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UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT
Washington, D. C. 20523

JAMAICA

PROJECT PAPER

PRIMARY EDUCATION ASSISTANCE PROJECT

AID/LAC/P-242

Project Number:532-0126

UNCLASSIFIED

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE: A (A = Add, C = Change, D = Delete) — Amendment Number: ____ — DOCUMENT CODE: 3

2. COUNTRY/ENTITY: JAMAICA

3. PROJECT NUMBER: 532-0126

4. BUREAU/OFFICE: LAC — 05

5. PROJECT TITLE (maximum 40 characters): PRIMARY EDUCATION ASSISTANCE PROJECT

6. PROJECT ASSISTANCE COMPLETION DATE (PACD): MM 12 DD 31 YY 18

7. ESTIMATED DATE OF OBLIGATION (Under 'B.' below, enter 1, 2, 3, or 4)
A. Initial FY 85 — B. Quarter 4 — C. Final FY 87

8. COSTS ($000 OR EQUIVALENT $1 =)

A. FUNDING SOURCE	FIRST FY B. FX	C. L/C	D. Total	LIFE OF PROJECT E. FX	F. L/C	G. Total
AID Appropriated Total	600	2,400	3,000	1,290	10,010	11,300
(Grant)	(600)	(7,400)	(3,000)	(1,290)	(10,010)	(11,300
(Loan)	(-)	(-)	(-)	(-)	(-)	(-
Other U.S. 1.						
Other U.S. 2.						
Host Country	-	500	500	-	3,800	3,800
Other Donor(s)						
TOTALS	600	2,900	3,500	1,290	13,810	15,100

9. SCHEDULE OF AID FUNDING ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE 1. Grant	2. Loan	D. OBLIGATIONS TO DATE 1. Grant	2. Loan	E. AMOUNT APPROVED THIS ACTION 1. Grant	2. Loan	F. LIFE OF PROJECT 1. Grant	2. Loan
(1) DAE	623	636	-	-	-	2,500	-	9,900	-
(2)		620		-	-	500		1,400	
(3)									
(4)									
TOTALS				-	-	3,000	-	11,300	-

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

11. SECONDARY PURPOSE C

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code	BRW	BUW					
B. Amount	5,000	5,000					

13. PROJECT PURPOSE (maximum 480 characters)

To improve the quality and efficiency of Jamaica's primary education system through activities in three areas:
(1) School Construction/Renovation;
(2) Instructional Materials; and
(3) Community/School Participation.

14. SCHEDULED EVALUATIONS
Interim MM - YY - MM YY — Final MM - YY -

15. SOURCE/ORIGIN OF GOODS AND SERVICES
[X] 000 [ ] 941 [X] Local [ ] Other (Specify) ____

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a ____ page PP Amendment.)

The Mission Controller approves of the methods of implementation and financing included in this Project Paper.

ROBERT A. LEONARD, Controller

17. APPROVED BY
Signature: [signature]
Title: William R. Joslin, Mission Director
Date Signed: MM 08 DD 27 YY 85

18. DATE DOCUMENT REC IN AID/W, OR FOR AID/W MENTS, DATE OF DISTRI MM DD YY

PROJECT AUTHORIZATION

Name of Country: JAMAICA

Name of Project: Primary Education Assistance

Number of Project: 532-0126

1. Pursuant to Section 105 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Primary Education Project for Jamaica involving planned obligations of not to exceed $11,300,000 in grant funds over a three year period from date of authorization subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project. The planned life of the project is three years and three months from the date of initial obligation.

2. The Project consists of assistance to enable the Government of Jamaica to improve the quality and efficiency of the primary education system. The Project will primarily consist of components of school construction and renovation, instructional materials, community participation, and related technical assistance and training for each component.

3. The Project Agreement, which may be negotiated and executed by the officer to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority, shall be subject to the following essential terms and covenants and major conditions, together with such other terms and conditions as A.I.D. may deem appropriate.

Source and Origin of Commodities, Nationality of Services

Commodities financed by A.I.D. under the project shall have their source and origin in Jamaica or in the United States except as A.I.D. may otherwise agree in writing. Except for ocean shipping, the suppliers of commodities or services shall have Jamaica or the United States as their place of nationality, except as A.I.D. may otherwise agree in writing.

Ocean freight financed by A.I.D. under the Project shall, except as A.I.D. may otherwise agree in writing, be financed only on flag vessels of the United States.

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William R. Joslin
Director USAID/Jamaica

PRIMARY EDUCATION ASSISTANCE PROJECT
(532-0126)

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I. SUMMARY AND RECOMMENDATIONS

A. Project Summary

The purpose of this Project is to contribute to the improvement of the quality and efficiency of Jamaican primary education through selected activities related to school construction, renovation, and furnishings; instructional materials production and distribution; and community/school participation.

Substantial quantitative gains in primary school attendance and completion over the past decade have not been accompanied by commensurate improvements in quality. The result is that large numbers of primary school leavers are continuing on to secondary education or vocational training and to entry into the labor force without the required attitudes, knowledge, and skills to make significant contributions to the economic, political, and social life of Jamaica.

Although the Government of Jamaica has assigned a high priority to the improvement of primary education, the lack of sufficient financial and qualified human resources requires that over the medium term at least substantial assistance be provided by the private sector and other international donors. AID assistance, therefore, will complement the efforts and resources of other donors and the GOJ by making available U.S. technical advisory and participant training resources, funds for renovating and furnishing approximately 150 primary schools (enrolling about 67,000 pupils), printing and distributing almost 10 million free basic textbooks and teachers guides, providing all 8,000 primary school teachers with supplementary instructional materials, and helping to establish effective local community/school efforts to improve routine maintenance, security, and enrichment programs.

AID assistance will minimize recurrent costs to the MOE, be disbursed over a relatively short period, aid in local employment generation, and contribute to the overall improvement of the quality of Jamaican primary education.

B. Recommendations

The USAID/Jamaica Executive Committee reviewed the Project and recommends the approval of a three year grant of U.S. $11.3 million in support of a GOJ contribution of U.S. $3.8 million in cash and in kind to achieve the purpose of the Project.

A summary cost table follows, which shows a breakdown of outputs for AID and the GOJ.

SUMMARY TABLE OF PROJECT COSTS
($US000)

CATEGORY	AID GRANT	GOJ	TOTAL
Technical Assistance	690	-	690
Participant Training	230	100	330
Construction/Renovation	8,000	1,000	9,000
Commodities	1,065	2,200	3,265
Support Services	100	500	600
Sub-Total	10,085	3,800	13,885
Contingency/Inflation	1,215	-	1,215
TOTAL	11,300	3,800	15,100

II. BACKGROUND RATIONALE AND STRATEGY

A. Country Setting

Jamaica, the third largest of the Caribbean islands, with a land space of 4,243 square miles, is an independent nation with Dominion status within the British Commonwealth. Its form of government is parliamentary, with a two-party system of political representation.

The population in 1984 was approximately 2.2 million, 46% of whom were living in urban areas. The population, growing at a rate of 1.6% annually, has the following age group distribution:

0 - 14 years:	37.8%
15 - 64 years:	56.0%
65 + years:	6.0%

Significantly 51% of the total population is under 19 years of age. Life expectancy at birth is 70.9 years for males and 74.7 for females. Population density per square kilometer of agricultural land (1981) was 469. The proportion of the labor force in agriculture is estimated at 37%, and unemployment approaches 30%.

Per capita GDP (in 1985 Dollars) is approximately $800; the annual per capita real GDP growth rate (1960-82) was 0.7%; but Jamaica is currently in a slump indicated by the prolonged depression of the work market for Bauxite and Alumina. The annual rate of price inflation (1970-84) has been 16 percent.

Major cash crops include sugarcane, bananas, coffee, and spices, which are also the major agricultural exports. Major agricultural imports are wheat, corn, and rice.

Regarding foreign trade, the major exports are alumina, bauxite, and sugar, with the U.S. percentage of total exports in 1984 accounting for about 40 percent. Major imports in 1984 were fuels, machinery and spare parts. The trade balance in Jamaican Fiscal Year 1984/85 was -500 million U.S. dollars.

Since its election in 1980, the Government of Prime Minister Edward Seaga has pursued a national policy emphasizing an economic recovery program led by a larger role for the private sector, increased employment, and an increase in exports. The USAID strategy and portfolio of activities focus upon cooperating with the (Government of Jamaica) GOJ in achieving these objectives, and the mission's education and human resources development programs are intrinsically related to improving the quality of education and training for Jamaicans to participate in economic, social, and personal growth.

B. The Problem

Jamaican Primary education has experienced tremendous quantitative progress over the past 15 years. Almost all (96%) of the school-age children are enrolled and the drop-out rates are very low. However, it is estimated that 50% of the graduates are illiterate. This fact alone suffices to support the crisis designation for Jamaican primary education. The impact of this crisis is both human and economic. In human terms there is the problem caused by the thousands of children whose schooling (primary and secondary) has generated expectations for work and a productive role in the modern sector which will not be met. The economic implications of this crisis situation are extensive:

- A significant portion of the GOJ's recurrent expenditures is spent on primary education yet half of the primary school output is not literate (and, therefore, trainable only at great expense) and many of them continue on to some form of secondary schooling;

- Economic development is hindered by the direct and indirect costs of this situation and the lack of available people who would be readily trainable for productive roles.

A recent AID "Review of Primary Education in Jamaica," conducted by AID identified and described 12 major constraints to the primary education system which directly impact on these factors, the most prominent of which are:

- Overcrowding in buildings which are in advanced states of deterioriation and suffer from various forms of vandalism;

- Lack of school furnishings, sanitary facilities, and basic equipment;

- Lack of sufficient quantities of teachers guides, textbooks, and related instructional materials; and

- Graduates and "school leavers" who are classified as functionally illiterate, owing in part to the automatic promotion system and to the practice of identifying early the better students and devoting little attention to the education of the average and below average students.

In the present economic and fiscal context the GOJ alone is not in a position to fully address these problems; sufficient resources simply are not available for investment in education.

C. Rationale

As a result of this crisis, and, in an overall context of a worsening general economic situation, there is a need to consolidate the gains already made by concentrating on improvements in the quality and efficiency of primary education. Towards this goal a concerted effort is being made by the GOJ, but in the medium term it will require considerable assistance from the foreign donor community. After careful analysis of the current environment and consideration of present and proposed inputs from the GOJ and other bilateral donors and multilateral development institutions (World Bank, Interamerican Development Bank, UNDP, UNESCO, and OAS), USAID concluded that it would be appropriate to be a part of this concerted effort oriented toward improving the quality and efficiency of primary education in Jamaica.

The contribution to economic development of the acquisition of the basic cognitive skills (literacy and numeracy) that are learned in primary school is well established in the literature on the economics and sociology of development. The high priority assigned to primary education by the GOJ, local communities and Jamaican national opinion also support the Mission's decision to participate and invest in this area of development.

The high unemployment rate among the young (over 52% among the 20-24 year old group) and the fact that many primary school graduates are an economic drain on the nation because they require costly remedial education or training to function successfully at higher levels of education or in the labor market, provide further evidence that involvement in primary education improvement is a vital and worthy area of AID concern. A higher quality, more efficient primary education system will form the base for the transfer of new knowledge, technology, skills, attitudes, and behavior essential for upgrading the quality and employability of the labor force and the productivity and well being of the nation.

In conclusion, the real decline of quality at the primary school level has been compounded by the inadequate resources of the GOJ to provide facilities and appropriate instructional materials. AID believes that the provision of relatively modest inputs into school rehabilitation, instructional materials production, and revitalized local community/school participation can make a significant improvement in the overall quality of primary education without requiring significant additional resources for recurrent costs.

D. Strategy

The Mission's overall country strategy of providing quick disbursing assistance, minimizing the long term presence of technical advisers, providing assistance to soften the impact of exogenous economic shocks, and assisting in local employment

generation were all given basic consideration in designing the PEAP. Given this, as well as the current educational and fiscal situations in Jamaica, the PEAP is designed as an investment that will engender minimal recurrent costs and have noticable impact on the quality and cost-effectiveness of primary education.

Each of the PEAP's components is a vital aspect of the GOJ's larger overall plan to improve the quality of primary education. Each complements activities being undertaken by other sources of local and external financing. Each is a manageable and economically feasible administrative and technical undertaking, and each will result in a significantly positive change to Jamaican primary education.

Specifically, the Project will work through existing MOE and community structures, providing financial resources for school renovation and equipment, MOE training, and professional and community level activities, and educational materials, equipment, and supplies. The Project will focus on minimizing requirements for additional personnel and financial resources, except in the area of school maintenance. The Project will instead concentrate on more efficient and effective utilization of existing personnel, appropriate use of the MOE's limited financial resources, and development of private sector and community support for locally produced instructional materials and educational equipment, and effective community involvement in school maintenance and security.

E. Relationship to Mission CDSS & Other Projects

The mission CDSS placed a high priority on primary education as a means for Jamaica to help achieve a sustained economic and social recovery program. It recognized that a sound educational system (including primary education) and related skills training programs were essential to increased productivity, rural development, lower fertility rates, and increased health and nutritional status. The Mission's June 1985 Action Plan recognizes the importance of strengthening the management of the GOJ's education and human resources system as an essential element in assisting economic development and the restoration of quality social services. The overall sector goal stated in this Action Plan focuses on "assisting the GOJ to provide an improved basic education system consisting of an adequate universally available primary education (program)..."

The PEAP contributes to this objective by improving Jamaican education and contributing positively to providing educated personnel for other mission-supported development projects. Thus, PEAP is consistent with the mission's and AID's general strategy for development projects in the Caribbean.

The mission's Education and Human Resources portfolio contains a number of projects to develop workers' skills. The recently initiated $12.5 million Agricultural Education project (532-0082) will assist in the development of a post-secondary agricultural training institution to address the severe shortage of competent agriculturalists. The $4 million Management Training project (532-0084) will strengthen local management training institutes to meet Jamaica's acute need for planning and managerial skills in all sectors. The $13.4 million Basic Skills Training project (532-0083) is assisting the GOJ to develop and administer formal and non-formal vocational skills training programs designed to increase employability of unskilled workers, particularly women and youth.

In the area of social services, the Rural Services Development for Special Children OPG (532-0094) is improving the level of services for handicapped children by providing services to rural communities. The $3 million Voluntary Sector Development project (532-0085) is strengthening the institutional capacities of private voluntary organizations and enabling them to provide such services as skills training, health and nutrition education, and basic education to disadvantaged segments of the Jamaican population. The Special Development Activities Fund (532-0029) provides small grants to support community-based, self-help projects which benefit the poor.

F. Other Donor Activity

Other donor activity in primary education is substantial and closely related to the identified needs of the sector. This section describes the nature and extent of principal other donor activities and the linkages between them and the proposed USAID project.

1. International Bank for Reconstruction and Development (IBRD, or "World Bank")

Historically, the largest single Other Donor in terms of Jamaican primary education has been the World Bank. Under a U.S.$11.3 million loan project (WB Project III)*, which extended from July 1, 19[illegible] to June 30, 1986, one component dealt with the writing and testing of basic textbooks and teacher's guides in language arts, mathematics, science, and social studies for primary school grades 1-6. These materials, now written and field tested, are available for printing and distribution on a large scale. They will be the core materials of the textbook component of PEAP.

* WB Loans I & II contained no component related to primary education.

Currently under negotiation is another educational improvement project (WB Loan IV) that will have important implications for primary education. The proposed three year, first phase of the project (U.S.$11 million) is an experimental approach to consolidate 31 all-age schools (grades 1-9) into 9 expanded schools serving 11,000 pupils in grades 1-6 (up from 10,700 now) and 4,500 pupils in grades 7-9 (up from 3,500 now). If successful, the World Bank indicates it will be willing to consider further activities for an additional ten years.

Project components include Construction, Furniture, Equipment and Learning Materials, and Technical Assistance. Approximately 64 new classrooms, workshops, and science laboratories will be built and equipped for the secondary school grades 7-9, and repairs, equipment and learning materials will be provided to approximately 26 "feeder" schools. Technical Assistance will focus on administrative reform of the MOE, in-service staff training, and feasibility studies (e.g., revised role of vocational/technical secondary education).

The WB Loan IV will be initiated in June 1986, and the activities planned in administrative reform, staff training, and feasibility studies provide excellent opportunities now for cooperative planning activities among the MOE, USAID, and the World Bank.

2. Inter-American Development Bank (IDB)

The most significant new primary education activity in Jamaica is the IDB's "Improvement of Primary Education Program" (IPEP). A four year, U.S.$57.2 million project begun in early 1984, the project focusses on improving the quality of primary education through in-service staff training, facilities upgrading, and the provision of instructional materials. Specific objectives include the following:

- Training 40 Territorial Education Officers, 1,520 principals and vice-principals, and 2,880 classroom teachers;

- Constructing and equipping 42 primary schools (14 new schools, 18 replacement schools, and 10 partially replaced/expanded schools). An additional 21,000 pupils in primary and all-age schools will be accommodated, about half of the current deficit;

- Constructing 18 teachers' cottages in rural areas;

- Constructing and equipping 14 school libraries; and

- Providing advanced training abroad for 3 long-term participants in Tests and Measurements, Reading, and Mathematics, and 4 short-term participants in Educational Planning, Teacher Training, Tests and Measurements, and Reading.

Convertible currencies of the Ordinary Capital of the IDB will cover 65% of the project's cost, resources of the FSO in Jamaican currency will finance 15%, and the GOJ will finance the remaining 20% as the local counterpart contribution.

The PEAP linkages to the IDB project are to: (1) complement the primary school construction activities by renovating approximately 150 primary schools and augmenting their furniture as necessary; (2) provide partial funding for basic textbooks and teacher's guides to the teachers upgraded by the IDB's in-service training programs; and (3) supplement and reinforce the IDB's in-service training program for all principals and vice principals by providing short-term observation trips to U.S. primary school systems for approximately 100 principals, territorial education officers, MOE officials, and community leaders.

3. Canadian International Development Agency (CIDA)

Between 1974 and 1978, the GOJ and CIDA conducted a J$3.8 million project to build, renovate, and equip 40 primary schools. Five new schools were built in new areas, 19 dilapidated schools were replaced, and 16 schools were expanded. CIDA provided the J$1.8 million needed for foreign exchange (47% of project costs). Two of the schools were built as 800 capacity units and the others were 400 capacity units. Approximately 16,800 places were provided under the project.

CIDA also provided technical assistance in 1973 to a joint World Bank, AID, and MOE effort to conduct a national education sector survey, which resulted in a report, The Jamaica Education Sector Survey. As a result of this study, several major new programs were begun, including the USAID Rural Primary Education Project, the MOE five Year Education Plan (1978-83), and the World Bank III loan.

CIDA is a major contributor to the innovative primary textbook project, a cooperative effort also involving the MOE, AID, UNDP/UNESCO, and the Jamaican private sector. In 1984, CIDA provided the equivalent of J$1 million in the form of newsprint, and has promised to contribute an equal amount in 1985 to help continue the project.

4. Organization of American States (OAS)

The OAS involvement in Jamaican pre-primary and primary education began in 1982 with a four year US$134,000 project to train 240 teachers in primary and all-age schools in guidance principles and practices.

The OAS is also sponsoring two significant early childhood activities that favorably affect pre-school and early primary school quality. A two year, US$163,000 project begun in January, 1984 seeks to develop a national curriculum for pre-reading and language skills for Basic Schools, which are community-operated pre-primary schools, and to provide in-service training for staff of Basic and primary schools. Another project, "Early Childhood Improvement," is a two year US$100,000 effort (begun in January, 1984) to establish four (4) regional resource centers to provide appropriate preschool readiness materials and to train approximately 40 early childhood teachers for the MOE supported Basic Schools. The MOE provides subsidies for teachers' salaries and supervisory services.

In the upper primary grades, the OAS has a two year, US$47,000 pilot project, "Remedial Mathematics," to develop instructional materials and train 30 mathematics teachers for one region of the country. If successful, the project may be expanded nationwide.

5. Netherlands Government

In 1978, the Netherlands Government began a 7 year, J$3,635,000 project to establish a special Education department and a diagnostic center at Mico Teachers College, and to construct 6 special Education classroom blocks at 6 primary and all-age schools for moderately handicapped students.

6. UNESCO

In 1983, the International Institute for Educational Planning (IIEP) provided the technical assistance for a pilot study of school mapping in one section of Jamaica and for a regional training course in School Mapping and Microplanning. Thirty-three persons, including 12 from the English speaking Caribbean, were trained in the course during November, 1983. As a follow-up to the course, a school mapping exercise is now being conducted in Jamaica. The total project costs are estimated at J$351,000 of which UNESCO is providing J$240,000.

UNDP/UNESCO has also pledged a three year contribution of US$500,000 for the cooperative primary school textbook project with MOE, AID, CIDA, and the Jamaican Private Sector.

7. World Food Program

A three year grant of approximately US$4 million (plus a GOJ contribution of US$1.6 million in local currency) will fund a primary school feeding project starting in 1985. Approximately 94,000 children in primary and all-age schools in five parishes will be provided a daily nutritious snack for 180 school days per year for 3 years. In addition, the project will design and implement a nutrition program and a school garden activity.

III. PROJECT DESCRIPTION

A. Goal and Purpose

The goal of this project is to achieve an appropriately sized, structured, and efficient primary education system to contribute significantly to the long term structural change and socio-economic targets of the national development program and the personal aspirations of the populace. The goal will be complemented through the joint efforts of the Government of Jamaica, other international donors, and AID.

The purpose of the project is to improve the quality and efficiency of Jamaica's primary education system. The focus will be on key constraints that are amenable to rapid change within the framework of scarce USAID and GOJ resources and the limited time available for their accomplishment. AID activities will complement the long term programs of other international donors (e.g. World Bank, Interamerican Development Bank) and build upon previous projects in primary education conducted by the IBRD, IDB, OAS, UNDP/UNESCO, and the Governments of Canada, Netherlands, and West Germany.

The project purpose will be accomplished through activities in three components:

- School Construction/Renovation
- Instructional Materials
- Community/School Participation.

Objective measurements against the stated objectives have been designed to determine the extent of project purpose achievement.

B. End of Project Status

By the end of the project in 1988 the status of primary education will be a more effective, cost efficient system than existed before the project was initiated. Relatively slight quantitative gains in enrollments will occur, but attendance, achievement, and completion rates should increase significantly as a result of project interventions.

The school renovations and refurbishing will result in a safer, more sanitary, more attractive, and more effective learning environment for pupils and staff. The instructional materials will be more plentiful and more appropriate than before, resulting in quantitative and qualitative improvements in attendance, retention, and achievement for all pupils. Teaching quality will be enhanced also through the provision of teachers guides and supplementary instructional materials.

Finally, quantitative and qualititative improvements will exist in all schools as a result of the activities in the Community/School Relations component. Local initiatives to assume more responsibility for the maintenance, security, and operational aspects of primary schools will be more prevalent, and local and national pride will be enhanced as primary schools begin producing large numbers of high quality graduates as a result of the combined efforts of all participants in the project.

Specific end of project indicators include the following:

1. Attendance rates in 1988 improve by 10% over 1985;

2. Achievement rates in language arts, mathematics, science, and social studies increase substantially, as measured by standardized tests; and

3. The number of active community/school committees increase significantly.

C. Project Activities

1. MOE Project Coordination

Overall implementation of this Project will be the responsibility of the MOE's Projects, Construction, and Maintenance Division (PCMD). The PCMD is responsible for the construction of new schools, the extension, improvement and maintenance of existing schools, and for the provision of equipment to all schools. In addition, it is responsible for all projects financed by external agencies through its Director of Projects. PEAP, therefore, will be administered under the PCMD, which will coordinate all project activities with the relevant other MOE divisions. For example, the instructional materials component will be coordinated with the Planning and Development Division, and the Educational Operations Division; and the Community participation component will be coordinated with the Educational Operations Division. As required, the Finance Division and the Personnel and Management Services Division will be involved in project implementation.

The PCMD will be assisted in the implementation of the Project by a longterm advisor (36 p/m), who will have an engineering background and previous AID experience. He will provide the Director of the PCMD with specific guidance relative to AID construction and procurement procedures. He will also assist the PCMD Director in coordinating the financial, technical, and equipment requirements of the Project with the other MOE implementation divisions and AID. Finally, he will assist the PCMD to coordinate the input of all other technical assistance through the institutional contract awarded for the provision of short term technical assistance.

2. Primary School Construction/Renovation

A major constraint to providing high quality primary education is the current state of inadequate school facilities. The Ministry of Education estimates that 75% of its 786 primary schools are substandard and in need of moderate to substantial repairs and basic equipment.

Overcrowding of existing classrooms continues to plague primary education. It is not uncommon to find three classes occupying the space normally needed by one class; the lack of partitions disrupts activities in all three classes as noise levels rise. The shortage of adequate blackboards, student desks and benches, lighting, and ventilation further contribute to the problem. Sanitary facilities in most primary schools are marginal, contributing to a significant health hazard. The lack of adequate maintenance has led to serious deterioration of school buildings and facilities. The lack of security also accounts for additional deterioration due to vandalism. This has resulted in demoralization of the school community. Urgent action is required to reverse this trend and this compoent is designed to provide a basis to help alleviate these problems.

Approximately 150 urban and rural primary schools (enrolling some 67,000 pupils) in the most urgent need of repair will be renovated by this Project. Schools were selected by the MOE based upon surveys of schools reporting significant structural, sanitary, or overcrowding problems. While by no means a complete response to these problems (over three-fourths of all primary schools are in moderate to severe states of deteroriation), this activity will restore 150 primary schools to satisfactory condition and permit other quantitative improvements (e.g., increased attendance and achievement) to occur. Work will be carried out in all fourteen parishes in the country. No major new construction is contemplated. Most of the work will involve minor renovations to bring these 150 schools up to acceptable standards, including roof and floor repair, electrical installations repair, and repair of broken walls, windows, and sanitary facilities. Painting and the installation of security measures (e.g. grillwork) will also be involved. Several schools heavily damaged by vandalism and fire will require major renovation.

Refurbishing will consist of the installation of adequate locally produced student desks and benches, the erection of classroom partitions to separate large classes, and the installation of new blackboards. Where needed, furnishings and materials for refurbishing will be procured locally. As a result, both the renovation and the refurbishing aspects of this element of the Project will impact positively on increased employment opportunities for Jamaicans.

The Projects, Construction, and Maintenance Division (PCMD) of the MOE will be responsible for the administration of construction and renovation component of PEAP, which will consist of preliminary and final designs, preparation of bid documents, solicitation of tenders, awarding of contracts, construction control, and final acceptance of all work.

The PCMD has, in fact, carried out all of these functions on previous projects. In order to carry out these functions and to complete its professional and management responsibilities, for the AID financed activities, the PCMD will require the provision of three 4-wheel drive vehicles, the services of a full-time quantity surveyor, and an engineer to serve as Project Management Advisor for three years. In addition, the PCMD needs a micro-computer to help it carry out this work. AID will provide project funds to cover these requirements, and the GOJ will provide supporting services.

AID also has entered into contractual arrangements with nine local consulting firms, using PD & S funds, to do the preliminary design and cost estimating work for the initial 45 schools in the project in order to establish reasonable cost estimates for the project design. A Technical discussion of the design and construction activities is contained in the Technical Analysis Section (IV.A), and Annex G, which contains a detailed illustrative example of renovation work to be done on one school in the project (Claremont All Age School).

3. Instructional Materials

A major constraint to providing high quality primary school education has been the unavailability of adequate numbers of textbooks. A policy of universal primary education (grades 1-6), compulsory attendance, and an enriched comprehensive basic curriculum in mathematics, language arts, service, and social studies created a demand for appropriate learning materials that neither the MOE nor parents could meet.

The availability of appropriate traditional commercial textbooks was generally good, but their costs were beyond the capabilities of most parents and the MOE. For example, a popular Grade 1 math textbook cost J$4.20 to parents and J$3.15 to the MOE; a grade 1 language arts textbook cost J$5.20 to parents and J$3.90 to the MOE. With an enrollment of over 300,000 primary pupils in 1982/83, for example, the MOE had a textbook budget of only J$841,000, requiring parents to provide most of the 5 - 10 books each child required.

An innovative textbook program was begun in 1984 through the combined efforts of the MOE, the private sector of Jamaica (especially the Gleaner Publishing Company), AID, and other international donors.

Using inexpensive, heavy-duty newsprint, and cardboard covers, over 2 1/2 million free textbooks and teachers guides in language arts and mathematics were printed and distributed to over 350,000 primary school pupils. Total costs were approximately J$3.6 million, of which the MOE contributed J$800,000. Using the same funding sources, the textbook project is being repeated for the school year 1985/86.

The purpose of this component in the PEAP is to continue and expand that effort. Activities in the instructional materials component will cover three main areas:

(1) Printing and distributing approximately 10 million primary textbooks and teachers' guides in language arts, mathemetics, science, and social studies;

(2) Providing all primary school teachers with kits of supplementary instructional materials; and

(3) Providing the periodic short term services of an educational economist, planner, and a financial expert to help the MOE to design and implement a cost efficient, continuing textbook production program and evaluate its effectiveness regarding pupil achievement.

The continued AID financial contribution to the textbook project (US$250,000 a year for three years) will help sustain the collaborative efforts of the MOE, the Jamaican private sector, AID, and international donors, which over the past two years has provided over 5 million free, inexpensive textbooks in language arts and mathematics. Over the next three years, the language arts and mathemetics materials will be continued, and the revised science and social studies texts will be introduced. Thus, by the end of the project, a full set of basic primary school textbooks will be available to all primary school children (approximately 350,000 pupils).

The provision of teachers kits (containing maps, dictionaries, rulers, scissors, compass, protractor, and other aids) will provide another valuable teaching tool for teachers to use in conjuncition with the new textbooks and teachers' guides.

During 1985, UNESCO will provide technical advisory services to the MOE to evaluate the distribution and use of the textbooks and will study various approaches to sustaining the textbook program after international donor assistance diminishes or terminates (e.g., various cost sharing systems).

AID's provision of short term advisory services by a team of experts will complement this activity to insure that a permanent textbook production program is established.

4. Community Participation

More effective community/school participation can assist the MOE to provide financial resources and personnel to overcome growing problems in primary eduation. The prospect of receiving substantial funding support from the national government is decreasing as the national economic situation remains stagnant or declines. For practical reasons, therefore, both the national government and local government and community groups must seek financial assistance from other sources. No effective local mechanism now exists to perform that task.

Also, a rising tide of vandalism is depriving schools of existing facilities, equipment, and supplies. The replacement costs of these stolen or damaged items further burden a strained school economic situation. Lacking funds generally to replace vandalized items, schools are operating without them, with the result that quality is being seriously affected. Finally, the loss of pride which individuals and communities experience when the quality of primary education declines has long term effects on both individuals and society.

The Project will address this serious problem by developing local initiatives to share responsibility for primary education with the communities themselves. Instead of looking to a centralized source for all leadership, management, and financial resources, local communities will be motivated to cooperate more closely with local schools to help solve their own problems. For example, local labor will be used whenever possible during the school construction/renovation activities. This should instill more local pride in local school activities. Jamaica has a long tradition of appointing local school boards for each school, but these boards have become much less active in recent years. Their existence, however, provides a mechanism through which specific actions to improve the quality of primary education can be channeled.

The Community Participation component of the PEAP will include activities to revive and revitalize these local school boards. The Project will address the following three principal constraints to accomplishing these objectives:

- lack of emphasis by MOE local and national staff;
- inadequately trained personnel to deal with these problems; and
- lack of sufficient financial resources to support these activities.

Through the provision of short term technical advisory services, the MOE, local school staff, and local community leaders will be encouraged to conduct community needs assessments, cooperatively plan appropriate activities to provide financial resources and services to primary schools, and to participate in

monitoring and evaluation activities. Modest amounts of matching grant funds will be available as "pump priming" incentives for local fund raising initiatives and to launch maintenance and security measures. During the first year of the project, a short term (3 months) U.S. expert in Community/School Relations will assist the Educational Operations Division of the MOE to prepare an operational plan for this component. Various organizational options will be considered (e.g. national, regional, or local committees) and materials will be developed for use in regional workshops for some 40 community based Territorial Education Officers, local school board members, school staff, especially the school principals, and representatives of other local community organizations. Principles and practices of successful community/school relations will be discussed, and the workshop will deal with such topics as designing and analyzing local community "needs assessments" and formulating specific action plans. Techniques will be taught to monitor, evaluate, and revise action plans based upon field experience. The workshops will include specific activities related to organization, fund raising, publicity, and coordination with other community groups (e.g. police, health, and PVO organizations). Upon completion of the workshops, the participants will initiate action plans in their respective communities, including specific activities dealing with improved school security, routine maintenance, and fund raising. Periodically, these action plans will be evaluated by the MOE and local committees, and revised plans will be developed.

The IBD project provides in-service training for the regional school supervisors (Territorial Education Officers), all primary school principals and vice-principals, and all classroom teachers. With PEAP assistance, during the course of these workshops, adequate time will be allotted to preparing educators to improve their community relations skills, and specific techniques will be provided to enable school staff to organize community/school meetings to deal with cooperative action plans. Follow up activities with the Territorial Education Officers (TEO's) will be a regular function of this component. The short term advisor will return during the second and third year of the project to provide follow up services.

Short term participant training activities for approximately 100 TEO's, school staff, and community leaders will be arranged to small cities and towns in the U.S. to study the organization and operation of school boards, PTA's, and other relevant community school cooperative activities (including private sector cooperation) to seek ideas which can be adapted to the Jamaican primary school situation. Special efforts will be made to involve local and regional Private Voluntary Organizations in these cooperative activities.

The expected outcomes of these activities will be better use of existing facilities and resources, increased local funding capacity, and increased community and professional pride in providing quality primary education to the children of Jamaica.

IV. PROJECT ANALYSES

A. Technical Analysis

1. Primary School Construction/Renovation

a. Preliminary Architect/Engineer Work

During late June, 1985, meetings were held with nine A&E consultants to carry out preliminary design and cost estimating of the repairs to be carried out on the first forty-five schools identified in this project. During early July 1985, purchase orders financed by PD&S funds were let with these firms. The forty-five schools involved in this first phase of the renovation element of the project were clustered into nine packages of five schools each. The A/E reports for the 45 schools indicate that the average per school cost of renovations will be approximately $43,000. This preliminary A&E work indicates that the square foot costs of renovations may be broken down as follows:

Repairs to

Newer Building	J$13.5
Older Building	16.1
Reinforced Concrete	11.0
Louver Windows	16.0
Zinc Roof	8.0
Wood Sarking	54.9
Steel Frame	75.0
Lavatories	27.9

b. Remaining A&E Work

The remaining A/E work will consist of final design for the 45 schools and both preliminary and final design for the remaining 105 schools. In the interests of expediting implementation, an alternative to the conventional approach of initiating implementation activities following fulfillment of the Conditions Precedent has been proposed. This alternative consists of financing, through host country contracts, the final design and bid document preparation for the first 45 schools with PD&S funds once the Project Paper has been approved. The preliminary and final designs for the remaining 105 schools would proceed following Conditions Precedent compliance.

For the remaining 105 schools, A&E services contracts will be awarded through competitive selection in accordance with Host Country Contracting procedures.

c. Section 611 (a)(1)

This project involves renovations of existing schools of varying designs in various states of repair. Thus, it is not possible to develop one universal representative model which could be accurately cost estimated. However, to satisfy Section 611 (a)(1) it is not necessary to carry out feasibility grade investigations on all 150 schools. All that is necessary is for the USAID to cost estimate a reasonable number of the renovations to be completed on the 150 schools and the "reasonably firm estimate(s) of cost to the U.S." may be derived for the entire renovation program. Since the cost estimates obtained constitute over 30% of the schools to be renovated, one can reasonably say that the per unit cost of the entire 150 schools should not materially deviate from the per unit cost of the first forty-five schools, particularly since these schools represent a good cross-section of schools all over the island.

Lastly, the renovation program consists entirely of limited reconstruction and repairs, not all of which need be carried out with U.S. Government funds. As the plans and cost estimates and bidding documents for each school are drawn up, they will be reviewed and, if found acceptable, be approved by USAID. Where such plans and estimates exceed the per school budget, adjustments can be made. Such adjustments would consist of elimination of low priority elements including possible assumption of these responsibilities by the Ministry of Education. The shifting of some funds from one school to the other could also take place.

Based on the preliminary planning done for the representative 45 schools, the estimated costs seem to be reasonable. The engineering planning and cost estimating requirements of FAA Section 611(a)(1) should be considered to be met.

d. Construction Contracts

Construction work will begin first on the initial forty-five schools. Pre-qualification of construction contractors will commence during the final design phase. Following USAID/MOE approval of the bid/tender documents prepared by A&Es and analyses of subsequent proposals, contracts will be let by clusters. Pre-qualification of construction contractors for the remaining 105 schools will take place during the detailed design phase of the 105 schools. Thus, construction contracts for renovation of these schools will be let following construction starts on the first 45 schools.

As a result of similar renovation work carried out in other sectors, model contracts with standard clauses already exist and can be used to advantage in expediting this work.

e. Project Management of Engineering & Construction

The Ministry of Education's Director of Projects will have Project Management authority for the construction and renovation component of the proposed project. Day to day management of the A/E services contracts and the construction/renovation services contracts will be carried out by the relevant offices of the Projects, Construction and Maintenance Division (PCMD) of the MOE under the authority of the Director of Projects. (See Institutional Analysis, Section V. E. for description of the PCMD).

The MOE's procedure for contracting of services differs depending upon the type of contract and the estimated cost of the services. For professional and technical services, a solicitation is made from a list of qualified firms and a contract is negotiated. In the case of construction services contracts, for small contracts (less than $150,000), the Member of Parliament for the district where the work is to be carried out is asked to identify several contractors who are then asked to bid on the work. The award is given to the bidder judged to be the best suited to do the work within a reasonable price. The MOE does not constrain itself to award to the low bidder.

In the case of larger contracts, a system of selective tendering is followed which has been established by the Joint Consultative Committee for the Building and Construction Industry of Jamaica, as adapted from the code of the same such committee of the United Kingdom. This code does not require advertising nor award to the lowest bidder.

AID will utilize the existing procurement procedures and mechanisms of the Government of Jamaica to the maximum possible extent in carrying out the school construction/renovation activities. In doing so, AID will utilize the applicable principles of AID Handbook 1B, Chapter 18, "Local Cost Financing". Accordingly, such project procurement will incorporate AID's competitive principles as described in applicable sections of Chapter 12 of AID Handbook 1B which, in general require the cooperating country to follow "sound procurement practice" and accept the "most advantageous offer".

In order to assist the MOE in the management of project implementation, a qualified foreign Project Management Advisor will be contracted under project funds.

2. Instructional Materials

The production of suitable primary educational textbooks and related materials can be achieved in several ways. One way is to rely upon standard textbooks that already are in wide use and merely continue to purchase them. In Jamaica two types of such materials are available:

- locally produced textbooks and supplementary materials which are the property of the MOE and therefore easily accessible for reprinting; and

- commercially prepared materials, usually produced by foreign firms, which are expensive to purchase and which require regular negotiation between the MOE and the firms to secure copyrights and pay royalties. The advantage of the latter approach is that the MOE would not have to develop a technical and institutional capability to develop and print materials, thereby saving initial development costs.

Currently, the MOE does not have the technical capability to design, write, produce, and distribute a full range of essential primary school textbooks, teachers guides, and related material. The likelihood of its having the financial and technical resources in the near future to adopt this approach is not good. Even if the MOE had this capability, it is still more technically and administratively feasible to rely upon the private sector to produce textbooks. Experience elsewhere indicates that the private sector can produce textbooks less expensively than government entities. The only remaining technically suitable approach is to rely upon the availability of materials that already exist, but options are available to overcome the high cost of using the present system.

The MOE, in fact, has been using a variation of the commercial system for two years. Commercial textbooks from foreign firms and local textbooks are being reproduced very inexpensively by reprinting them on heavy duty newsprint and binding them with cardboard covers. Copyrights are respected for all titles used in this program; in some cases authors have assigned rights without compensation to the MOE and in others the MOE is paying negotiated royalties.

AID intends to continue providing funding to support the cooperative efforts of the MOE and other entities over the next three years to produce suitable textbooks. AID will also provide funds for the purchase of teachers' kits containing supplementary instructional aids. To improve the technical feasibility of the instructional materials component, however, AID will also provide funds for technical advisory services and related costs to guarantee the continuous availability of textbooks and their effective use by the MOE after the PEAP ends. (See Section V. Implementation Plan for details).

These efforts will also contribute to a comprehensive evaluation system the MOE is planning for the instructional materials program. UNESCO has agreed to provide resources for the evaluation of all primary materials and for the design of a system for the continued operation of the textbook program after other donors' contributions diminish or end. AID will maintain close relations with both the MOE and UNESCO to determine what specific supplementary assistance may be needed in the evaluation of

textbooks phase of this activity. If requested, and considered appropriate, AID will provide funds for textbook evaluation and training activities. In sum, it is the USAID judgement that the proposed approach to improving the instructional materials system in Jamaica is technically feasible and cost effective.

3. Community/School Participation

The present structure of primary education in the MOE technically makes provision for centralized planning and monitoring of all primary education activities, under which this project component falls. Among the expected duties of the Administration Division are to provide policy and guidance to the between 30 and 40 Territorial Education Officers, who in turn have responsibility for providing policy and guidance to local school administrators and professional staff. The Construction and Repair Division of the MOE has responsibility for implementing the school maintenance system. Thus, the structure is there to implement an effective community/school participation component.

What is lacking, however, is the established practice of providing these policy and maintenance services throughout the network on a regular basis. At all levels, professional MOE staff cite lack of funds, trained personnel, and time to perform all required functions. In addition the MOE generally accords low priority to any systematic community/school participation activities and this is substantiated by the fact that these activities are not widely in evidence in Jamaican primary schools. The evidence is abundant, however, that large numbers of schools are dilapidated, vandalized, and short of local resources to supplement relatively meager MOE financial resources.

Several approaches were considered in the project design to deal with this problem. One way would be to concentrate most resources at the national level and rely upon the MOE to filter down to the local level policy statements, procedural guidelines, supervisory personnel, and funds for execution. This approach was rejected because it represented the traditional, centralized system that implied that local community involvement in determining policy and procedures was inefficient and ineffective, and that MOE knew what was best for the local schools. Besides rejecting this approach on philosophical, pedagogical, and economic grounds, the Mission concluded that the approach was inconsistent with the belief that relevant and sustainable high quality primary education required the active, cooperative efforts of local community groups to supplement national level assistance.

A second approach was to consider greatly decentralizing primary education activities by placing the major responsibility on policy formation, implementation, and financing in the hands of the local communities or regions and limiting the role of the national level to providing general policy guidance. This approach also was rejected as being politically, socially, and economically unacceptable and thus unfeasible.

The approach proposed in this project calls for an integrated, comprehensive, and articulated effort that involves the cooperative actions of both national and local entities to mutually formulate policy and participate in the implementation and financing of relevant primary school activities. It emphasizes the belief that local communities should and can contribute more significantly to the provision of efficient and effective primary education in Jamaica by contributing funds and personnel to school facilities maintenance, instructional materials, and security measures.

The provision of short term foreign technical assistance on a periodic basis to help the MOE and local communities to plan, administer, and evaluate effective community/schools relations will contribute significantly to realizing this component's objectives. The provision of short-term observational visits to the U.S. of selected MOE officials, school administrators and staff, and community representatives is another intervention that will enhance the technical feasibility of this component of PEAP.

B. Financial Analysis

1. Overview

The total cost of the Primary Education Assistance Project is estimated at U.S. $15.1 million. The AID contribution will consist of a U.S. $11.3 million grant, which will be obligated over a three year period: U.S. $3.0 million in FY 1985, $4.3 million in FY 1986, and $4.0 million in FY 1987. The GOJ contribution will total U.S. $3.8 million, in cash and in kind.

2. Funding

The AID grant funding of U.S. $11.3 million will be used for the following items:

- Long term (36 p/m) technical assistance of a Project Management Advisor, who will be located in the Ministry of Education's Projects, Construction, and Maintenance Division (PCMD); a Host Country Contract will be used for these services;

- Short term (15 p/m) technical assistance of three contract advisors in educational planning/economics, instructional materials, and finance for the instructional materials component;

- Short term (6 p/m) technical assistance of one contract advisor for the community/school participation component.

A Host Country contract will be used for these services, which will also include the following participant training costs:

- Short term observational training in the U.S. (100 persons: 75 p/m) to study the operations of small cities and towns' school boards, PTA's, and other community/school organizations;

- Short term in-country workshops to develop effective local community/school participation programs (10.2 p/m).

The OEHR major categories funded under the project are as follows:

- Architecture and Engineering Services (A&E), and construction contracts for the renovation and refurbishing of approximately 150 primary schools;

- School furniture (e.g., blackboards, pupils' desks, teachers' desks and chairs) for the 150 schools;

- Commodities, including three vehicles, one micro-computer, approximately 8,000 teachers kits of supplementary instructional materials; and cash contributions for the printing and distribution of approximately 10 million free basic textbooks and teachers' guides;

- Supporting services, including the provision of up to U.S. $100 thousand as a matching grant for the MOE's improvement of local school maintenance and security programs.

3. Cost Summary

Table 1 is the Summary Cost Estimate and Financial Plan, by project inputs and financial sources (i.e., FX, LC, and Host Country LC). The inputs deal with technical assistance, participant training, school construction/renovation, commodities, and support services.

Table 2 shows the project's estimated costs by project outputs and disbursement category. The outputs are listed by project coordination, school construction/renovation, instructional materials, and community participation. The disbursement categories are technical assistance, participant training, construction/renovation, commodities, and support services.

Table 3 lists the project's estimated AID and Host Country costs by category (technical assistance, participant training, school renovation, commodities, and support services).

Table 4 is a projection of project expenditures by fiscal years 1986, 1987, and 1988.

Table 5 shows the methods of implementation and financing and approximate costs by technical assistance, participant training, school construction/renovation, commodities, and support services.

4. Financial Support

Owing to the depressed nature of the general Jamaican economy at present, this project was designed to minimize GOJ recurrent cost expenditures and to require no additional personnel positions for MOE project management functions. AID is insisting through covenants, however, that the GOJ make special provision for continuous routine maintenance of all schools in the system and for a long term continuation of the textbook program.

CONSTRUCTION/RENOVATION COST ESTIMATE ($000)

	FY 86		FY 87		FY 88		TOTAL	
	AID	GOJ	AID	GOJ	AID	GOJ	AID	GOJ
A/E (45)	171		85.5		-		256.5	
A/E (105)	232		291		145.5		668.5	
CONST./RENOV.	1,138		4,553		759		6,450	
Furnishings	250		250		125		625	
					Total		8,000	

TABLE 1

SUMMARY COST ESTIMATE AND FINANCIAL PLAN
(US$000)

Use (Project Inputs)	Financial Sources: AID FX	AID LC	Host Country Total	Host Country LC)	Total
1) Technical Assistance	690	-	690	-	690
2) Participant Training	210	20	230	100	330
- US	210	-	210	50	260
- In-country	-	20	20	50	70
3) School Construction/ Renovation	-	7,375	7,375	900	8,275
4) Commodities	75	1,615	1,690	2,300	3,990
- Vehicles	45	-	45	50	95
- Equipment	30	-	30	150	180
- Instructional Materials	-	990	990	2,000	2,990
- School Furniture	-	625	625	100	725
5) Support Services	-	100	100	500	600
- Matching Grants to C.P.	-	100	100	500	600
Sub-Totals	975	9,110	10,085	3,800	13,885
Contingency/Inflation	315	900	1,215	-	1,215
TOTAL	1,290	10,010	11,300	3,800	15,100

TABLE 2

PEAP ESTIMATED COSTS BY PROJECT OUTPUTS/IMPORTS

($US000)
(532-0126)

Project Outputs	Technical Assistance			Participant Training			Construction Renovation			Commodities			Support Services			TOTALS		
	AID	GOJ	Sub-Total	AID	GOJ	Sub-Total	AID	GOJ	Sub-Total	AID	GOJ	Sub-Total	AID	GOJ	Sub-Total	AID	GOJ	Sub-Total
1. Project Coordination & Evaluation	375	-	375	-	-	-	-	-	-	15	-	- 15	-	-	-	390	-	390
2. Primary School Construction/ Renovation	-	-	-	-	-	-	7,375	900	8,275	685	300	985	-	-	-	8,060	1,200	9,260
3. Instructional Materials	225	-	225	-	-	-	-	-	-	990	2,000	2,990	-	-	-	1,215	2,000	3,215
4. Community Participation	90	-	90	230	100	330	-	-	-	-	-	-	100	500	600	420	600	1,020
SUB-TOTAL	690	-	690	230	100	330	7,375	900	8,275	1,690	2,300	3,990	100	500	600	10,085	3,800	13,885
Contingency/Inflation	83	-	83	28	-	28	889	-	889-	203	-	203 -	12	-	12	1,215	-	1,215
Totals	773		773	258	100	358	8,264	900	9,164	1,893	2,300	4,193	112	500	612	11,300	3,800	15,100

TABLE 3

PEAP ESTIMATED COSTS
($US000)

CATEGORY	AID	GOJ	TOTAL
Technical Assistance			
Long Term (36 P/M) 3 x 125 =	375	-	375
Short Term (23 P/M) @ 15	315	-	315
Subtotal	690	-	690
Participant Training (Community Pact)			
Short Term (U.S.) (75 P/M)	210	50	260
In-country (10.2 P/M)	20	50	70
Subtotal (100 x 3 wks = 75 p/m)	230	100	330
School Construction/Renovation			
A&E Services	925	-	925
Renovations	6,450	900	7,350
Subtotal	7,375	900	8,275
Commodities			
Vehicles (3) @ 15	45	50	95
Equipment	30	150	180
Furnishings	625	100	725
Textbooks & Teachers Guides	750	1,900	2,650
Teachers Kits	240	100	340
Subtotal	1,690	2,300	3,265
Support Services			
Matching Grants	100	500	600
Subtotal	100	500	600
TOTALS	10,085	3,800	13,885
Contingency/Inflation	1,215	-	1,215
GRAND TOTAL	11,300	3,800	15,100

TABLE 4

PROJECTION OF EXPENDITURES BY FISCAL YEAR
(US$000)

Fiscal Year	AID	GOJ	TOTAL
1986	5,100	1,300	6,400
1987	4,700	2,000	6,700
1988	285	500	785
Sub-Total	10,085	3,800	13,885
Contingency/Inflation	1,215	-	1,215
TOTAL	11,300	3,800	15,100

TABLE 5

METHODS OF IMPLEMENTATION AND FINANCING

Implementation	Financing	Approximate Amount ($000)
1) Technical Assistance		
- Long Term - H/C PSC	Direct Payment	770
- Short Term - H/C Contract	Direct Payment	420
		350
2) Participant Training		
- Short Term, U.S. - to be included in H/C short term T.A. contract		260
- Short Term, in-country - to be included in H/C short term T.A. contract	Direct Payment	237
	Direct Payment	23
3) School Construction/Renovation		
- A&E Services - H/C Contracts	Advance/ Reimbursement	8,265
Construction - H/C Contracts	Advance/ Reimbursement	1,035
		7,230
4) Commodities		
- Vehicles - AID Direct	Direct payment	1,895
- Computer - AID Direct	Direct Payment	50
- Furnishings - H/C Contracts	Advance/ Reimbursement	35
- Instructional Materials - H/C Contract	Advance/ Reimbursement	700
		1,110
5) Support Services		
- Matching Grants - PIL	Advance/ Reimbursement	110
		110
TOTAL		11,300

The methods of financing do not deviate from AID's preferred methods. The financing method for the technical assistance and participant training components could be changed before implementation to advance/reimbursement depending upon the ability of the Ministry of Education to open and manage a foreign exchange account. The GOJ budget and fiscal policies generally do not provide for the opening of such accounts. This is currently under review and a decision will be reached before the host country contracts are signed by the GOJ and approved by AID.

The Mission has not conducted an assessment of MOE's specific procedures for contracting, commodity procedures and accounting and fiscal reporting capabilities. A review will be conducted early in the project life to assess their overall competency. The only area of concern is the funding provided for support services. Funding for all the other components will involve host country contracts which will be reviewed by AID and be on file for review during voucher processing. Specific requirements for voucher submissions will be provided to the MOE by Project Implementation Letters.

C. Economic Analysis

1. Methodological Approach

This analysis focuses mainly on a qualitative assessment of the benefits that will result from implementation of the Primary Education Assistance Project (PEAP). Considerations were given to monetary valuation and measurement of some of the alleged PEAP-related economic benefits, but data unavailability and limitations excluded such exercise. In most cases, the required data do not presently exist. In others, the available data are questionable in both quality and quantity. Therefore, since quantitative estimates of the PEAP-related economic benefits could not be established from a sound empirical base, a qualitative assessment of these benefits was considered the more feasible alternative, using where possible, empirical research findings in other countries to support this assessment. A more complete examination of the issues raised in this section is found in Annex F to this document.

2. Identification and Assessment of PEAP-Related Economic Benefits

Three categories of alleged PEAP-related economic benefits have been identified, viz. (a) internal efficiency benefits (b) external efficiency benefits and (c) overall benefits of the PEAP to the Jamaican economy. A full description of these categories of benefits is presented in Annex F.

The categories of benefits are the functional outcomes of the various project inputs either singly or in combination. Primary school internal efficiency benefits are presumed to be directly related to the qualitative improvements to be effected in the internal operations of each of the 150 schools as a result of production and distribution of quality instructional materials and equipment, renovation of physical facilities and improved training of teachers and administrative staff personnel. The provision of these inputs can be expected to effect marginal transformation of each primary school into a more efficient educational unit producing and distributing better quality education. Such transformation is perceived to be via greater efficiency in learning resulting from better distribution or allocation of textbooks, and greater effectiveness in the teaching and learning environment. Better distribution of textbooks will improve the ratio of pupils to textbooks from about 10:1 to about 2:1. Based on research evidence from the Phillipines, it is reasonable to expect that the provision and distribution of textbooks on this scale as well as qualitative improvements in the teaching/learning environment will increase learning by about 10-12 percent, ceteris paribus. (See World Bank Sector Policy Paper, Education May 1975).

Improvements in the quality of the 150 primary schools via the above-mentioned inputs can be expected to produce the following short to medium-term qualitative and quantitative benefits, which will vary from school to school.

1. a marginal increase in the present level of computational and reading skills in the neighborhood of 10-15%

2. a marginal increase in attendance rates on the order of about 20%

3. a 10% reduction in grade repetition rates

4. a 10% reduction in drop-out rates, and

5. about a 20% overall increase in the rate of functional literacy of sixth grade completers.

The external efficiency PEAP-related benefits are not independent of the internal benefits. The two categories of benefits are interrelated in that the qualitative improvements in the production and distribution of quality primary education via project inputs will marginally increase the academic currency or the educational option value of a primary school education. Thus, one long-term benefit that is associated with the PEAP is the expected effects on years of schooling completed. The pupils that will be

receiving the better quality educational offerings in the affected 150 primary schools will be more likely to pursue additional educational investments at higher levels. A second long-term benefit of the better quality educational offerings in the 150 primary schools is the expected improvement in the quality of the labor supply (as measured by labor earnings and reduction in the level of structural unemployment)1/. Thus, the PEAP may be regarded as one element in the GOJ's active "manpower policy" which will operate both on the quality of the labor supply and on the demand for particular types of unemployed labor. A third type of long-run PEAP related benefit is the project's income distribution effect. Most of the primary beneficiaries of the project will be rural children from lower socio-economic backgrounds. Evidence from the United States has shown that access to better quality primary education by children from lower socio-economic background results in increased social mobility and increased access to better economic opportunities; hence indirectly

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1/(See, for example, G. E. Johnson and F. P. Stafford, "Social Returns to quantity and Quality of Schooling," Journal of Human Resources (Spring 1973); C.R. Link, "The Quantity and Quality of Education and their Influence on Earnings: The Case of Chemical Engineers," Review of Economics and Statistics (May 1973); J. N. Morgan and I. Sirageldin, "A Note on the Quality Dimension of Education," Journal of Political Economy September/October 1968); G. Psacharopoulos, Earnings and Education in OECD Countries OECD, 1975.

a better distribution of income ceteris paribus (See for example, Gary Becker, Human Capital National Bureau of Economic Research, 1964; R. D. Morgenstern, "Direct and indirect effects on earnings of Schooling and Socioeconomic background, "Review of Economics and Statistics (May 1973). See also Rudyard Robinson "Employment and Earnings of Subprofessional Employees in Banking and Manufacturing Industries in Jamaica," Unpublished Ph.D dissertation, University of Chicago, 1984.)

Finally, there are overall PEAP-related benefits to the Jamaican economy. The nature of PEAP financing, which is both foreign sources (USAID) and national sources (GOJ Counterpart), will have a definite and direct impact on the overall economic activity of the country. The country will experience a marginal increase in overall economic activity as a result of the PEAP, if only at a given time, since (a) a portion of the funds which will be used for PEAP investment will be obtained from sources outside the country, (b) the portion of funds obtained from external sources (USAID) would not have flowed into the country except for the PEAP investment program, and (c) the local economy is not operating with all of its resources fully employed. Overall, the net returns to the project are expected to be relatively high, and the cost modest by comparison with the benefits.

D. Social Analysis

1. Socio-Cultural Context

The social demand for primary education in Jamaica is very high. Approximately 96% of the eligible primary school age population is enrolled (350,000), and considering the worsening economic conditions facing the traditionally large families, especially in rural areas, this statistic is encouraging. Other evidence of social demand for education is the existence of pre-primary education, which annually increases, and public support of the new MOE policy of universal compulsory primary education.

While attendance statistics (approximately 65%) diminish the glow of such high enrollment rates, the many causes of non-attendance and relatively poor performance are often beyond the control of parents. Worsening economic conditions for a large majority of the population; lack of public transport in rural areas; nutritional problems not resolved by the inadequate school feeding program; and substandard school facilities, learning materials, trained teachers, and supporting services all tax the ability and resources of parents to provide at least a basic education for their children. In addition to furnishing school uniforms, notebooks, supplies, and a daily sum of money for school lunches or snacks, parents, without the textbook program, would have to purchase 5 to 10 textbooks for each child in the primary school program.

With overcrowded schools - many in an advanced state of deterioration - and the need to improve the availability and quality of support services, the national educational budget is severely strained. Outside assistance from international donors during this period of severe contraction of the economy is critical to the continued operation and gradual expansion of the system. This Project, combined with the on-going and projected assistance of other donors (e.g., World Bank, IDB, UNDP/UNESCO, OAS, Canadian Government, the Governments of West Germany and the Netherlands) can contribute significantly to meeting the GOJ's goals in primary education.

2. Beneficiaries

The immediate beneficiaries of this Project will be the urban and rural 350,000 primary aged pupils who will receive free copies of basic textbooks; a portion of them (67,000) will also benefit from the provision of renovated and refurbished classrooms in 150 schools (both in urban and rural areas). Thus both quantitative and qualitative aspects of primary education will be addressed by this Project.

Direct beneficiaries will also include the approximately 100 professional educators and school community leaders whose skills will be upgraded through short term participant training observational visits to the U.S.

Other direct beneficiaries will include the parents of the pupils served through this Project (approximately 110,000) who will be provided specific programs to become involved in more effective community/school participation. Parents are expected to participate more actively in needs assessments of local education, action planning workshops, improved PTA's, other self-help measures, and some locally-generated employment opportunities associated with renovating and refurbishing the physical school facilities. More broadly, the nation as a whole will benefit through this investment in human capital. The general increase in the productive capacity of the national work force will not only increase the national income, but will provide added flexibility to adapt to changes in economic circumstances, which will smooth the pattern of cyclical fluctuations and thereby contribute to increased economic stability.

3. Socio-Cultural Feasibility

Traditionally, maintenance and security operations and services for primary schools have been dramatically inadequate in past MOE budgets. In a sense one could say that the renovation/construction component of this Project is in fact deferred maintenance. Although the GOJ has significantly increased the MOE maintenance and security budget from J$368,000 in 1979 to J$4.6 million in 1984, it still represents only 1.08% of the total budget. In addition to a lack of proper maintenance, vandalism of schools and equipment is a common problem at many primary schools. The Project has proposed inputs to address this problem, i.e., technical assistance and training for community involvement in security and maintenance systems. USAID will also require covenants in the Project Agreement for improved financial commitments for security and maintenance and GOJ commitment to involving local communities in school maintenance and security systems.

The provision of high quality primary education, however, goes beyond maintenance and security measures adopted with local community participation. Besides helping provide supplementary financial assistance to MOE contributions, local communities can assist in restoring national pride in the primary education system by active participation in enrichment activities (e.g. building sports and culture programs, adding books to local libraries). A tradition exists for this kind of community participation, so cultural feasibility exists for renewed efforts to revitalize community/school participation. The Community Participation component, therefore, will build upon this culturally acceptable approach and restore it to its rightful place as an integral ingredient in the provision of high quality primary education in Jamaica.

4. Impact

In helping Jamaica to achieve a sustained and equitable growth pattern in the political, economic, and social spheres of activity, the role of primary education is significant and vital. Until the primary education system is uniform in high quality between urban and rural areas, and affordable to all segments of the society, equality of opportunity cannot become a reality. Developing nations like Jamaica are increasingly aware of the high role that quality universal primary education plays in national prosperity and harmony, and are devoting increased attention to quantitative and qualitative improvements.

Evidence exists that GOJ internal financial and human resources are adequate to achieve the Project's objectives, but sustainability of activities to be funded by AID under the Project after U.S. contributions end, remains an issue. Certainly an improved MOE planning capability will exist, as will a system through which millions of textbooks will have been provided where few existed before. Nevertheless, books are "consumed" and trained personnel move on. In the course of project implementation, therefore, discussions with GOJ Personnel will be conducted to assure that these activities are accorded a priority that will prevent the benefits of the Project from disipating and disappearing after the Project ends. An improved school facilities and maintenance program will positively and significantly affect thousands of Jamaican youth. The proposed Project is viable, necessary, and financially and technically feasible.

5. Women in Development Concerns

The Country Development Strategy Statement for FY 1986 states that "USAID/J recognizes that it has a responsibility to give special attention to the needs of women ... Out of (its) experience, USAID/J has discarded the concept of "women's programming" and reemphasized the approach that a concern for issues relating to women must be a part of all regular programs."

Unlike most developing countries, in Jamaica females universally receive more education than males. Approximately one-half of the children who begin primary education are female, and women tend to go further with their education. In fact, the majority of students continuing high school and college education are women.

While these statistics are encouraging, it is also true that recent data show that at the end of 1982, approximately 65% of the female labor force fell into three categories:

- service occupations;
- self-employed and independent occupations; and
- clerical and sales occupations. These groups also account for the highest unemployment rate. These figures would seem to indicate that less educated women need more and better training to become economically productive.

Other groups that would be affected by the proposed project are the teachers and principals in the primary schools throughout the island. Statistics show that of a total 4,204 primary teachers in 14 parishes, 3,807 are female; of 273 principals, 176 are female; and of 128 vice-principals, 126 are female.

In view of the above, the proposed Primary Education Assistance Project would have a positive effect on the female population of Jamaica.

E. Institutional Analysis

1. Primary School Construction/Renovation

The Projects, Construction and Maintenance Division (PCMD) of the Ministry of Education will carry out the renovation and refurbishing activities. The PCMD is comprised of the following six units:

Projects Branch
Architectural Branch
Buildings & Maintenance Branch
Financial Branch
Procurement Branch
Site Acquisition Branch

The Division has responsibility for construction, remodeling and equipping of all MOE schools; coordination with other GOJ organizations; coordination with international donors and the maintenance of financial records for such donors; contract negotiation; and training.

The staff of the PCMD consists of some 100 people. The Projects Branch, which will manage this activity, consists of some forty people including twenty Assistant Building Managers. The Project Manager will be the present Chief of the Building and Maintenance Branch. He is well qualified to manage this project both by virtue of his technical training and his past experience.

The renovation work to be managed by the PCMD consists of final design, preparation of bid documents, solicitation of tenders, awarding of contracts, supervision of construction and final acceptance. Previously, the PCMD has carried out all of these functions on similar projects. Thus, the PCMD will bring considerable experience to their overview function on this project. The PCMD is weak in the Quantity Surveyor discipline in that it does not have a fully qualified Q.S. In view of the burden of cost analysis in reviewing bidding documents for approval and payment claims of some 30 contractors, the Project will call for a full-time Quantity Surveyor (QS) to assist the PCMD for two years. This local hire Q.S. will supervise the work of the Quantity Surveyors employed by the A&E's to estimate the line item cost of the renovations planned for each school. In order that the Q.S. and the Project Manager can successfully carry out their duties, three four wheel drive vehicles will be purchased using project funds.

For a project component with as much contracting as contemplated here - possibly 15 to 20 A/E contracts and 30 construction contracts - a close look at the approval steps and procedure is essential. In the interests of rapid disbursement, a fast track approach of engaging a group of A/E firms to proceed in parallel and clustering 5 schools in geographic proximity under one construction contract was established in the PID. The PID implementation schedule shows all construction to be completed by the first week of November 1986. The GOJ bureaucratic procedure in reaching a construction start should be considered in light of the PID's proposed implementation schedule.

The GOJ approval procedure which the MOE must follow is as follows:

> For contracts less than J$150,000 - Approval and contract execution by the Director of PCMD.
>
> For contracts exceeding J$150,000 but not exceeding J$750,000, approval is by an inter-ministerial contracts committee and is executed by the Minister.
>
> For contracts in excess of J$750,000, approval is by the inter-ministerial contracts committee, then the Ministry of Finance and finally by the Cabinet. The approved contract then goes back to the Ministry of Finance before being returned to the MOE where it is executed by the Minister.
>
> USAID approvals will also be necessary preferably in the final draft stage prior to submittal to the final approving authority in the MOE in the various categories. For example, prior to Director of PCMD and prior to the CAAC (inter-ministerial contracts committee).

With the ongoing workload of the PCMD and USAID experience with these procedures in other projects, it seems overly optimistic for construction to be completed by November 1986. Assistance from a contract Q.S. and an expatriate Project Management Advisor will be helpful in expediting approvals within the MOE but not in eliminating the necessary steps to reaching a construction start. It is therefore recommended that the implementation schedule be stretched out to reflect the approval constraints, as shown in Annex K..

2. Instructional Materials

The organizational structure within the MOE related to the provision of instructional materials reflects the approach the Ministry has taken traditionally to this activity. Because it has relied heavily upon the private sector to write and

publish basic textbooks, especially in mathematics, science, and social studies, it has not created permanent positions to cover these functions. Instead, it has provided several positions of a general nature to supervise distribution and perform other administrative duties. Thus, a Publications Section has been staffed by only two persons, a director and a person designated as a textbook writer. In addition, a Senior Education Officer (Research) is available to work on evaluation matters. Outside the Publications Section, a Project Officer in Primary Education supervises a staff of approximately 18 persons who are currently reviewing and revising science and social studies instructional materials developed under the World Bank III project. Earlier efforts included task forces to develop basic language arts materials, but once these materials were produced the teams were disbanded.

In view of the MOE's policy to continue the textbook program by using presently available textbooks and having them printed and distributed by a local newspaper publishing firm, the institutional capability to perform these functions is adequate. Should the MOE at a later time determine that it wants to assume more responsibility for the writing, publishing, distributing, and evaluation of instructional materials then it will have to make provision for additional professional staff.

The AID provision of a long term contract project manager and short term technical advisors to perform specific instructional materials training functions is considered to be administratively feasible.

3. Community Participation

The Ministry of Education currently does not have a clear policy and implementing instructions covering community/school relations. The Education Code prescribes the establishment of local school boards for each school in the nation, but provides no central funding for their operation. Parish Members of Parliament generally nominate the members of the local school board to the Minister of Education, who generally endorses the nominations. The MOE reports that the majority of local school boards consist of at least one member of the clergy (usually the President of the Board), the school principal, local businessmen, a PTA member, and one or two teachers.

Overall responsibility for monitoring the activity of the school boards rests with the Chief Education Officer of the MOE, but it is expected that the regionally based Territorial Education Officers will provide regular advisory services to the local boards. In fact, the key MOE institutional official in community/school relations is the local primary school principal. The quality and effectiveness of individual programs seems to be significantly correlated to the interest, effort, and abilities of the principal.

The provisions of AID assistance, therefore, is designed to provide the principal, the local school board, and the Territorial Education Officers with knowledge, skills, and financial resources to develop effective community school relations at the local level. No attempt will be made to encourage the MOE to add additional staff at the national level to oversee this function. The difficulty of getting new positions established and funded, and the recurrent cost implications of this approach, mitigate against this action.

Instead, AID will provide the periodic services of a short-term advisor over the life of the project to help develop a national approach and local action plans for effective community/school participation. Initially the advisor will spend three months helping develop these activities, and return once each year for the remaining two years of the project (one month each) for follow up services.

Since institutional financial resources are also very limited for this activity, AID will provide funds to help institutional development efforts, such as workshops on the principles and practices of community/school relations, local fund raising activities (e.g. matching grants), and participant training grants to the U.S. to observe relevant programs and acquire understandings and skills for use in Jamaica.

These efforts should result in an improved institutional capacity to operate, expand, and improve community/school relations.

F. Environmental Consideration

An Initial Environmental Examination was conducted at the PID stage with a Negative Determination recommended. Chief Environmental Officer, James S. Hester, issued a Threshold Decision July 16, 1985 concurring in the IEE recommendation. No further environmental procedure is required. (See Annex L. for Threshold Decision).

V. IMPLEMENTATION ARRANGEMENTS

A. Administrative Arrangements

1. MOE

Overall implementation of this Project will be the responsibility of the MOE's Projects, Construction, and Maintenance Division (PCMD). The division is responsible for the construction of new schools, the extension, improvement and maintenance of existing schools, and for the provision of equipment to all schools. In addition, it is responsible for all projects financed by external agencies through its Director of Projects. The PCMD will coordinate all Project activities with the relevant other MOE division, such as the School Services Division, the Educational Operations Division, the Planning and Development Division, and the Educational Operations Division. As required, the Finance Division and the Personnel and Management Services Division will be involved in project implementation.

The PCMD will be assisted in the implementation of the Project by a long-term foreign advisor, who will provide the Director of the PCMD with specific guidance relative to AID construction and procurement procedures. He will also assist the PCMD Director in coordinating the financial, technical, and equipment requirements of the Project with the other MOE implementation divisions and AID. Finally, he will assist the PCMD to coordinate the input of all other technical assistance and participant training through the proposed institutional contract awarded for the provision of these services.

2. USAID

USAID implementation responsibility will be shared by two offices: the office of Engineering, Energy, and Environment will be responsible for the school Construction/Renovation component, and the office of Education and Human Resources Development will be responsible for the Instructional Materials and Community/School Participation components. Additional mission support will be provided by other USAID offices as appropriate (e.g., office of Project Development Support, office of Contract Management, and office of the Controller.

3. Project Monitoring

A distinction should be made between monitoring and evaluation in the implementation of PEAP. As used here, monitoring is the systematic tracking of project inputs and activites to determine whether the Project has sufficient resources on a timely basis to meet project objectives. Regular monitoring also identifies implementation problems and provides guidance for their solution. Evaluation, on the other

hand, is a formal process to analyze and assess the performance and results of projects based upon defining specific objectives and developing quantitative indicators of progress toward these objectives. It seeks to determine whether actual results vary from these anticipated when project activities were undertaken. (See V. E. for the Evaluation Plan details.)

In PEAP, monitoring will be a regular function of appropriate MOE and USAID project officers, and for each of the three major components of the Project a summary quarterly progress report will be prepared. The format will be mutually determined by USAID (project officer, OEHR) and MOE (Projects Director, PCMD) and the content will include specific tasks for the reporting period, accomplishments, problems encountered and recommended solutions, and specific tasks for the subsequent quarter. These reports will be compatible with the Mission's semi-annual reporting requirements to AID/W. The report will be submitted via the PCMD Director to the USAID project officer for comment and approval. It is anticipated that a formal meeting will be conducted with appropriate representatives of USAID and MOE to review progress and jointly plan solutions to problems encountered.

B. Implementation Plan

This section of the project paper contains a description of the general implementation plans for each component of the Project. Annex K contains tables showing the specific tasks to be performed, by component, by project year, and by project quarter.

1. School Construction/Renovation

Preliminary design activities have already been carried out for the initial 45 schools to establish firm cost estimates for project design and to allow rapid initiation of project funded activities. Design activities for these 45 schools will begin the first quarter of FY-86 under a limited scope grant agreement with the MOE. This procedure will avoid loss of project momentum during the PP approval, project authorization, and CP compliance period. Award by the MOE of the design and supervision of construction contracts for the remaining 104 schools will begin in the second quarter of FY-86 using project funding and continue through the end of the fiscal year.

Construction activities will actually begin in early CY-86 and continue through the first two years of the Project.

2. Instructional Materials

In addition to providing annual contributions over the next three years for the printing and distribution of the textbooks and teachers' guides, the major activities to be implemented in the instructional materials component are concerned with selecting supplementary instructional materials (e.g., maps, rulers, clocks) for the teachers' kits and providing technical advisory services to the MOE to design a cost-effective system for the continuation of the textbook program after other donor assistance ends.

Early in the Project's life an MOE coordinator must be selected to provide overall supervision of this component. Next, the MOE should name a committee and develop procedures for selecting specific items for the teachers' kits and ordering them by the end of the second quarter of the Project. Distribution nationwide should be completed by the beginning of the school year 1986/87 (September 1986).

The final activity of this component is periodic short term technical advisory services to the MOE to help develop a cost-effective system for the long term continuation of the instructional materials program. UNESCO has indicated that it will provide advisory services in this area, but the timing of these services has not been determined. In view of the importance AID attaches to the establishment of a long term program for the continuing production of primary school textbooks on a cost effective basis, the Project will provide the advisory services of a three person team of experts in educational planning, textbooks, and finance to help develop this program. Initially, the team will work for three months to review the current program, design and conduct a study of alternative approaches, and submit recommendations for an appropriate system. Follow up services will be provided for a month each year during the reamining two years of the Project. In subsequent years the consultants will provide follow-up services for one month each year during the remainder of the Project.

3. Community Participation

The implementation plan for this component will extend throughout the three year life of the project. The major objective is to develop effective community/school action plans that contribute to school maintenance, security, and qualitative improvements in the primary education system.

To reach this objective, the periodic short term consultant services of a U.S. contract advisor will be provided. He will help draft policy and procedure documents, prepare materials for in service workshops for Territorial Education Officers, school principals and staff, and community leaders, conduct the workshops, and assist local groups to develop specific action plans. Another major implementation activity will be developing and executing a participant training plan under which approximately 100 TEO's, principals, teachers, and community leaders will be sent on short term observation trips to the U.S. to observe local school boards, PTAs, and other community groups involved in local primary education activities.

The most important implementation activity will be the development, execution, and revision of specific local community/school action plans. This activity will require the combined efforts and cooperation of MOE officials, Territorial Education Officers, school staff, and community leaders.

C. Procurement Procedures

The proposed Project anticipates approximately US$975 of off-shore procurement and US$9.1 million of local procurement for goods and services. Off-shore procurement will consist of technical assistance, participant training, and commodity support (e.g. vehicles, computer, and instructional equipment not locally available). Local procurement will include professional and technical services (e.g., quantity surveyor, A&E services, researchers, and instructors), construction services, school sanitary and maintenance equipment, school furniture, and publication costs.

It is contemplated that off-shore services and commodities and all local procurement will be by HC procurement procedures, and that host country procurement will follow established AID procedures and be conducted by the MOE Office of Projects under the PCMD.

The AID funded U.S. contract Project Management Adviser will advise the MOE on procurement matters and monitor PCMD activities in this area. Further guidance will be provided by the USAID Project Officers (OEEE and OEHRD), the Mission Contract Officer, and the Mission Controller, as required. Detailed procurement planning will precede all procurement activities. A preliminary list of commodities needed in this Project has been included in the descriptions of each project component and in Annex J, but this list is subject to change based upon the recommendations of MOE personnel and U.S. technical advisors during the implementation of the project.

The AID host country contracting procedures set forth in AID Handbook II, Chapter 1, 2 and 3 shall be followed as appropriate. Where applicable, the AID rules of procurement established for local cost financing in Chapter 18, of AID Handbook 1B shall be followed.

1. School Construction and Renovation

Host Country Contracting for goods and services will be utilized on this Project in order to lessen direct USAID staff requirements and to facilitate the institution building benefits that flow from the MOE carrying out the implementation. The construction and renovation component will have the bulk of the contracts contemplated under the Project. The 150 schools will require designs, specifications, and bidding documents preparation services, as well as construction services. Preliminary design and cost estimates for the first 45 schools have already been carried out by A/E consultants under direct A.I.D. purchase order arrangements funded from PD&S resources. In order that this implementation momentum may be maintained without the delays associated with PP approval, PROAG preparation and processing, and CP compliance, it is planned to initiate the final designs and bid document preparation for the first 45 schools through a pre-authorization limited scope grant agreement, also utilizing PD&S funds.

The A/E services for the preliminary and final designs, etc., of the 105 remaining schools will be awarded through competitive procedures meeting AID standards of AID, Handbook 1B, Chapter 18, "Local Cost Financing".

Implementation of the procurement of A/E services for the 105 schools will involve the following procedures:

- Preparation of a public notice soliciting expressions of interest;
- Preparation of a Request For Proposals (RFP) which would include submittal of qualifications with the proposals;
- Distribution of RFPs to those responding to the public notice;
- Receipt and evaluation of proposals by an MOE committee;
- Negotiation of contracts with A/E firms.

Efficiency in project implementation will be served by geographically clustering the schools, possibly in groups of five, for letting under a single construction contract. Since the A/Es will be supervising the construction of the schools they design, the cluster arrangement will be applicable to both design and construction contracts. The public notice will spell out this arrangement and identify the schools in each cluster; the expressions of interest will allow the A/Es to identify the clusters for which they wish to compete. The A/Es contracted to do the first 45 schools will not be precluded from competing for work on the 105 schools. This should allow enough flexibility in contracting for all of the A/E services to provide for a relatively smooth flow of documentation for the approval process consistent with the implementation schedule. Depending upon the A/E responses, we could have as few as 12-15 A/E contracts or as many as perhaps 20.

The GOJ review and approval process for contracts, mentioned earlier, will play a significant part in the flow of documentation approvals and construction starts. It is expected that the Project Management Advisor will be heavily engaged in expediting that process.

For the 30 construction contracts, it will be appropriate to conduct a prequalification exercise to establish a list of qualified (and thus responsible) bidders. This should be done before bid packages reach the approval stage. Experience with the Health Management Improvement Project indicates that this GOJ approach to identification of contractors is a time consuming and not very satisfactory method. Reaching all of the potential construction contractors for prequalification remains a problem as public notice by way of a Gleaner advertisement will not likely draw response from the hinterland where many of the schools are located. It may be possible for the A/Es to "spread the word" in the local communities during design activities while on site.

In carrying out host country construction procurement in accordance with the standards of AID, Handbook 1B, Chapter 18, "Local Cost Financing," is proposed to invite at least three bidders from the near vicinity of the worksite to bid for each contract. The bidder with the most advantageous offer will get the award. For the 150 schools and 5 school clusters, 30 construction contracts are contemplated. Construction will proceed regardless of the schedule for classes. MOE representatives indicate that the principal will adjust classroom instruction to accommodate the construction work which is considered to have priority. This is not a new practice with the MOE.

Inspection and construction control will be carried out by the respective A/Es with overview by PCMD regional and headquarters staff as appropriate. The PMA will also be heavily involved in this aspect of project implementation.

It is contemplated that contractor's claims for payment will be processed by the PCMD for payment by the MOE. MOE claims for reimbursement will have a breakdown of amounts claimed under each contract. USAID review for approval of MOE reimbursement claims by the Mission's Office of Engineering, Environment, and Engery (OEEE) will be based primarily on PMA verifications of satisfactory work together with random on-site inspections by OEEE staff.

Project implementation will be either expedited or constrained by the extent to which USAID exercises its rights of prior approvals. With the estimated cost of A/E work per school at US$5,700, the typical A/E contract for a 5 school cluster will cost about US$28,500 and therefore do not require mandatory A.I.D. approval. The typical 5 school cluster construction contract will be over US$200,000 and thus must be approved by A.I.D. for financing. In order that A.I.D.'s interests may be protected, the early A/E contracts should be reviewed for acceptance by USAID and approved upon execution to establish the acceptable documentation. Once the procedure is mastered by the MOE, the reviews prior to contract execution could be dispensed with. The PMA can be instrumental in achieving this result.

With respect to the construction contracts, review of bid documents prior to release for bidding will be essential to USAID post execution approvals. Some time may be saved if more than one contract at a time is processed through the GOJ approval process. However, this will depend upon being able to mobilize the A/Es with simultaneous deadlines for submittals. Again, the PMA will play a large role in accomplishing this efficiency.

2. Instructional Materials and School Equipment

The Project's contribution to the MOE's textbook program will be made on an annual basis over the life of the Project along with that of the other donors and Jamaican private sector firms. In order to actually procure and distribute the textbooks, the MOE will develop the request for proposals which will be distributed to all interested parties. Bids will be received and evaluated and award made on a competitive basis under HC contracting procedures.

Specifications for the teachers supplementary instructional materials kits will be developed by the MOE and procured locally during the first year of the Project.

The MOE has developed general specifications for the school furniture required in the schools to be rehabilitated. Specific requirements will be identified as each rehabilitation plan is drawn up and procurement will be accomplished by the contractors by PCMD from local suppliers.

3. Technical Assistance and Training

Technical assistance requirements include four short term advisers (21 person/months) over three years for the instructional materials and community participation components.

Participant training activities will be conducted over three years by sending annually one group of approximately 35 persons to visit U.S. local school districts for three weeks. (100 participants: 75 person/months).

It is anticipated that the MOE will procure technical services for the short term technical assistance and training activities for the Project through a US teachers college with a strong curriculum and community involvement orientation. Since the Community Participation component is a unique part of the Project, it is essential that the TA and training activities focus on the fostering the development of strong and positive relations between the local community and its primary schools. The lessons to be learned from various US schools will be valuable in this regard. The Mission has, therefore, encouraged the MOE to consider the feasibility of obtaining the ST/TA and participant training activities from an HBCU Teacher College with a strong community base.

D. Evaluation

USAID will place considerable emphasis upon the development of detailed implementation plans for each component of this project to ensure that specific objectives, means to reach the objectives, and close monitoring actions are present at all stages of implementation. Regular monitoring will contribute to the provision of necessary inputs and activities on a timely basis to reach project objectives, and will serve to identify problems early enough for remedial action to be effective.

To assist in this important function, USAID will provide the full-time contract services of two engineering specialists (one a U.S. engineer with long AID experience abroad, and one a qualified Jamaican engineer) to monitor the school construction/renovation component. With the assistance of the two USAID co-project implementation offices (Office of Engineering, Energy, and Environment and Office of Education and Human Resources Development), and the Mission Project Committee (composed of representatives from other appropriate USAID offices) sufficient professional supervisory assistance will be available to monitor this project. The Quarterly Mission Review of all divisions' activities is another mechanism to monitor the project.

In view of these monitoring provisions, USAID has decided that formal evaluations using outside specialists are not required.

E. Conditions, Covenants, and Negotiating Status

1. Negotiating Status

The Project has been developed in close coordination with the Government. Earlier this year a meeting was held with senior officials of the Government regarding several areas of interest to AID and the GOJ. Out of these discussions came the identification of specific project areas which AID agreed to explore in more detail with the relevant ministries and implementing institutions. In this particular case, discussions with the MOE led to definition of the Project as described in the PID. Subsequently, the Mission contracted PP development team and the Education and Human Resources and Project Development and Support Offices carried out detailed discussions with the MOE regarding specifics of the Project as presented in this PP. Out of these discussions came additional information required to carry out the project analyses, suggestions from the consulants and the MOE with regard to the focus and scope of the Project, and endorsement by the MOE of the final project design as presented elsewhere in this PP.

The Mission, therefore, has reached agreement with the MOE on the composition, funding levels, and implementing arrangements described herein. The conditions and terms of the proposed Project Agreement and the covenants described below have also been fully discussed with the Government, and there is no disagreement in this regard.

2. Conditions and Covenants

During project development, no additional conditions were identified as being required beyond the standard legal opinion and designation of project representatives. The following covenants, however, have been included given the importance of the continuation of the textbook program beyond the life of the Project and requirement for adequate maintenance to be carried out on the primary schools.

Continuation of Textbook Program. The Government of Jamaica covenants to continue the textbook program commenced under this Project for all primary schools after completion of the Project and, except as AID may otherwise agree in writing, to furnish to AID by December 31, 1986, in form and substance satisfactory to AID, a commitment that adequate budget resources shall be sought, allocated and made available for such a purpose after completion of the Project, and that it will continue the present level in each financial year through the PACD and thereafter assure that it continues at a level sufficient to maintain the full effectiveness of the program.

Program of Maintenance and Vandalism Protection. The Government of Jamaica covenants to develop and carry out a program to maintain all primary schools and to prevent vandalism at all primary schools as well as those schools involved in the Project. These programs shall be the subject of written plans, including budget projections, in form and substance satisfactory to AID, to be furnished to AID no later than December 31, 1986 except as AID may otherwise agree in writing.

Department of State

OUTGOING TELEGRAM

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ORIGIN AID-00

ORIGIN OFFICE LADR-03
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GCLA-03 GCFL-01 CHGT-02 CTR-02 STPO-01 SAST-01 RELO-01
MAST-01 LACA-03 /031 A3

INFO LOG-00 EB-08 ARA-03 L-03 /011 R

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AID/PPC/PB:JWEDER (DRAFT) AID/LAC/CAR:JTUCKER (DRAFT)
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TAGS:
SUBJECT: PRIMARY EDUCATION ASSISTANCE PROJECT 532-0126

THE DACC REVIEWED AND APPROVED THE SUBJECT PID ON JUNE 28' THE FOLLOWING GUIDANCE IS PROVIDED TO ASSIST IN THE DEVELOPMENT OF THE PROJECT PAPER.

1. OTHER DONOR ACTIVITY. GIVEN THE LARGE NUMBER OF INTERNATIONAL DONORS PROVIDING ASSISTANCE IN THE EDUCATION SECTOR IN JAMAICA, THE PP SHOULD PROVIDE A DISCUSSION OF THESE PROGRAMS, THEIR RELATIONSHIP TO IDENTIFIED NEEDS IN THE SECTOR, AND HOW THE PROPOSED USAID PROJECT WILL MESH WITH OTHER PROGRAM ASSISTANCE.

2. END OF PROJECT INDICATORS. THE PID DOES NOT ADEQUATELY DESCRIBE THOSE IMPROVEMENTS WHICH SHOULD BE EXPECTED AT PROJECT'S END. EVEN THE LOG-FRAME INDICATORS ARE IN TERMS OF QUOTE OUTPUTS UNQUOTE RATHER THAN QUOTE PURPOSE UNQUOTE. THE PP SHOULD INCLUDE SUCH END OF PROJECT INDICATORS AS: REDUCTION IN DROP-OUT RATE; REDUCTION IN REPETITION RATE; IMPROVED ATTENDANCE; AND MOST IMPORTANTLY, IMPROVED PERFORMANCE AS MEASURED BY, FOR EXAMPLE, STANDARDIZED TESTS. BASE LINE DATA ON

THESE ITEMS SHOULD BE OBTAINED SO THAT SUBSEQUENT EVALUATIONS CAN INDICATE PROGRESS.

3. GOJ COMMITMENT. IT IS CRITICAL THAT THE MISSION OBTAIN A FORMAL GOJ COMMITMENT FOR (A) CONTINUATION OF THE TEXTBOOK PROGRAM FOR ALL PRIMARY SCHOOLS AFTER PROJECT COMPLETION; AND (B) DEVELOPING AND CARRYING OUT AN ADEQUATE PROGRAM TO MAINTAIN AND PREVENT VANDALISM AT ALL SCHOOLS (NOT JUST THOSE INVOLVED IN THE PROJECT)' THESE COMMITMENTS SHOULD BE EXPRESSLY INCORPORATED INTO THE PROJECT AGREEMENT BY COVENANTS AND/OR CONDITIONS PRECEDENT' AND SHOULD BE BACKED BY MISSION ANALYSIS INDICATING ADEQUATE GOJ PLANNING AND RESOURCES TO SUPPORT A JUDGMENT THAT GOJ WAS WILLING AND ABLE TO CARRY OUT COMMITMENTS. THESE COMMITMENTS ARE CRITICAL BASES TO OUR APPROVAL OF THE PID. WITHOUT THEM, THE PROJECT, AS NOW CONSTITUTED, SHOULD NOT BE AUTHORIZED. POSSIBLE MECHANISMS WHICH THE MISSION SHOULD EXPLORE INCLUDE: (1) COVENANT THAT SOME PERCENT OF THE MOE BUDGET WILL BE ALLOCATED FOR MAINTENANCE' (IF THE AGREEMENT WITH THE IDB OR OTHER EXTERNAL DONOR CONTAINS A MAINTENANCE COVENANT,

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THE PP SHOULD DESCRIBE THE PROVISION AND DISCUSS WHETHER OR NOT IT HAS BEEN EFFECTIVE IN UPGRADING MAINTENANCE SERVICES.) THE MISSION MAY WANT TO CONSIDER PHASING RENOVATION ACTIVITIES, (E.G. INTO THREE GROUPS OF 50 SCHOOLS)' AND CONDITION DISBURSEMENT FOR THE SECOND AND THIRD GROUPS OF SCHOOLS UPON A CERTAIN LEVEL OF GOJ EXPENDITURES FOR MAINTENANCE HAVING TAKEN PLACE. THIS COULD BE USED AS LEVERAGE TO GET MAINTENANCE WHICH WOULD ENCOMPASS THE ENTIRE PRIMARY SCHOOL SYSTEM; (2) A COMMUNITY PARTICIPATION PROGRAM MIGHT OFFER AN ADDITIONAL SOURCE OF MAINTENANCE AND SECURITY SERVICES. THE MISSION COULD EXPLORE THE FEASIBILITY OF HIRING LOCAL ARTISANS AND SECURITY GUARDS, AND A FUNDING MECHANISM FOR SUCH AN ARRANGEMENT.

4. THE USAID ENGINEER, IN CONSULTATION WITH THE REGIONAL LEGAL ADVISOR, SHOULD DETERMINE IF REASONABLY FIRM ESTIMATES OF TOTAL RENOVATION COSTS FOR 150 SCHOOLS CAN BE MADE FROM THE PRELIMINARY DESIGN ESTIMATES OF SOME PORTION (E.G. 45) OF THESE SCHOOLS, OR WHETHER ALTERNATIVE OBLIGATING ARRANGEMENTS SHOULD BE MADE PENDING COMPLETION OF FIRM COST ESTIMATES FOR ALL SCHOOLS.

5. AID/W RECOGNIZES THAT THIS PROJECT IS PROPOSED AS A SEPTEMBER OBLIGATION.

6. MISSION'S REQUEST FOR ALL GRANT FUNDING OF PROJECT IS STILL UNDER REVIEW. WE WILL ADVISE AT EARLIEST DATE POSSIBLE. WHITEHEAD

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PRIMARY EDUCATION ASSISTANCE PROJECT

Log Frame Matrix

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
GOAL: To achieve an appropriately sized and structured primary education program to be consistent with the long term structural change and economic recovery program	Increased GNP	1. Official GOJ reports 2. Official reports of international organizations (IMF, WB, OAS)	1. Stability of policital institution 2. Favourable business investment climate 3. Economy expands to graduates
PURPOSE: To improve the quality and efficiency of Jamaica's primary education system.	1. Budgets of GOJ/MOE adequate to achieve project purpose 2. Attendance, achievement, and graduation rates increase	1. GOJ/MOE budget analysis analysis 2. MOE and local school records	1. Primary education remains a high priority of GOJ 2. Proviion of better physical facilities, supporting services, trained personnel, and appropriate teaching/learning materials contribute significantly to coverage and quality of primary education

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
ND OF PROJECT STATUS:			
. Primary education physical facilities are upgraded to provide increased access and an appropriate learning environment for primary school pupils & staff. Maintenance system developed and installed.	1. 150 primary schools renovated and in use	Site Visits/Engineer Reports	AID funds made available and A&E contracts let on timely basis
	2. Staff trained and in-country seminars conducted	PIO/P's issued Site Visits	Qualified participants available
	3. Improved Maintenance procedures established	SOP on Maintenance Published	Qualified TA available and contracted on schedule
. Sufficient qualtities of basic textbooks and teachers' guides are available to all primary school pupils.	1. Approx. 7.8 M textbooks and 2.3 M Teacher's Guides printed and distributed	Printer Reports Site Visits/Observation	Funds from Private Sector, GOJ and other donors available as scheduled
	2. Science and Social Studies textbooks developed and printed		
. Number of active community/school committees increase.	Lists of c/s committees	MOE records	Community interest exists in school activities, maintenance and security
. Professional staff quality improved through short-term observation trips to U.S. primary schools and through collaboration with U.S. technical advisors.	100 orientation visits of school administrators staff and community leaders	Review of contract with HBCU or other contractor PIO/P's processed	Community interest exists in school activities, maintenance and security

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
5. Attendance rates in 1988 improve by 10% over 1985.	School attendance statistics	MOE reports	Project inputs are available on a timely basis
6. Achievement rates in language arts, mathematics, science, and social studies increase substantially.	Results of standard achievement tests	MOE reports	Textbooks, Teachers Guides, and supplementary instructional materials are available
OUTPUTS:			
1. SCHOOL RENOVATIONS/REFURBISHING	1. Budget allocations of MOE	1. Site visits	MOE provides counterpart personnel and services on a timely basis
a) 150 primary schools upgraded to serve 67,000 pupils	2. Contracts with private A & E firms	1. Observation of performance and personnel efficiency reports of MOE	
b) MOE projects, construction, and maintenance staff trained			
2. TEXTBOOKS & TEACHERS GUIDES	1. Materials are printed and distributed to schools	1. Site visits to warehouse and individual schools	1. GOJ, Other Donors, and Jamaican private sector provide counterpart funds on a timely basis.
a) Approximately 7.8 million textbooks and teachers guides printed and distributed (Math & Language Arts - Grades 1 - 6	2. Materials are being used by pupils and teachers	2. Official reports of printer, MOE & USAID	2. Printing and distribution schedules maintained.

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
b) Approximately 2.3 million textbooks & teachers guides printed and distributed (Science and Social Studies, Grades 1 - 6)			
PROFESSIONAL PERSONNEL TRAINING PROGRAMS & IN-COUNTRY SEMINARS			
a) Administrators, supervisor, and teachers trained through short-term observation trips to U.S.		1. PIP/Ps processed	MOE selects, releases, and funds participants on a timely basis
		2. Participants' interviews and written trip reports	
b) Local community school participation seminars		3. Seminars conducted by participants for school commitees	Community interest in school development, security and maintenance
UTS:			
School Renovations/Refurbishing			
a) Short-term technical advisory services to develop school status and maintenance system	1. Maintenance manual 2. SOP re school facilities and maintenance in published form	Observation of printed manual manual and SOP documents	Qualified T.A. services are funded by AID and available when needed
b) USAID technical review services by Office of Engineering, Energy & Environment	1. Office of Engineering, Energy & Environment	USAID reports	

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
c) Funds for renovations/ refurbishment			Funds are provided by AID on a timely basis
2. Textbook Program			
a) Printing costs (U.S. $750)	USAID budgets	USAID records and reports	AID funds are avaiable
b) Short-term T.A. for textbook production, distribution, & utilization system, including research & evaluation.	USAID budgets and obligating documents		Qualified T.A. consultants are provided when needed
3. Other			
a) Long-term T.A. (PSC contractor) to administer PEAP.	T.A. contracted	USAID records and reports	Qualified T.A. provided when needed

PRIMARY EDUCATION ASSISTANCE PROJECT

STATUTORY CHECKLIST

5C(2) PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A. includes criteria applicable to all projects. Part B. applies to projects funded from specific sources only: B.1. applies to all projects funded with Development Assistance Funds, B.2. applies to projects funded with Development Assistance loans, and B.3. applies to projects funded from ESF.

CROSS REFERENCES:	IS COUNTRY CHECKLIST UP TO DATE?	YES
	HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT?	YES

A. GENERAL CRITERIA FOR PROJECT

1. FY 1982 Appropriation Act Sec. 523; FAA Sec. 634A; Sec. 653(b).

(a) Describe how authorizing and appropriations committees of Senate and House have been or will be notified concerning the project;	Congressional Notification sent by AID in accordance with routine AID procedures.
(b) is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than $1 million over that amount)?	YES

2. FAA Sec. 611(a)(1). Prior to obligation in excess of $100,00, will there be

	(a) engineering, financial or other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?	YES
3.	FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?	No further legislative action is necessary within Jamaica.
4.	FAA Sec. 611(b); FY 1982 Appropriation Act Sec. 501. If for water or water-related land resource construction, has project met the standards and criteria as set forth in the Principles and Standards for Planning Water and Related Land Resources, dated October 25, 1973? (See AID Handbook 3 for new guidelines.)	N/A
5.	FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed $1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project?	YES. See Annex E. FAA, Section 611(e) certification signed by Mission Director.

6. FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.	No, although it will complement activities in primary education of other donors in Jamaica (e.g., IDB, IBRD, OAS, UNDP/UNESCO, Government of Canada).
7. FAA Sec. 601(a). Information and conclusions whether project will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; and (c) encourage development and use of cooperatives, and credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.	Project will indirectly affect these objectives by helping to produce better educated citizens and more technically prepared students through education in basic literacy and numeracy skills.
8. FAA Sec. 601(b). Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).	N/A

Sec. 612(b), 636(h); 1982 Appropriation Sec. 507. Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars.	The GOJ is required under the project to provide annual contributions to school maintenance and textbook production and distribution, as well as local costs for Jamaican counterpart personnel.
FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?	
11. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?	Yes, for school construction services, technical assistance and participant training activities.
12. FY 1982 Appropriation Act Sec. 521. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity?	N/A
13. FAA 118(c) and (d). Does the project comply with the environmental procedures set forth in AID Regulation 16? Does	YES

the project or program take into consideration the problem of the destruction of tropical forests?	N/A
14. FAA 121(d). If a Sahel project, has a determination been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of project funds (dollars or local currency generated therefrom)?	N/A

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(b), 111, 113, 281(a). Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and	All primary school children (350,000 pupils) will be affected by this project; parents will benefit from the provision of free basic textbooks; local labor will be used in the school construction/renovation activities, and in producing local school furnishings.

:herwise encourage emocratic private and .ocal governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries?	Women will be participating extensively as pupils, professional staff, and as administrators and supervisors in this primary education project.
b. FAA Sec. 103, 103A, 104, 105, 106. Does the project fit the criteria for the type of funds (functional account) being used?	YES
c. FAA Sec. 107. Is emphasis on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?	YES
d. FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activitiy with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)?	YES

e. FAA Sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to Congress been made, and efforts for other financing, or is the recipient country "relatively least developed"? (M.O. 1232.1 defined a capital project as "the construction, expansion, equipping or alteration of a physical facility or facilities financed by AID dollar assistance of not less than $100,000, including related advisory, managerial and training services, and not undertaken as part of a project of a predominantly technical assistance character.

NO. Grant capital assistance will be disbursed within 3 years.

f. FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?

YES. Project will improve the quality of primary education pupils, who upon graduation will either continue in higher level education programs, or enter labor force as better qualified to contribute to productive capacity and self-sustaining economic growth.

g. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage

The project is devoted to primary education improvement - in physical facilities upgrading, the provision of free basic textbooks to all 350,000 primary school pupils (thereby easing the financial burden on parents), supplementary instructional materials for teachers, and

institutional development; and supports civil education and training in skills required for effective participation in governmental processes esential to self-government.	improved local community/school participation activities (involving educators, parents, and community leaders) an educated citizenry is the best guarantee of participation in self-government.

Development Assistance Project Criteria (Loans Only)

a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan, at a reasonable rate of interest. — N/A

b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan? — N/A

c. ISDCA of 1981, Sec. 724 (c) and (d). If for Nicaragua, does the loan agreement require that the funds be used to the maximum extent possible for the private sector? Does the project provide for monitoring under FAA Sec. 624(g)? — N/A

3. Economic Support Fund Project Criteria

a. FAA Sec. 531(a). Will this assistance promote economic or political

stability? To the extent possible, does it reflect the policy directions of FAA Section 102?	YES
b. FAA Sec. 531(c). Will assistance under this chapter be used for military, or paramilitary activities?	NO
c. FAA Sec. 534. Will ESF funds be used to finance the construction of the operation or maintenance of, or the supplying of fuel for, a nuclear facility? If so, has the President certified that such use of funds is indispensable to nonproliferation objectives?	N/A
d. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?	N/A

PRIMARY EDUCATION ASSISTANCE PROJECT

FAA, Section 611 (e)

FOREIGN ASSISTANCE ACT* SECTION 611(e) CERTIFICATION

Subject: Jamaica - Primary Education Assistance Project

I, WILLIAM R. JOSLIN, as Director of the United States Mission to Jamaica, having taken into account, among other things, the maintenance and utilization of projects in Jamaica previously financed or assisted by the United States, do hereby certify that, in my judgment, Jamaica has the capability, both financial and human resources, to effectively maintain and utilize the Primary Education Assistance Education Project.

This judgment is based upon the record of implementation of AID-financed projects in Jamaica and the results of the consultation undertaken during review of this new project.

William R. Joslin,
Director, USAID/Jamaica

Date August 27, 1985

* of 1961 as Amended

PRIMARY EDUCATION ASSISTANCE PROJECT

Economic Analysis

OUTLINE

1. Introduction

2. Economic Benefits

   a. Internal Efficiency Improvements

      i) increase in attendance rates
      ii) increase in academic achievement
      iii) benefits associated with improvements in internal efficiency

   b. External Efficiency Benefits

3. Project Costs

4. Economic Rate of Return

   a. Internal efficiency
   b. External efficiency

5. Results of Benefit-Cost Analysis

6. Distributional Inpact

7. Conclusion

- Introduction

The Primary Education Assistance Project (PEAP) seeks to improve the quality and efficiency of Jamaica's primary education system. The Project expects to accomplish this objective through four project activities, including 1) upgrading selected school facilities, 2) providing more adequate quantities and improved basic textbooks and teaching materials, 3) improving the capability of the MOE to collect, analyze, and use relevant educational data for the planning, management and implementation of effective primary education services, and 4) providing technical assistance and short-term training to administrators, teachers, supervisors and local community leaders to assist in the development of a program for community involvement in the primary school system.

The economic benefits associated with this project are numerous, but difficult to measure. The Project will generate at least two types of economic benefits. First, the project will improve the internal efficiency of the formal primary education system resulting in a reduction in the average cost per pupil completing primary schooling. While not a direct saving to the budget, the improvements in the internal efficiency of the system will allow the MOE to achieve better educational quality without incurring additional costs. Moreover, the project will reduce the need for costly remedial activities in secondary and vocational education.

Second, the project will generate substantial net public (as well as private) gains on the educational investment. Numerous economic studies have demonstrated the strong link between national educational achievement and the growth rate of national income. Access to quality primary education is known to enhance worker productivity, improve the quality of labor supply, educational mobility and later educational performance, reduce fertility rates, improve nutritional levels and raise the value of household production of goods and services.

The project is also expected to generate positive impacts on foreign exchange, employment and the distribution of income.

2. Economic Benefits

a. Internal Efficiency Improvements

Jamaica is in a prime position to benefit from this project. With a primary school enrollment rate of 96%, the school-age population has access to education at the primary level. The rapid expansion of the system and budgetary problems, however, have led to a striking and serious lack of quality.

Classrooms are ill-equipped, overcrowded and staffed with inadequately trained teachers. Many of the buildings are nearly derelict and textbooks and teaching materials are scarce or non-existent. Teachers and administrators suffer from inadequate support services from the MOE and the community. It is becoming ever more questionable whether primary school leavers are attaining the necessary skills for later participation in the changing, modernizing Jamaican economy.

The poor quality of the primary school system manifests itself in many ways. One symptom is its poor internal efficiency or the relationship between the amount of resources invested and the number of quality completers produced. In Jamaica, the repetition and drop out rates are relatively low, owing to a system of automatic promotion and rules that permit irregular attendance. Under these circumstances, the internal efficiency of the primary school system is good insofar as it takes about 6.34 instruction years to produce a successful primary school (sixth grade) completer. This measure of internal efficiency, however, masks the serious lack of quality. Nearly one of every two primary school leavers (and, therefore, secondary school entrants) is considered functionally illiterate. Moreover, there are high levels of absenteeism, particularly on Fridays and Mondays1/, and material is often repeated cutting the effective school week to four or fewer days. These inefficiencies represent a wastage of the scarce resources available for education in Jamaica. Hence, one likely set of project benefits will arise from any increase in attendance and literacy rates, while other marginal benefits can be expected from reductions in grade repetition and desertions.

i) Increase in attendance rates

In Jamaica, less than one-half of primary school children in towns and rural areas attend schools on Fridays. The Friday attendance figure for children in remote areas is only 20%. While these rates in part reflect obstacles to school attendance, such as seasonal needs for child labor

1/ See Table __, Percentage of Attendance by Geographic Area in Primary Schools.

especially in agriculture, the poor quality of academic instruction, lack of textbooks, and poor learning conditions are also responsible for poor attendance. Thus, if textbooks and improved physical conditions contribute to an increase in student attendance rates and a reduction of the already low repetition and desertion rates, a cost savings will result to the educational system as fewer student-years of education will be necessary to produce a literate primary school leaver. This potential savings represents a project benefit.

The relationship between primary school attendance on the one hand and access to textbooks, improved learning conditions, better educational planning and improved community involvement on the other hand, has not been documented. It appears reasonable that a richer classroom environment, better quality instruction and materials will motivate some students to stay in school longer. Other students, forced to prematurely end their primary education due to the need to work or other reasons, will not spend more years studying even if the quality of schooling is improved. In Jamaica, it is not known what proportion of the students who dropout or attend irregularly do so owing to factors internal to the school system.

ii) Increase in academic achievement

In Jamaica, about 50% of primary school leavers are literate. While the low rate of literacy of primary school leavers is related to a host of factors, the lack of textbooks and poor learning conditions are prime factors.

Recent research suggests that returns to quality improvements yield high economic returns. Mastery of basic skills in literacy and numeracy are crucial for individuals to be successful in agriculture and industrial occupations, and in the pursuit of studies at the secondary level. Of numerous possible interventions to improve instructional quality in primary schools, the provision of textbooks has been shown to have the largest impact on student achievement. Very little systematic study has been made of the relationship between physical conditions and academic achievement.

Evidence from many countries substantiates the achievement gains which result from the provision of textbooks. A World Bank Review of textbook studies[2/] concluded that:

> "From the evidence we have so far, the availability of books appears to be the single most consistently positive school factor in predicting academic achievement."

2/ S.P. Heyneman, J.P. Farrell, and M.A. Sepulveda-Stuardo, "Textbooks and Achievement: What We Know", Washington, D.C. World Bank Staff Working Paper No. 298, October 1978.

The review also suggested that academic achievement gains are the most important in countries at a relatively lower level of development. Improvements in achievement stemming from an incremental investment in educational materials were small where classrooms were abundantly supplied with materials. In LDC's, by contrast, the scarcity of instructional resources explains the large impact resulting from an introduction of textbooks, teacher training or equipment to the classroom.

iii) Benefits associated with improvements in internal efficiency

The difficulty with measuring the benefit associated with improvements in the internal efficiency of the Jamaican school system is that, while the direction of changes can be predicted, there is little information upon which to base a judgement about their magnitudes.

The Mission attempted an analysis of the project's impact based on several scenarios of likely changes in repetition and desertion rates and in attendance and academic achievement. Since the availability of educational materials, improved learning conditions, and institution building are only some of the factors influencing repetition and dropout rates and attendance and academic achievement, the most likely outcome of the project is to cause small changes in these variables. Three scenarios were analyzed, including:

i) a 10% reduction in repetition rates;

ii) a 10% reduction in dropout rates;

iii) a 20% increase in the rate of functional literacy of sixth grade completers.

The combined effect of 10% reductions in both the repetition and dropout rates on the number of instruction years necessary to produce a sixth grade completer was small (the number of instruction years declined from 6.34 to 6.29). In terms of costs, this implies a reduction in average cost per primary school completer of less than 1%. Much greater cost savings could be expected from a 20% increase in the rate of functional literacy of sixth grade completers, but it proved impossible to measure those savings.

Perhaps the most important economic benefit resulting from reduction in grade repetition and desertion and an increase in attendance and academic achievement is the difference in lifetime productivity between completers and non-completers. The project is expected to increase the number and quality of successful sixth grade completers who will be more easily trained, more productive and earn higher incomes in later life.

The Government of Jamaica does not collect information on wages. In the absence of hard wage information, the Mission attempted to construct some proxy information on the earning differential of primary school completers and non-completers. Unfortunately, conceptual and methodological concerns prevented the generation of any meaningful estimates. As a result, the Mission rejected attempts to quantify the monetary gains.

b. External Efficiency Benefits

A second set of project benefits result from improvements in the external efficiency of the primary school system. External efficiency relates the cost of educating primary students to the improvement in lifetime productivity a student can expect over a non-student. For this analysis, the external efficiency benefits are defined as the increase in lifetime productivity resulting from having access to printed materials, improved learning conditions and greater educational planning and community participation while in primary school. The impact of the project, through higher academic achievement rates, will enhance worker productivity.

Estimating the productivity gains associated with variation in instructional quality for schools in developing countries is difficult and has only recently attracted the serious interest of educational economists. A recent study analyzing the economic impact of teacher quality in Brazil3/, for example, showed that investments in quality yeilded a higher economic returns than investments in quantity.

To evaluate the economic benefit of improved productivity of individuals who will have access to the AID project, a value must be attached to the incremental annual earnings of a project beneficiary over a non-beneficiary. As outlined above, despite Mission attempts to develop estimates of the earnings differential between primary school completers and non-completers, no meaningful estimates could be developed. As a result, the economic analysis could not develop quantitative estimates of the project's economic benefits.

It is known, however, that ample scope for productivity gains to occur exists in Jamaica. Employers have expressed dissatisfaction with the deficient reading and computational skills of workers. Moreover, secondary school and vocational students have been described as being ill-prepared to pursue successfully higher level studies. Insofar as the proposed project will focus on improving the quality of primary education it will enhance the acquisition of basic literacy and numeracy skills. These skills in turn will enhance the trainability and

3/ Birdsull, N. and Behrman, J.R., "The Quality of Schooling", American Economic Review, Vol. 74, No. 1, December, 1983.

productivity of the Jamaican work force. As a result, substantial long-term benefits can be expected from this project as the quality of the supply of labor is improved and the level of structural unemployment is reduced.

c. Other Benefits and Impacts

i) Distributional Impact

The economic benefit-cost analysis presented in the preceeding section does not consider the effects of the project on income distribution in Jamaica. Although difficult to measure, the project does not appear to be income-neutral.

Under the project, textbooks will be distributed free of charge, and improved classrooms will be available regardless of income class. From what we know, the project should serve equity goals. The impact of textbooks on social achievement, for example, were greatest for those from lower socio-economic backgrounds, as well as those from rural areas.4/ Since Jamaicans from upper socioeconomic backgrounds tend to send their children to private preparatory schools, the improvement in learning conditions can only assist the academic achievement of the middle and lower classes.

Based on this evidence, it would appear that school children from disadvantaged backgrounds will be the primary beneficiaries of the project.

d. Linkages to the Economic Development Growth Process

The proposed project will have several positive effects on the overall rate of growth and development in the economy. These effects, though marginal, are not insignificant; they are the immediate direct and indirect linkages to the economic development growth process.

The first type of linkage of the project to the economic development growth process is in terms of the project's direct microeconomic employment impact. In this respect, the project could be viewed as one aspect of an effective short-term microeconomic development strategy to address the problem of frictional unemployment in the construction subsector, where the overall unemployment rate has been persistently the highest among the productive sectors over the past 13 years, averaging 29% for the period 1973-1984.

4/ "Textbooks and Achievement: What we Know".

Viewed as a short-term microeconomic approach to the high rate of unemployment in the construction sector, the project will marginally reduce the level of frictional unemployment among different occupationally skilled and semi-skilled workers in this sector. Based on Mission analysis of construction, renovation and rehabilitation work, it is estimated that the project will directly provide new employment for 1,200 skilled workers, and 1,050 semi-skilled workers in the construction renovation and rehabilitation stages, as well as provide additional employment for approximately 75 technical professionals in the design stages.

Table 1: Estimates of Employment by Labor Categories and Duration of Employment (Man Weeks) on Project to Revnoate 150 Primary Schools and to Rehabilitate School Furniture and Equipment

1. Professional Labor	No.	No. of Schools	Man Weeks
Architect	15	10	300
Construction Engineer	15	10	300
Draftsman	15	10	300
Quantity Surveyor	15	10	300
Construction Supervisor	15	10	300
TOTAL	75		1,500
2. Skilled Labor			
Plumber	150	150	600
Carpenter	150	150	600
Electrician	150	150	600
Painter	150	150	600
Mason	150	150	600
Welder	150	150	600
TOTAL	900		3,600
3. Semi-Skilled Labor			
Plumber's Assistant	150	150	300
Carpenter's Assistant	150	150	300
Electrician's Assistant	150	150	300
Painter's Assistant	150	150	300
Mason's Assistant	150	150	300
Welder's Assistant	150	150	300
TOTAL	900		1,800

4. Furniture and Equipment Rehabilitation

Type Labor	No.	No. of Schools	Man Weeks
Skilled	300	150	900
Unskilled	150	150	450
TOTAL	450		1,350

Total New Employment = 2,250

Table 1 presents estimates of the short-term employment impact of the project by occupational skill categories and duration of employment. If some of the skilled and semi-skilled workers are drawn from the HEART program, then the employment benefits of the project would be greatly magnified.

In addition to a short-term microeonomic approach to the problem of frictional unemployment in the construction sector, the project will complement long-term microeconomic policy efforts of the Government of Jamaica (GOJ) designed to reduce the overall level of unemployment which stood at 25.6% in 1984, and average 24.0% between 1973 and 1984. In these two respects, the proposed project is consistent with one of the major economic development goals of the GOJ - that of reducing the overall level of high unemployment. Consequently, since the rate of change in domestic political attitudes, and perceptions is generally a function of government's economic performance, it is a probability that the proposed project will generate some political benefits for the present political regime, even if short term.

A second type of immediate but indirect linkage of the proposed project to growth and development in the economy is in terms of stimulation of aggregate demand and probably non-human capital formation. As noted above, the project will provide a total of 2,250 short-term new job openings for unemployed skilled and semi-skilled construction workers, in addition to additional employment for 75 professionals. Mission estimates indicate that approximately US$4,501,000 in skilled and semi-skilled labor incomes and approximately US$736,000 in technical professional labor incomes will be directly generated from Mission resources initially invested in the construction, renovation and rehabilitation stages of the project. At present exchange rate of US$1 = J$5.77, approximately J$26.0 million and J$4.2 million as skilled and semi-skilled, and professional labor incomes respectively from Mission's expenditures on construction, renovation and furniture rehabilitation will be injected directly into the economy.

If one assumes that the technical professionals qua technical professionals have a greater propensity at the margin to save a larger fraction of their labor incomes earned from the project than the skilled and the semi-skilled workers, then the larger fraction of the project-associated earnings saved by the technical professionals, though a withdrawal from the circular flow leading to a marginal decrease in potential GNP in the present period, will be an injection in the form of investment in a future period, leading to a marginal increase in GNP in the future period. On the other hand, since the skilled and the semi-skilled workers can be expected to behave in the opposite direction from the technical professionals with respect to the incomes the former will earn from employment on the project, by consuming the larger fraction of their project-associated earnings in the current period such consumption, i.e., the increase spending by the skilled and semi-skilled workers will represent an injection into the circular flow thereby marginally increasing GNP in the current period.

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These considerations imply that the proposed project will have a kind of multiplier effect in terms of its positive effects on GNP via stimulation of aggregate demand and capital formation. These benefit considerations do not include the marginal tax gains that will accrue to the GOJ's revenues as a result of the employment that will be generated by the project. If one considers the income tax gains the GOJ will derive from the project, together with stimulation of aggregate demand and capital formation, then the perceived economic benefits of the project are significantly magnified. In any case an investment of over US$11.0 million by USAID into the project will represent a relatively large injection of funds in the Jamaican economy which can be expected to make more than a marginally positive net effect on overall GNP.

A third type of project linkage to growth and development in the economy is the project's impact on the quality of labor supply and structural unemployment. Indeed, these are long-run benefits that will be directly associated with the qualitative improvements the project will make to the education system. The existence of groups of individuals in the Jamaican economy with relatively high unemployment rates even in earlier prosperous times, suggests that not all non-frictional unemployment is due to deficient aggregate demand. Some people in the Jamaican labor force are unemployed not because there is a scarcity of jobs in the economy but because they do not possess the requisite skills. As Table 2 suggests, the majority of unemployed workers in the labor force are likely to be individuals whose highest educational attainment is a primary school education. Either they lack the functional skills to fill available job vacancies or they live

Table 2: Percent Unemployed Labor Force by Highest Level of Educational Attainment, 1973-1982 (April Figures)

Year	Primary	Post-Primary	Others
1973	88.2%	8.3%	3.5%
1974	87.6	8.8	3.6
1975	85.4	10.9	3.7
1976	84.4	12.8	2.8
1977	79.1	18.0	2.9
1978	76.3	21.8	1.9
1979	71.2	26.9	1.9
1980	67.3	29 7	3.0
1981	65.9	32.5	1.6
1982	58.6	39.8	1.6
1983	61.5	34.6	3.9
1984	67.3	30.0	2.7

Source: Computed from Labor Force Statistics, 1974, 1976, 1977, 1978, 1979, 1981, 1982, 1984. Department of Statistics.

in rural communities far removed from available jobs. Economists regard unemployment arising from these factors as structural in nature. Although a massive expansion in aggregate demand might increase the need for labor that the structurally unemployed primary school leavers would obtain unemployment, the cost in inflationary pressures would probably be great. The proposed project may be regarded as one element in the GOJ's active "manpower policy" which will operate both on the quality of the labor supply and on the demand for particular types of unemployed labor, ultimately reducing the level of structural unemployment, without creating significant inflationary pressures in the economy.

A fourth type of linkage to growth and development in the economy, that will be generated by the project is increase inflow of foreign exchange into the economy. It is estimated that through the purchase of materials, commodities, and services to implement various components of the project approximately US$16.5 million will be expended in Jamaica over the life of the project.

e. Non-Economic Benefits with Economic Implications

Economic benefits do not fully reflect the full gains to be expected from the project. Educational investments have been shown, for example, to improve small farmer output, raise the value of informal market production, improve the trainability of the labor force, encourage entrepreneural capacity, and improve access to credit. When parents are better educated, improvements in family nutrition are observed and fertility rates decline. Moreover, the project, through its community involvements in education, should develop local leadership and social cohesion at the community level. These "intangible" benefits are real but they do not lend themselves to valuation.

f. Conclusion

The economic benefits of the proposed project are numerous but difficult to measure. A review of previous research found in the economic literature suggests this project should expect a high economic rate of return. Although a benefit-cost analysis could not be fully carried out due to the lack of reliable data, the impressionistic data available to the Mission suggest that similar benefits should result from this project. In this light, the Mission believes that the Primary Education Assistance Project will generate positive private and public economic benefits.

g. Strategy

The mission's strategy of providing quick disbursing assistance, minimizing long-term presence of technical advisers, providing assistance to soften the shock of exogenous economic shocks, and assisting in local employment generation were all considered in designing the PEAP.

Each of the PEAP's components is a vital aspect of the overall GOJ plan to improve the quality of primary education. Each complements activities being undertaken by Other Donors. Each is a manageable and economically feasible administrative and technical undertaking, and each will result in a quick, significant positive change to Jamaican primary education.

EVALUATION & COST REPORT

FOR

U.S. AID

PRIMARY SCHOOLS RENOVATIONS PROGRAMME

BY

GLADSTONE L.I. FISHER - ARCHITECT

75 HOPE BOULEVARD

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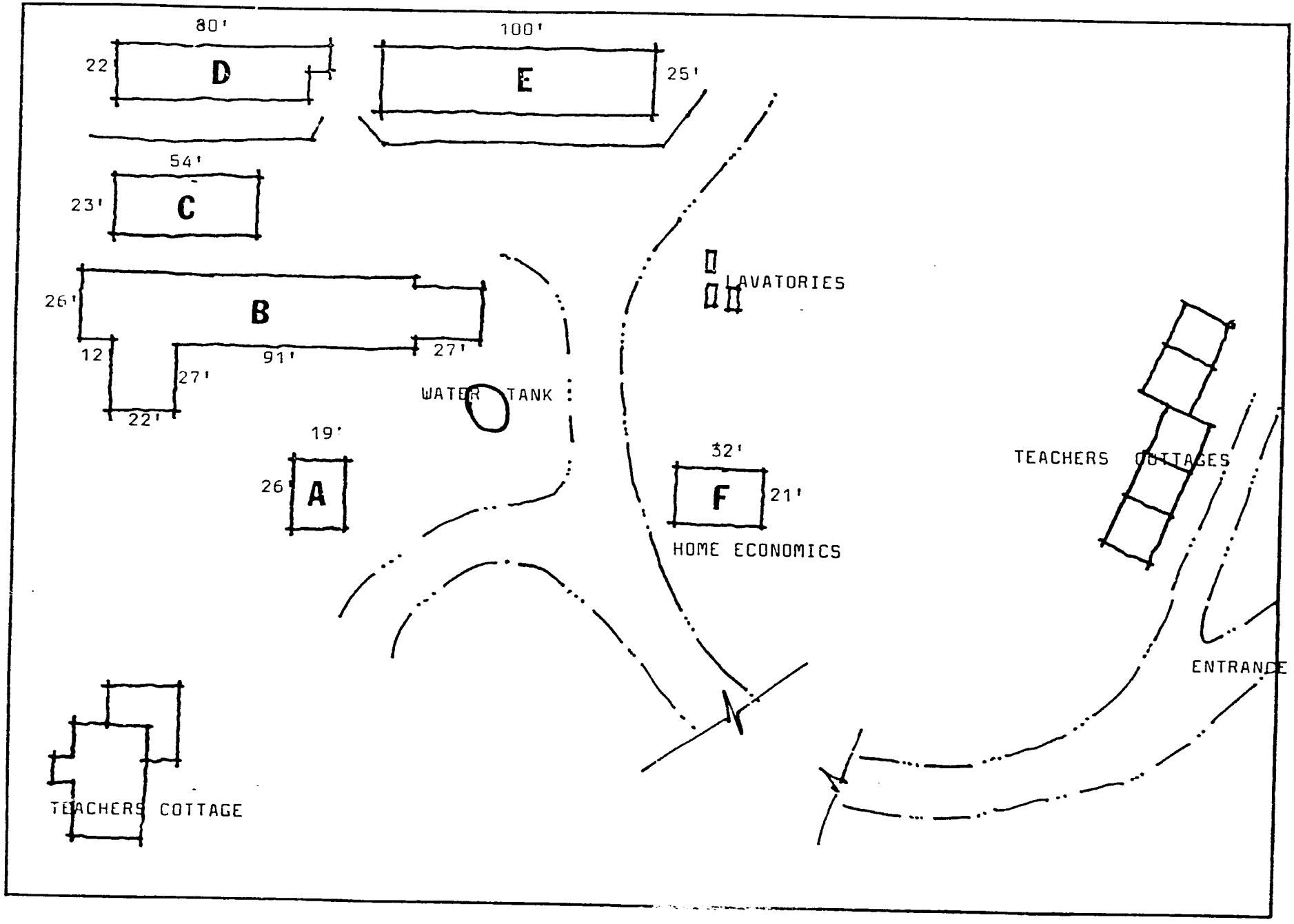
92-79815

CLAREMONT ALL AGE SCHOOL

CLAREMONT ALL AGE SCHOOL



CLAREMONT ALL AGE SCHOOL

CLAREMONT - ST. ANN

PRINCIPAL: Mr. McDonald

ROLL: 960

The School is located just outside the town of Claremont.

The Site is on the brow of a hill somewhat flattened at the top and terraced to accommodate the buildings.

The Complex consists of 6 buildings, lavatories, Principal's cottage and 5 teacher cottages.

BUILDING A: (494 sq. ft.) (Classrooms).

This is a small, very old structure which makes renovations questionable but for the fact that the classroom space is needed.

Structure: Load bearing walls, wood roof rafters.

Floor: Concrete (no screed).

Walls: Nog with wood casement windows.

Roof: Zinc sheets on plywood sarking on wood rafters.

Primary Problems:

Leaking roof, dry rot to some of the roof structures and the sarking.

BUILDING B: (3463 sq. ft.) (Classrooms and Administration).

Structure: Load bearing walls, timber roof truss.

Floors: Concrete with sand/cement screed.

Walls: Nog with wood frame casement windows.

Roof: Zinc sheeting on 1"X6" T and G sarking on wood trusses.

-2- Primary Problems: .....

CLAREMONT ALL AGE SCHOOL

Primary Problems:

Roof leaks and extensive dry rot in the roof sarking. There is also evidence of action of termites (duck ants) and two extremely large (2'X3'X2') nests presently exist on the ceiling of this building.

BUILDING C: (1242 sq. ft.) (Classrooms).

Structure: Load bearing walls. Timber roof trusses.

Floors: Concrete with sand/cement screed.

Walls: Nog.

Roof: Zinc sheeting on wood sarking on wood trusses.

Primary Problems:

Leaking roof and dry rot sarking.

BUILDING D: (1642 sq. ft.) (Classrooms).

Structure: "Recently" constructed steel frame building.

Floor: Concrete with sand/cement screed.

Walls: Concrete block with louver windows.

Roof: Zinc sheeting on wood sarking on steel purlins on steel frame.

Primary Problems:

Extensive roof leaks and dry rot in the sarking. There is also evidence of rust in some of the steel frame members.

-3- BUILDING E: .....

CLAREMONT ALL AGE SCHOOL

BUILDING E: (5000 sq. ft.) (Classrooms - Administration). Standard Ministry of Education design 2 storeys constructed to take a third floor.

Structure: Reinforced concrete frame and floor and roof slabs.

Floor: Concrete with sand/cement screed.

Walls: Concrete blocks with aluminum louver windows.

Roof: Reinforced concrete slab with sand/cement screed.

Primary Problems:

Breakage of louver windows and the control gear.

BUILDING F: (672 sq. ft.) (Home Economics).

Structure: Load bearing walls, wood truss roof structure.

Floors: Concrete with sand/cement screed.

Walls: Nog with wood frame glass windows (with mild steel security grill).

Roof: Zinc sheet on T and G sarking on timber trusses.

Primary Problems:

Extensive roof leaks and dry rot in wood sarking and kitchen cupboards.

Lavatories: (3)(3 X 66 sq. ft. = 198 sq. ft.)

Structure: Typical Ministry of Education wood frame.

-4- Floors: concrete.....

CLAREMONT ALL AGE SCHOOL

Floors: Concrete

Walls: Wood siding deteriorating at the base from weathering and urine.

Primary Problems:

Latrine seats, wood siding and very poor ventilation.

PRINCIPAL'S COTTAGE: (1300 sq. ft.).

Structure: Load bearing block walls with timber roof rafters.

Floors: Cement floor tiles.

Walls: Concrete block with aluminum louver windows.

Roof: Zinc sheeting on timber rafters with plywood ceiling.

Primary Problems:

There is no venting of the loft space and therefore the ceiling is affected totally by mildew growth.

Teachers' Cottages: (5X351 = 1255 sq. ft.)

Structure: Load bearing concrete block walls with wood frame roof.

Floors: Cement floor tiles.

Walls: Concrete block walls, steel louver windows.

Roof: Built-up asphalt mastic and felt on wood rafters and plaster ceiling.

-5- Primary Problems: .....

CLAREMONT ALL AGE SCHOOL

Primary problems:

The louver windows are the K.D. type with clipped in blades which can be easily pulled out from the outside. Mild steel security grills are therefore essential.

Deterioration of the kitchen cupboards is extensive.

EXTERNAL WORKS:

Electricity:	Electrical supply O.K. but one electricity pole is on the point of collapse.
Water supply:	From storage tanks.
Rain water drainage:	There is a problem in the vicinity of building E between retaining wall and building.

CLEARMONT ALL AGE SCHOOL - ST. ANN

BUILDING:-	A cost	B cost	C cost	D cost	E cost	F cost	LAVS. cost	PSS cost	COTTAGES cost	qty.	TOTAL cost
TOTAL FROM SHEET 1A & 1B	4704	53300	13516	24517	-	18137	1512	5640	415		113741
TOTAL FROM SHEET 2A & 2B	1290	10568	-	3664	12686	10543	6965	2137	10520		58373
TOTAL FROM SHEET 3A & 3B	-	15092	182	-	20070	-	-	5836	25887		67257
	5994	78950	13698	28181	32756	28680	8477	13613	36822		239171

BUILD NEW LAVATORY BLOCK 35727

EXTERNAL WORKS:

DRINKING WATER "FOUNTAIN"	650	
GUTTERING TO TANK	1600	
NEW LIGHT POLE	1570	3820

	278718
RECOMENDED CONTINGENCY SUM (10%)	27872
TOTAL CONSTRUCTION ESTIMATE.....	$306590

CLAREMONT ALL AGE SCHOOL - ST. ANN

BUILDING:-		A		B		C		D		E		F		TOTAL
		qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost
01 ZINC SHEET ROOFING	SQ.FT.	520	2340	3925	17663	-	-	1872	8424	-	-	792	3564			7109	31991
02 REPAIRS TO ROOF	SQ.FT.	-	-	-	-		2592	-	-	-	-	-	-				2592
03 GALV.IRON GUTTERING	SQ.FT.	-	-	258	2905	-	-	-	-	-	-	-	-			258	2905
04 W.P.P. ROOF SARKING 1"X 6"	SQ.FT.	-	-	3925	25512	1296	8424	1872	12168	-	-	792	5148			7885	51252
05 CEILING - PLYWOOD	SQ.FT.	494	1482	-	-	-	-	-	-	-	-	-	-			494	1482
06 CEILING - PLASTER	SQ.FT.																
07 W.P.P. FASCIA BOARDS 1"X10"	FT.RUN						2500		3000								5500
09 W.P.P. ROOF RAFTERS 2"X 6"	FT.RUN	140	882	-	-	-	-	-	-	-	-	-	-			140	882
10 REPAIR REINF. CONC. ROOF	SQ.FT.	-	-	-	-	-	-	-	-	-	-	-	-				
11 REPAIR ROOF EXPANSION JOINT	FT.RUN	-	-	-	-	-	-	-	-	-	-	-	-				
15 REPAIR CONC. FLOOR	SQ.YD.	-	-	380	7220	-	-	-	-	-	-	75	1425			455	8645
19 REPAIR STEEL COLUMN		-	-	-	-	-	-	-	-	-	-	-	-				
20 REPAIR STEEL FRAME		-	-	-	-	-	-	168	925	-	-	-	-			168	925
21 REPAIR CONCRETE WALL	SQ.FT.	-	-	-	-	-	-	-	-	-	-	-	-				
22 REPAIR NOG WALL	SQ.FT.	-	-	-	-	-	-	-	-	-	-	-	-				
TOTAL SHEET 1-A			4704		53303		13516		24517		-		10137				106174

CLAREMONT ALL AGE SCHOOL - ST. ANN

BUILDING:- LAVS. RESIDENCE 5 COT'GES

		qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	TOTAL cost
01 ZINC SHEET ROOFING	SQ.FT.	336	1512	-	2800	-	-									
02 REPAIRS TO ROOF	SQ.FT.	-	-	-	-	-	-									
03 GALV.IRON GUTTERING	SQ.FT.	-	-	-	-	-	50									50
04 W.P.P. ROOF SARKING 1"X 6"	SQ.FT.	-	-	336	2184	-	-							336		2184
05 CEILING - PLYWOOD	SQ.FT.	-	-	184	656		150									806
06 CEILING - PLASTER	SQ.YD.	-	-	-	-	6	215							6		215
07 W.P.P. FASCIA BOARDS 1"X10"	FT.RUN															
09 W.P.P. ROOF RAFTERS 2"X 6"	FT.RUN	-	-	-	-	-	-									
10 REPAIR REINF. CONC. ROOF	SQ.FT.	-	-	-	-	-	-									
11 REPAIR ROOF EXPANSION JOINT	FT.RUN	-	-	-	-	-	-									
15 REPAIR CONC. FLOOR	SQ.YD.	-	-	-	-	-	-									
19 REPAIR STEEL COLUMN		-	-	-	-	-	-									
20 REPAIR STEEL FRAME		-	-	-	-	-	-									
21 REPAIR CONCRETE WALL	SQ.FT.	-	-	-	-	-	-									
22 REPAIR NOG WALL	SQ.FT.	-	-	-	-		-				-					
TOTAL SHEET 1-B			1512		5640		415		-		-		-		-	7567

CLAREMONT ALL AGE SCHOOL - ST. ANN

		BUILDING:- A		B		C		D		E		F		TOTAL	
		qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost
26 WIRE MESH PARTITION	SQ.FT.	91	546	68	408								425		1379
27 AL. LOUVER WINDOWS 3'-0"X 4'-6"	NO.	-	-	-	-	-	-	-	-	22	7788			22	7788
28 AL. LOUVER WINDOWS 2'-6"X 4'-6"	NO.	-	-	-	-	-	-	3	1125	-	-	-	-	3	1125
30 AL. LOUVER BLADES	NO.	-	-	-	-	-	-	1	25	-	-	-	-	1	25
31 CONTROL FOR LOUVER WINDOWS	NO.	-	-	-	-	-	-	6	144	108	1728			114	1872
33 WOOD FRAME TO WINDOW	FT.RUN	-	600		2200	-	-	-	-	-	-				2800
34 GLASS WINDOW PANES	SQ.FT.	8	144	-	-	-	-	-	-	-	-	6	108	14	252
37 DOOR TO W.C. 2'6"	NO.	-	-	-	-	-	-	-	-	-	-	-	-		
38 DOOR-EXTERIOR SOLID 3'-0"X 6'-8"	NO.	-	-	8	5360	-	-	1	670	4	2680	3	2010	16	10720
39 HARDWARE FOR DOORS	SETS									2	240			2	240
40 REPAIRS TO DOOR					400										400
45 KITCHEN SINK & DRAIN	NO.											1	500	1	500
46 KITCHEN CUPBOARDS	FT.RUN				2200								7500		9700
50 W/C. COMPLETE	NO.								1700			1			1700
51 W/C. TANK & COVER	NO.										250				250
54 LATRINE SEATS	NO.														
TOTAL SHEET 2-A			1292		10568		-		3664		12636		10543		39751

CLAREMONT ALL AGE SCHOOL - ST. ANN

		BUILDING:- LAB.		RESIDENCE		5 COTTAGES										TOTAL	
		qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost		cost
25 WALL TILES			50	-	-	-	-										50
26 WIRE MESH PARTITION	SQ.FT.	-	4200	-	-	-	-										4200
28 AL. LOUVER WINDOWS 2'-6"X 4'-6"	NO.	-	-	1	317	-	-									1	317
31 CONTROL FOR LOUVER WINDOWS	NO.	-	-	-	-	-	-										
37 DOOR TO W.C. 2'6"	NO.	2	250	-	-	-	-									2	250
38 DOOR-EXTERIOR SOLID 3'-0"X 6'-9"	NO.	-	-	1	670	-	-									1	670
39 HARDWARE FOR DOORS	SETS	6	720	-	-	-	-									6	720
40 REPAIRS TO DOOR		-	-	-	-	10	2780									10	2780
46 KITCHEN CUPBOARDS	FT.RUN	-	-	-	-	24	7260									24	7260
47 KITCHEN CUPB'D DOORS	NO.	-	-	2	150	-	-									2	150
48 SHOWER ROSE ETC.	NO.			1	250											1	250
49 FACE BASIN	NO.				750												750
50 W/C. COMPLETE	NO.	2	845	-	-		285										1130
52 W/C. SEAT	NO.	-	-	-	-	2	120									2	120
54 LATRINE SEATS	NO.	15	900	-	-	-	-									15	900
56 WATER TAPS	NO.					1	75									1	75
TOTAL SHEET 2-B			6965		2137		10520										19622

CLAREMONT ALL AGE SCHOOL - ST. ANN

BUILDING:-A		A		B		C		D		E		F					
		qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost
61 ELECTRICAL WIRING		-	-	-	2750	-	-	-	-	-	-	-	-				2750
62 ELECT. WALL OUTLET	NO.				160												160
63 FLUORESCENT FIXTURE 4'-0" SINGLE TUBE	NO.			2	460	-	-	-	-	13	2990	-	-			15	3450
67 ELECTRIC LIGHT SWITCH	NO			1	16	2	32			13	104					16	152
68 SWITCH COVER	NO.			6	180						-					6	180
71 REPAIR CHALKBOARD	NO				224					2	85						309
74 REPAIR SECURITY GRILL	SQ.FT.																
75 M/STEEL GRILL-WINDOWS	SQ.FT.						150										150
77 PAINT-INT. EMULSION	SQ.YD.			716	6802					1367	12986					2083	19788
78 PAINT-EXT. EMULSION	SQ.YD.			473	4490					411	3905					884	8395
79 PAINT - CEILING	SQ.YD.																
TOTAL SHEET 3-A		-			15082		182		-		20070		-		-		35334

CLAREMONT ALL AGE SCHOOL - ST. ANN

		BUILDING:-LAVS.		RESIDENCE		COTTAGES										TOTAL	
		qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost	qty.	cost
61 ELECTRICAL WIRING	-	-	-	-	-	-	-	-	-	-	-	-	-				
63 FLUORESCENT FIXTURE 4'-0" SINGLE TUBE	NO.					-	-						-				
67 ELECTRIC LIGHT SWITCH	NO																
68 SWITCH COVER	NO.					3	24									3	24
69 ELECTRICAL METERS	NO					3	1800									3	1800
73 GRILL DOORS	NO.					5	7600									5	7600
74 REPAIR SECURITY GRILL	SQ.FT.				250												250
75 M/STEEL GRILL-WINDOWS	SQ.FT.					215	7525									215	7525
77 PAINT-INT. EMULSION	SQ.YD.					800	7600									800	7600
78 PAINT-EXT. EMULSION	SQ.YD.					225	2138									225	2138
79 PAINT - CEILING	SQ.YD.			588	5586												
TOTAL SHEET 3-B		-			5836		25887										31723

PRIMARY EDUCATION ASSISTANCE PROJECT

Scopes of Work for Technical Assistance

GENERAL OBJECTIVES OF TECHNICAL ASSISTANCE

The general objective of this activity is to assist the Jamaican Ministry of Education (MOE) to improve the quality and efficiency of the primary school system (Grades 1-6), which currently serves approximately 350,000 pupils in some 800 schools. AID is providing funds over a three year period to help in the planning, management, and evaluation of activities in three areas: (1) School Construction, Renovation, and Refurbishing; (2) Instructional Materials production, distribution, and use; and (3) Community/School Participation.

The School Construction, Renovation, and Refurbishing component will be implemented under special AID/MOE Host Country Contract arrangement. The components related to Instructional Materials and Community/School Participation will contain provisions for short-term technical advisory services and participant training over the three year life of the project.

The MOE intends to procure these services from a U.S. institution under a Host Country Contract funded by AID. The following section describes the specific scopes of work for the technical advisory services and the participant training elements of the project.

SPECIFIC DUTIES OF TECHNICAL ASSISTANCE

1. School Construction/Renovation Advisor

a. General Objectives

USAID/Jamaica, under the Primary Education Assistance Project, is assisting the Government of Jamaica through its Ministry of Education (MOE) in improving the primary education system through (a) renovation of approximately 150 primary schools, (b) procurement and distribution of textbooks and teachers' guides, and (c) assistance in the development of local community participation to support the schools. The construction and renovation component has a value in excess of US$7,000,000. In order to facilitate the implementation of this project, the MOE will contract the services of a qualified Project Management Advisor (PMA) to coordinate, advise and expedite the implementation process.

The PMA will be based at the MOE in Kingston and will travel extensively throughout the island. Transportation will be furnished by the MOE. The duration ofthe assignment will be one year with the possibility of an extension.

b. Specific Duties

Subject to appropriate approvals by the MOE and USAID, the PMA, within the context of AID Handbook II, will:

(a) Provide overall management assistance to the MOE in implementation of the construction/renovation component, including engineering guidance and assistance on the technical, economic and financial soundness of the work to be carried out;

(b) Advise and assist in operational procedures, including award and supervision of A&E contracts for desgin and preparation of bidding documents;

(c) Assist in the review of construction plans, specifications and cost estimates, prequalification of bidders and construction contract awards;

(d) Assist in the monitoring and inspection of construction progress, including preparation of progress reports to the MOE and USAID;

(e) Assist the MOE in its development of a program for selecting, printing and distributing textbooks and teachers' guides;

(f) As appropriate, advise the MOE in the usage of a computer and software library to facilitate the construction component of the project; and

(g) Perform other duties as directed by the MOE, Division of Projects, Construction, and Maintenance and USAID.

c. Qualifications and Experience

Selection will be made in accordance with the following criteria, which is stated in descending order of importance:

- Successful experience in managing small-scale primary school construction/renovation activities, including supervising A&E firms.

- Successful experience in advising Developing Countries' Ministries of Education on matters related to instructional materials printing and distribution, and school/community relations.

- Academic: at least a B.S. in Civil Engineering.

2. Instructional Materials Advisors

a. General Objectives

The general objective of this technical assistance is to help the Ministry of Education design, implement, and evaluate a long term textbook program. During the three year life of this project (September 1, 1985 - September 30, 1988) the MOE intends to continue a special program started in 1984 under which all 350,000 primary school pupils received from 5-10 free basic textbooks. The textbooks, and accompanying teachers guides, are bound with carboard covers and printed on heavy duty newsprint. Funding to cover the cost of royalty payments, printing, and distribution will continue to come from donations from the MOE, the Jamaican private sector, AID, and other international donors.

Recognizing that this approach is only a temporary, emergency measure, the MOE wants to establish a cost effective and educationally appropriate long term program to provide basic textbooks, teachers guides, and supplementary instructional materials. AID will contribute funds to cover some of the costs for technical assistance to develop this long range program. The advisory services will consist of three months of continous service by a three person team in the first year, and follow up services for one month each during the remaining two years of the project.

b. Specific Duties

The team should consist of experienced educators in the following specialties: (1) Educational economics; (2) Instructional technology, especially in the production and distribution of primary school textbooks; and (3) Educational system finance. Working as a team in cooperation with MOE and, possibly, other donor experts, the advisors will assist in designing and conducting a study of cost effective, educationally appropriate long term textbook system. Among the elements of the study will be evaluation of the pedagogical and financial aspects of the present system, and an analysis of alternative production and financial systems to ensure the continued provision of appropriate instructional materials over the long term. The team will provide the MOE with specific recommendations regarding the organizational structure, management, evaluation, and financing components of a permanent textbook system.

c. Qualifications and Experience

Each advisor should possess the following qualifications:

- an advanced degree in the area of specialization (i.e., educational economics, instructional technology, or educational finance)

- a minimum of three years experience in the area of specialization, preferably with some overseas experience in a less developed country.

3. Community/School Participation Advisor

a. General Objectives

The general objective of this technical assistance is to assist the Ministry of Education (MOE) in Jamaica to develop an effective nationwide program of local community/school participation to improve the quality of primary education. Primary education covers Grades 1-6 and is conducted by some 800 schools for approximately 350,000 pupils. The MOE Educational Operations Division has responsibility for providing general policy guidance to local schools, which traditionally have school boards appointed by the Minister of Education based upon recommendations of parish Members of Parliament. Some schools also have active PTA groups.

At the operational level, some guidance is provided by Territorial Education Officers, but the key person apparently in deveoping effective community/school participation is the local school principal. This activity will concentrate on revitalizing school boards, PTAs, training TEOs, principals, teachers, and community leaders, and designing and implementing school action plans.

b. Specific Duties

Working under the general policy guidance of the Director, Office of Education and Human Resources Development, USAID, the advisor will work closely with the MOE's Chief Education Officer and the Director of Projects to develop policies and procedures for implementing nationwide community/school participation programs.

Specific duties will include assisting in:

(a) Designing, conducting, and evaluating a study to describe and evaluate present community/school participation programs at the primary school level;

(b) Developing a detailed implementation plan for this activity to be conducted over the three year life of the project;

(c) Preparing materials for and conducting training workshops for TEO's, principals and staff, and community leaders. These workshops will cover principles and practices of effective community/school relations, conducting local community/school "needs assessments," designing specific local action plans, implementing, managing, and evaluating these plans, and preparing revised plans based upon experience;

(d) Designing and implementing participant training programs under which selected TEO's, principals, school staff, and community leaders will observe in the U.S. the operations of school boards, PTAs, and other community/school groups.

c. Qualifications and Experience

- Graduate degree in education, educational sociology, or related field.

- A minimum of five years practical experience related to community/school relations (e.g., school boards, PTAs, Job Corps, Peace Corps).

- Extended field experience in a related program in an underdeveloped country is desirable (one year minimum).

PRIMARY EDUCATION ASSISTANCE PROJECT

Participant Training Plan

1. General Objectives

The general objective of this participant training activity is the improved capability of professional educators and community leaders to plan, manage, and evaluate effective community/school participation programs at the primary school level.

Centralized advisory and financial services from the Ministry of Education to the local primary school are inadequate. The MOE lacks sufficient administrative personnel to provide local schools with detailed policy and procedural guidance and lacks financial resources to fund local initiatives related to developing active, effective community/school organizations. Although each of the 800 primary schools has a school board, whose members are appointed by the Minister of Education, relatively few of them have effective local programs.

The need for such programs is becoming increasingly evident as the lack of central funding creates growing problems in local schools, especially with regard to routine maintenance, security, and enrichment programs. Training must be provided to Territorial Education Officers (i.e., regional supervisors), Principals, Teachers, and representatives of community group (e.g., school boards, PTA's, Police, and Private Voluntary Organizations) to design, manage, and evaluate local action plans. Part of the training will be conducted through in-country workshops funded by AID, but some training will be conducted in the United States.

2. Specific Objectives

The specific objective of this project's participant training activty is to plan, implement, and evaluate a three year progam of short term observational visits to small cities and towns in the U.S. for approximately 100 territorial education officers, principals, teachers, and community leaders. Approximately 30 participants each year will spend about 3 weeks observing the operations of local U.S. school boards, PTA's, and other community/school organizations.

The contractor will perform the following tasks:

- In conjunction with the MOE, prepare a detailed plan of training activities in the U.S.;
- asist the MOE in developing criteria for the selection of the participants;

arrange for the logistics of the visits to the U.S. (e.g., international and local travel, lodgings, per diem payments, and specific site vists and personal contacts);

conduct an evaluation of the visits at the end of the the U.S. stay and submit a report of the findings and recommendations to the MOE.

PRIMARY EDUCATION ASSISTANCE PROJECT

Equipment

Equipment to be furnished under this project consists of three vehicles, school furniture, and a micro-computer (with selected software packages) forthe School Construction/Renovation component, and supplementary primary school instructional materials for teachers in the form of approximately 8,000 teachers' kits for the Instructional Materials component.

The following illustrative commodities may be subject to change, based upon further analysis by the Ministry of Education and AID technical advisors.

1. School Construction/Renovation Commodities

(a) Vehicles

One (1) club wagon; 9 passengers; removeable third bench; 6 cylinders; gasoline engine; heavy duty suspension and shock absorbers; standard transmission; air conditioner; heavy duty battery, alternator, and tropical radiator; radial tires. U.S. manufacturer.

Two (2) Utility vehicles (e.g. "Bronco, Blazer"); 6 passengers; 4 cylinders; gasoline engine; heavy duty suspension, shock absorders, battery, and alternator; standard transmission; air conditioner; radial tires. U.S. manufacturer.

(b) School Furniture

Approximately 2,500 blackboards, approximately 4' x 12', with the following built-in teaching aids: alphabet in capital, lower case, and cursive letters; rulers in inches and metric measurements; thermometers in Fahrenheit and Celsius scales; 12" diameter circle for clocks, fractions, and other uses (see attached diagram).

Primary school desks and benches; teachers' desks and chairs. (Specific quantities of each to be determined.)

(c) One (1) micro-computer (IBM PC/AT or equivalent):

- 512K memory, 1.25 Floppy
  20m byte Fixed Disk
- Keyboard, 83 keys, deatched
- monochrome display monitor
- Printer, matrix
- Printer adapter
- Printer cable
- Manual and power cable
- Additional 20m byte Fixed Disk
- Software: d Base III

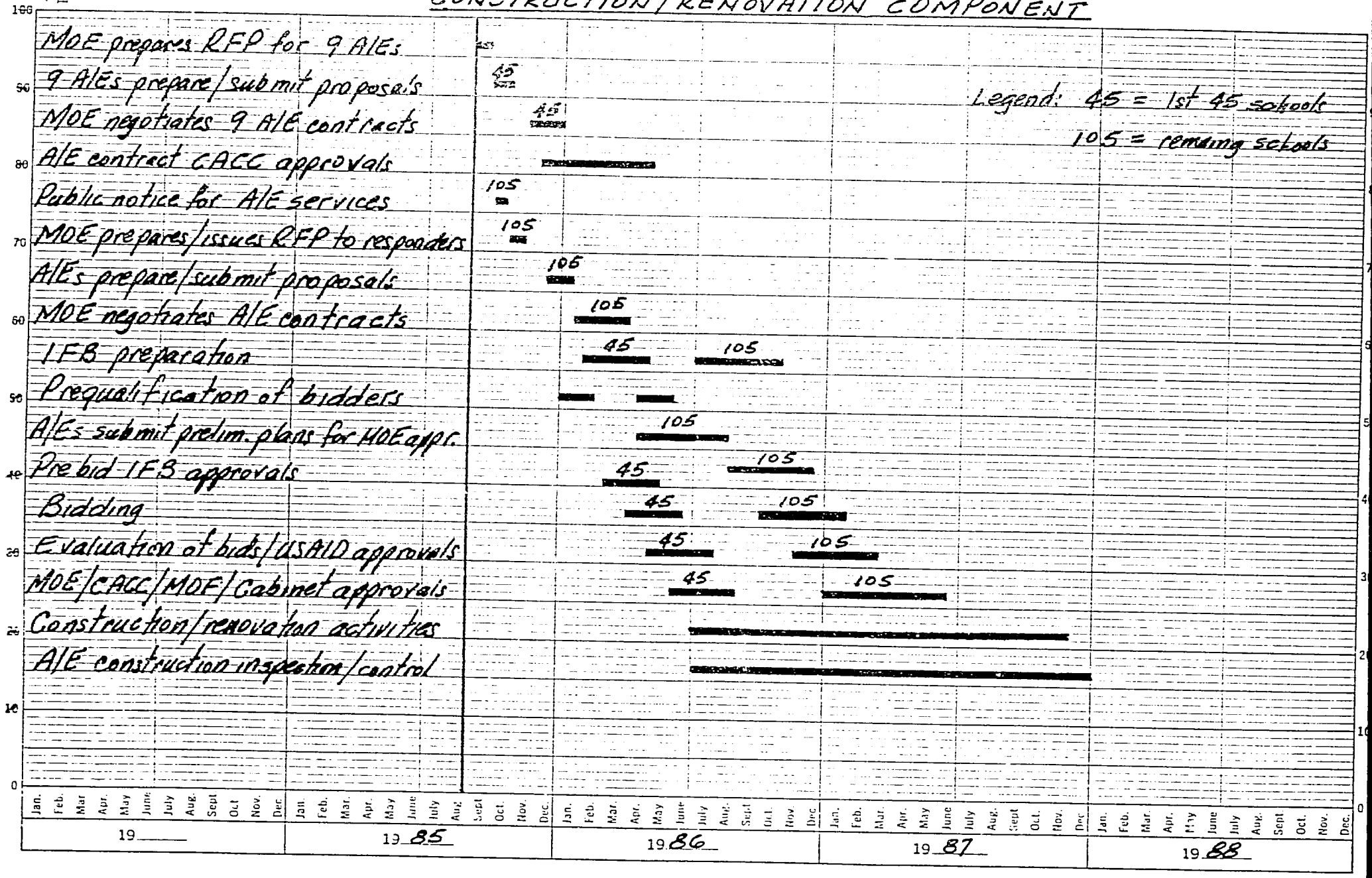
2. Instructional Materials Commodities

Teachers' Kits

Approximately 8,000 teachers' kits of supplementary instructional materials, including the following items:

- maps
- dictionaries (primary school level)
- rulers
- compass
- scissors
- protractor
- globe

IMPLEMENTATION SCHEDULE
CONSTRUCTION/RENOVATION COMPONENT



CRM 8/17/85

PRIMARY EDUCATION ASSISTANCE
(532-0126)
IMPLEMENTATION PLAN

TASKS - Instructional Materials	YR. 1				YR. 2				YR. 3			
	1st Qtr. S-N	2nd Qtr. D-F	3rd Qtr. M-M	4th Qtr. J-A	1st Qtr. S-N	2nd Qtr. D-F	3rd Qtr. M-M	4th Qtr. J-A	1st Qtr. S-N	2nd Qtr. D-F	3rd Qtr. M-M	4th Qtr. J-A
1. Selection of MOE Textbook Coordinator	—											
2. Naming of committee to select items for Teachers Kits	—	—										
3. Ordering of Teachers Kit		—										
4. MOE selection of short term advisors for textbook continuation program		—										
5. Short term advisors help design alternative cost effective textbook study; prepare recommendations (3 months)			—									
6. Distribution of Teachers Kits				—								
7. AID makes annual contributions to textbook production and distribution program			—				—				—	
8. AID textbook program advisors provide follow-up services							—					

LEGEND: S-N = Sept. - Nov. M-M = March - May
D-F = Dec. - Feb. J-A = June - Aug.

PRIMARY EDUCATION ASSISTANCE
(532-0126)
IMPLEMENTATION PLAN

TASKS - Community/School Participation	YR. 1				YR. 2				YR. 3			
	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.
1. Select MOE coordinator												
2. Select US advisor for TDY												
3. Develop preliminary C/S P Plan												
4. Prepare materials for community workshops												
5. Select trainees & schedule C/S P workshops												
6. Conduct & evaluate C/S P workshops												
7. Plan observation trips to US												
8. Select participants & make arrangements												
9. Conduct observation trips to US												
10. Prepare revised C/S P Plan based on experiences in US												
11. Select C/S Relations Committee members												
12. Design, conduct, & analyze local "needs assessments"												

TASKS - Community/School Participation	YR. 1				YR. 2				YR. 3			
	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.	1st Qtr.	2nd Qtr.	3rd Qtr.	4th Qtr.
13. Develop action plans based on needs assessments												
14. Implement action plan												
15. Evaluate/revise action plans												
16. Conduct follow-up C/S P Plan workshops												

Environmental Consideration

An Initial Environmental Examination was conducted at the PID stage with a Negative Determination recommended. Chief Enviornmental Officer, James S. Hester, issued a Threshold Decision July 16, 1985 concurring in the IEE recommendation. No further environmental procedure is required. (See Annex K for Threshold Decision).

AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON, D C 20523

LAC/DR-IEE-85-46

ENVIRONMENTAL THRESHOLD DECISION

Project Location	:	Jamaica
Project Title and Number	:	Primary Education Assistance 532-0126
Funding	:	$11,300,000 (G)
Life of Project	:	Three years
IEE Prepared by	:	Henry Gruppe USAID/Jamaica, OEEE
Recommended Threshold Decision	:	Negative Determination
Bureau Threshold Decision	:	Concur with Recommendation
Comments	:	None
Copy to	:	Julius Schlotthauer, Director, a.i. USAID/Jamaica
Copy to	:	OEEE, USAID/Jamaica
Copy to	:	James Talbot, USAID/Haiti
Copy to	:	Eric Zallman, LAC/DR/CAR
Copy to	:	IEE File

7/31
OE&R
DIR ✓
DDR ✓
OPS ✓
OE ✓
CONT ✓
8/12

James S. Hester Date JUL 16 1985

James S. Hester
Chief Environmental Officer
Bureau for Latin America
and the Caribbean

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Initial Environmental Examination

Project Location	:	Jamaica
Project Title	:	Primary Education Assistance
Funding (LOP)	:	$11,300,000 AID Grant
Life of Project	:	Three Years (FY 86 - FY 89)
IEE Prepared by	:	Henry Gruppe USAID/J, OEEE
Date	:	June 6, 1985

Environmental Action Recommended: That no further environmental analyses be required on this project.

Mission Director's Concurrence: Julius P. Schlotthauer
Julius Schlotthauer
Acting Director, USAID/Jamaica

Date: June 14, 1985

iscussion

This project involves three components - a textbook program, management assistance to the Ministry of Education, and the renovation of 150 primary schools sited throughout the fourteen parishes of Jamaica. Only the last component in the project could conceivably have any impact on the physical environment of the island. However, since the construction involved concerns only the renovation of existing buildings there will be a near zero effect on the island's environment. In fact, the only effect will be a small positive effect brought about by modest improvements in the sanitary facilities of some schools. Otherwise, this project can be considered to be environmentally benign.

IMPACT IDENTIFICATION AND EVALUATION FORM

Impact Areas and Sub-areas	Impact Identification and Evaluation
a. LAND USE	
1. Changing the Character of the land through:	
a. Increasing the population----------	N
b. Extracting natural resources--------	N
c. Land clearing----------	N
d. Changing soil character----------	N
2. Altering natural defenses----------	N
3. Foreclosing important uses----------	N
4. Jeopardizing man or his works-------	N
5. Other factors	
B. WATER QUALITY	
1. Physical state of water----------	N
2. Chemical and biological states-------	N
3. Ecological balance----------	N
4. Other factors	
C. ATMOSPHERIC	
1. Air additives----------	N
2. Air pollution----------	N
3. Noise pollution----------	N
4. Other factors	

D. NATURAL RESOURCES

1. Diversion, altered use of water-----	N
2. Irreversible, inefficient commitments	N
3. Other factors	
_____	_____

E. CULTURAL

1. Altering physical symbols----------	N
2. Dilution of cultural traditions-----	N
3. Other factors	
_____	_____

F. SOCIO-ECONOMIC

1. Changes in economic/employment patterns	L
2. Changes in population----------	N
3. Changes in cultural patterns--------	N
4. Other factors	
_____	_____

G. HEALTH

1. Changing a natural environment------	N
2. Eliminating an ecosystem element----	N
3. Other factors	

H. GENERAL

1. International impacts----------	N
2. Controversial impacts----------	N
3. Larger program impacts----------	N
4. Other factors	
_____	_____

I. OTHER POSSIBLE IMPACTS (not listed above)

_____ _____

N. No environmental impact

L. Little environmental impact

M. Moderate environmental impact

N. High environmental impact

U. Unknown environmental impact