts, central buying depots and central pulperies (capital)	27,000
c) Visit of Coffee Grader (non-recurrent)	2,250
d) Central Coffee Cleaning Grading and Finishing works (capital)	35,000
	<u>£106,750</u>

8. It is recommended that a free grant of £106,750 be made from colonial development and welfare funds, in order that all processing and buying charges can be provided as a service to the growers. The alternative to this principle of indirect State aid to agriculture is the re-organization on a speculative basis of essential services to the coffee industry, and the payment of a subsidized price to the growers; this is undesirable.

- 9.** Two basic conditions should be attached to the grant as follows:-
- a) that where the Governor is satisfied that private enterprises is contributing real and efficient service to the industry, this should be allowed to continue; and
  - b) that coffee growers should be encouraged and assisted to work co-operatively with the aim of establishing a Coffee Co-operative Union or Society for the coffee producers of the whole island, and that as soon as a coffee Co-operative Society is established to the satisfaction of the Governor, the society will be granted shares in the central pulperies and the coffee curing and finishing factory.
- 10.** The success of a programme for the rehabilitation of the coffee industry will largely depend on the extension services of the Jamaica Agricultural Society, Jamaica Welfare Ltd, the schools, the press and 4-H clubs should all be used in a publicity campaign.
- 11.** The formation of a local coffee trade association is a desirable first step. The establishment of a statutory Coffee board is essential (see paragraphs 208-219 of my report of the 23<sup>rd</sup> December, 1941).
- 12.** Legislation will be required to complete the present recommendations. The present state of the Jamaica coffee industry has had its parallel in Tanganyika, where coffee is also produced for the North American markets. Copies of Tanganyika legislation regarding the protection and improvement of the coffee industry and the export of 'natural' coffee fro that country are therefore included for considerations of similar laws for Jamaica.

A. J. Wakefield,  
Inspector General of Agriculture

Barbados, B.W.I.  
16<sup>th</sup> January, 1944

**This Reproduction is a tribute to the memory of**

**Mr. P. L. (Larry) Meghoo**

**A former General Manager of the  
Coffee Industry Board (1976 – 1983)  
Member of Staff from (1955 – 2000)**

**The only Member of staff to rise from the factory floor to the position of  
General Manager**

**Famous Quotation of his**

**“”Cherry Coffee is Not Coffee”.... it is only the  
beginning of the process to producing good quality coffee”**

