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WASHINGTON, D. C. 20523

JAMAICA

PROJECT PAPER

UPLIFTING ADOLESCENTS PROJECT

AID/LAC/P-921

PROJECT NUMBER: 532-0177

PD-ABM-697

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE

A = Add
 C = Change
 D = Delete

Amendment Number

DOCUMENT CODE

COUNTRY/ENTITY
JAMAICA

3. PROJECT NUMBER
532-0177

4. BUREAU/OFFICE

5. PROJECT TITLE (maximum 40 characters)
UPLIFTING ADOLESCENTS PROJECT

Latin America and Caribbean 05

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)

7. ESTIMATED DATE OF OBLIGATION
(Under "B." below, enter 1, 2, 3, or 4)

MM DD YY
11 23 11 00

A. Initial FY 95 B. Quarter 4 C. Final FY 01 0

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

A. FUNDING SOURCE	FIRST FY 95			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AD Appropriated Total		350	350	520	4,980	5,500
Grant		350	350	520	4,980	5,500
Loan						
Other 1.						
U.S. 2.						
Host Country					2,000	2,000
Other Donors)						
TOTALS		350	350	520	6,980	7,500

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION/PURPOSE	B. PRIMARY CODE	C. PRIMARY TECH. CODE	D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
			1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) POP					3,700		3,700	
(2) BED					1,800		1,800	
(3)								
(4)								
TOTALS					5,500		5,500	

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

11. SECONDARY PURPOSE CODE

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

A. Code
3. Amount

13. PROJECT PURPOSE (maximum 480 characters)

To improve the social and job skills of Jamaica's at-risk youth (age 10-14) on a sustainable basis so they may become more responsible and productive citizens.

14. SCHEDULED EVALUATIONS

Interim MM YY MM YY Final MM YY
0 6 98 | | | | 1 00 00

15. SOURCE/ORIGIN OF GOODS AND SERVICES

000 941 Local Other (Specify)

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

The Mission Controller and Contracting Officer have reviewed and approved of the methods of implementation, procurement and financing described in the Project Paper.

RCO: (substance) Martin Napper

Acting Controller: *Adebaro*
Adebola Arogbokun

17. APPROVED BY

Signature *Carole Henderson Tyson*
Title Mission Director
USAID/Jamaica

Date Signed MM DD YY
10 23 11

18. DATE DOCUMENT RECEIVED IN AID/W. OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION

MM DD YY
| | | | |

PROJECT AUTHORIZATION

Name of Country : Jamaica
Name of Project : Uplifting Adolescents Project
Number of Project : 532-0177

1. Pursuant to the Foreign Assistance Act of 1961, as amended, I authorize the Uplifting Adolescents Project for Jamaica (Cooperating Country), involving planned obligations of not to exceed US\$5,500,000 in grant funds subject to the availability of funds in accordance with the USAID OYB/allotment process, to help in financing foreign exchange costs for the project. The Project Activity Completion Date is December 31, 2000.

2. The purpose of the project is to improve the social and job skills of Jamaica's at risk youth on a sustainable basis so that they may become more responsible and productive citizens. To accomplish the purposes of the project, USAID will finance technical assistance, training, limited commodities, and NGO and other services to at risk youth.

3. The Project Agreement, which may be negotiated and executed by the officer to whom such authority is delegated in accordance with USAID 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 USAID may deem appropriate.

4. Source and Origin of Commodities; Nationality of Services:

(a) Commodities financed by USAID under the project shall have as their source and origin the United States, except as USAID may otherwise agree in writing. Except for ocean shipping, the supplies of commodities or services shall have the United States as their place of nationality, except as USAID may otherwise agree in writing. Local procurement, in accordance with the Agency's Buy America policies, is permitted. Ocean shipping financed by USAID under the Project shall, except as USAID may otherwise agree in writing, be financed only on flag vessels of the United States.

(b) Waiver: Pursuant to Handbook 1, Supplement B, Section 5D10a(1)(d), I hereby approve a nationality waiver from USAID Geographic Code 000 to Jamaica to permit the procurement of services for the project.

5. Conditions Precedent

The Project Agreement will contain, in substance, the following condition, except as USAID may otherwise agree in writing:

Prior to disbursement of any grant funds except for project management, the Cooperating Country will provide the name and specimen signature of the authorized representatives for the Project.

6. Covenants

The Project Agreement will contain, in substance, the following covenants:

(a) The Cooperating Country agrees that it will maintain a commitment to implementing the strategies to promote, protect and support Jamaica's youth as provided in the December 1994 National Youth Policy, to the extent that its resources permit;

(b) The Cooperating Country agrees to maintain its stated commitment to reducing poverty, institutionalizing family life education and harmonizing the Educational System by carrying out the provisions of relevant 1994 and 1995 policy statements in those sectors.

(c) The Cooperating Country agrees to establish a joint coordinating committee for purposes of providing project oversight and guidance, and that the joint coordinating committee will comprise balanced representation from the public, private commercial, and private non-profit sectors.

Carole Henderson Tyson
Carole Henderson Tyson
Director

August 23, 1995
Date

Clearances:

D/DIR:DLSmith [Signature]
OPPD:KDahlgren [Signature]
CONT:AArogbokun [Signature] 8/15
OGD:JSheppard [Signature]

JAMAICA: UPLIFTING ADOLESCENTS PROJECT
USAID No. 532-0177

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GLOSSARY OF TERMS USED

AIDS	:	Acquired Immune Deficiency Syndrome
CPS	:	Contraceptive Prevalence Survey
FAR	:	Federal Acquisition Regulations
FLE	:	Family Life Education
FY	:	Fiscal Year
FX	:	Foreign Exchange
GDP	:	Gross Domestic Product
GOJ	:	Government of Jamaica
HCDC	:	Hope for Children Development Company
HEART	:	Human Employment and Resource Training Trust
HIV	:	Human Immuno-Deficiency Virus
IDB	:	Inter-American Development Bank
IEC	:	Information/Education/Communication
JAMAL	:	Jamaica Association for Literacy
KRC	:	Kingston Restoration Company, Inc.
LAC	:	USAID's Bureau for Latin America and the Caribbean
LC	:	Local Costs
LOP	:	Life of Project
LT	:	Long Term
MEYC	:	Ministry of Education, Youth and Culture
NAD	:	New Activity Description
NFPB	:	National Family Planning Board
NGO	:	Non-Governmental Organization
OGD	:	Office of General Development
OPPD	:	Office of Program and Project Development
PACD	:	Project Assistance Completion Date
PEAP	:	Primary Education Assistance Project
PIL	:	Project Implementation Letter
PIOJ	:	Planning Institute of Jamaica
PIO/T	:	Project Implementation Order/Technical
pm	:	person month
PP	:	Project Paper
PSC	:	Personal Services Contract(or)
PY	:	person year
RCO	:	Regional Contracts Officer
SO	:	Strategic Objective
ST	:	Short Term
TA	:	Technical Assistance
THA	:	Trevor Hamilton & Associates
UAP	:	Uplifting Adolescents Project
UNDP	:	United Nations Development Program
UNESCO	:	United Nations Economic, Scientific and Cultural Organization
UNFPA	:	United Nations Fund for Population Activities
UNICEF	:	United Nations Childrens Fund
USAID	:	United States Agency for International Development
UWI	:	University of the West Indies
UWIDITE	:	UWI's Distance Teaching in Education service
WFP	:	World Food Program

**JAMAICA: UPLIFTING ADOLESCENTS PROJECT
EXECUTIVE SUMMARY**

Since the mid-1980s, Jamaica's macroeconomic stabilization measures have had a sharp negative impact on the standard of living for its population of 2.5 million (1993 estimates), particularly among the poor. Although many standard quality of life indicators have remained stable or improved over the last decade, decreased public sector investment in the formal education system has led to a decreased quality of education overall. There is a growing number of young persons who simply do not possess the educational, technical and/or social skills necessary to lead productive lives.

The dimensions of the problem are defined in a recent USAID-financed study by Trevor Hamilton & Associates (THA), which demonstrates that over 200,000 adolescents are vulnerable and contributing to increasing social and economic disruptions. Prospects for Jamaica's continuing economic growth and political stability are dim unless the problems of at risk adolescents who represent the future workforce of Jamaica are addressed, and soon.

The purpose of the Uplifting Adolescents Project (UAP) is to improve the social and job skills of Jamaica's at-risk youth (age 10-14) on a sustainable basis so they may become more responsible and productive citizens. The five and one half year, US\$7.5 million UAP (of which US\$5.5 million is USAID) will provide direct funding to existing and sustainable non-governmental organizations (NGOs) that work with at risk adolescents throughout Jamaica.

Allocation of funds will be based on established "effectiveness criteria" which have been developed in a preliminary form by the Design Team. The "effectiveness criteria" are a set of minimum standards established for a multi-modal package of interventions that have demonstrated successful impact in promoting self esteem and socialization, reducing teenage pregnancy and HIV/STDs, increasing literacy, reintegrating "drop-outs" into schools, and teaching marketable skills to the target group. The multi-modal package and minimum standards have been developed based on careful melding of what is recognized internationally as "effective" in meeting the needs of adolescents, and what is feasible in the Jamaican social and institutional setting.

Although the broader population to be addressed by the project is the 10 to 18 year old group, interventions to be supported will focus on the approximately 80,000 at risk youth in the 10-14 age group. The THA assessment found this younger cohort to be the most underserved, and many believe that it has the most potential for positive change before more intractable problems set in. Assuming that some of the adolescents will participate in selected programs for more than one year, it is estimated that about 11,000 individuals will directly benefit from the project. Given the project's emphasis on evaluative and operations research

to develop replicable models, it is likely that thousands more adolescents will indirectly benefit over time.

The project has three outputs:

Output # 1 - the strengthening of Jamaican NGOs to enable them to (a) improve their managerial capabilities; (b) improve or expand their program capabilities so as to be able to deliver packages of services to adolescents; and (c) apply for grants to provide the services to adolescents.

Output # 2 - programs of services for adolescents designed and about 15,500 youth years of services delivered to about 11,000 at risk adolescents.

Output # 3 - the strengthening of the Youth Unit of the Ministry of Education, Youth and Culture so it can be the center point on behalf of the GOJ for continuing these activities after the project ends.

Funding will be provided under a bilateral project agreement with the Government of Jamaica (GOJ), which will designate USAID to procure a competitively-selected institutional contractor to serve as the implementing agent for the project. The contractor will provide overall guidance and administrative management for performance-based sub-contracts and evaluative or operations research grants with established and sustainable NGOs that work with at risk adolescents. It will also provide short-term technical assistance in technical and managerial areas and in conducting evaluative tracer studies of program graduates to determine impact. Finally, the contract will finance in-country training for youth leaders, NGO staff and volunteers, and key GOJ personnel in technical and management topics. Given the emphasis on socio-cultural feasibility of interventions, the contract will be structured to maximize use of Jamaican expertise.

The project is to be implemented along the following general pattern: The institutional contractor is selected and five to eight NGOs are identified as capable of delivering a minimum package of services to at risk adolescents. The NGOs know the communities in which they work and will know (or can find out) the at risk boys and girls. The parent or home NGO is the one at which the adolescent first registers. The home NGO will diagnose the adolescent's needs and problems and prepare a program tailored to help meet those identified needs. If the home NGO can not provide all the needed services, it will arrange with another NGO for them. However, the home NGO is responsible for counselling and guiding each adolescent throughout the entire program, including helping to build or rebuild relationships with parents, communities, schools and potential employers.

Funding is provided for limited short-term U.S. non-academic training and limited amount of office equipment for the Youth Unit within the Ministry of Education, Youth and Culture.

The funding is to strengthen its capacity to implement the Youth Policy and to provide broad-based information, communication, and coordination regarding adolescent activities in the public and private sectors.

USAID will directly contract for internal project management and oversight (a senior Jamaican personal services contractor) as well as project audits and evaluations.

JAMAICA: UPLIFTING ADOLESCENTS PROJECT
USAID No. 532-0177

1. CONTEXT & RATIONALE

1.1 Statement of Problems and Opportunities

1.1.1 Country Setting. Since the mid-1980s, Jamaica's macroeconomic stabilization measures have had a sharp negative impact on the standard of living for its population of 2.5 million (1993 estimates), particularly among the poor. Although the World Bank reports that GDP per capita grew at an average annual rate of more than 2 percent between 1986 and 1991, both the incidence and prevalence of poverty increased.

In 1992 and 1993, the benefits of stabilization began to take effect and poverty indices began to decline slightly. The most recent analyses by the Planning Institute of Jamaica (PIOJ) indicate that in 1993, approximately 22.8 percent of all households, comprising 31.5 percent of the population, were below the poverty level based on per capita consumption measures.

Many of the standard quality of life indicators -- infant mortality, crude birth and death rates, access to potable water -- have remained stable or improved over the last decade in spite of the economic disruptions. However, decreased public sector investment in the formal education system has led to a decreased quality of education overall. New JAMAL survey data for 1994 indicate that functional illiteracy was 24% for the entire population and 13% for the 14-19 age group but 17% for the 20-24 age group. This mirrors the rates of "not enrolled in school" and "school dropouts" in the 10-14 age group for they move into the 14-19 age group without acquiring basic literacy skills. Thus, a large number of young people simply do not possess the educational, technical and/or social skills necessary to lead productive lives.

Figure 1 on page 3 provides some basic data on the dimensions of the adolescent problem which were provided in the January, 1995 USAID/Jamaica-financed study by Trevor Hamilton and Associates (THA). Adolescents are considered "at risk" if (a) they are not enrolled in schools, (b) they have dropped out of school, or (c) they do not attend school on a regular basis. Of the 461,000 adolescents in the 10-18 age group, some 209,000 (45%) are in the "at risk" category. This at risk group of adolescents are "marginalized" in that they are on the fringe of society, with

¹ For the purposes of this paper, following GOJ norms "youth" refers to young people from 0 to 24 years of age, and "adolescents" are those youth between 10 and 18 years of age.

limited potential for becoming law-abiding, healthy and working members of society. They are marginalized because they may not have functional literacy skills, may not have vocational or general educational skills, may have health problems or (for females) have unplanned pregnancies at an early age, and have much higher crime rate than the general population. The terms "at risk" and "marginalized" are used interchangeably throughout this PP.

The THA study found a number of causes for these adolescents to be alienated and out-of-school which are discussed in more depth in annexes B - E. These are summarized as:

- ◆ Poverty, low socio-economic family background, lack of financial resources;
- ◆ Lack of family support; little or no parenting; high levels of child abuse; low motivation and self-esteem;
- ◆ Poor quality of formal education in all but a few "elite" schools; graduates of all-age schools and 9th grade school leavers do not always possess functional literacy/numeracy;
- ◆ Poor teacher-student ratios and lack of attention to "problem" students;
- ◆ Early sexual activity and pregnancy.

These factors suggest that prospects for Jamaica's continuing economic growth and political stability are dim unless the problems of at risk adolescents who represent the future workforce of the country are addressed, and soon.

1.1.2 Project Strategy. The Government of Jamaica (GOJ) and Jamaica's private sector are engaged in a number of efforts to mitigate the causes summarized above that lead to adolescent alienation so that these young citizens may become more productive members of society. These can conceptually be differentiated as follows:

- i) those that attack the "root causes" of poverty in the Jamaican population overall, such as the macroeconomic policy and major educational reforms underway;
- ii) those that are "preventive" and focussed on more specific segments of the population that are poor, such as programs to keep adolescents from low-income households in school, out of trouble, and off the streets; and
- iii) those that are "curative" and address problems of very specific population groups, including programs to train and reintegrate problem adolescents into society.

Figure 1: Selected Indicators on Jamaica's At-Risk Adolescents

About 209,000 or 45 percent of the adolescents are at risk.

- ▶ about 10,000 aged 10-14 are not enrolled in schools;
- ▶ about 130,000 aged 15-18 are not enrolled in schools;
- ▶ about 4,000 of the 323,000 adolescents between 10 and 18 who are enrolled in school (1992) dropped out annually;
- ▶ about 65,000 or 20% of the 323,000 enrolled in schools are in and out of school intermittently;

Adolescents are among the most disadvantaged in the labor market, with an official rate of unemployment about 40% as against 16% nationally.

Although over 90% of girls receive sex education and over 80% know about contraceptive methods, the fertility rate is high and continues to increase.

- ▶ Females between 15 and 19 accounted for 30% of all births in 1993 although they accounted for only 16% of women of child bearing age.
- ▶ The hypothesis that multiple children for different fathers is a strategy to diversify and increase income appears to have merit.

The rate of sexually transmitted diseases (STDs) is much higher among adolescents.

There is a high incidence of violent crime committed by adolescents aged 14 to 17 years compared to the adult population.

- ▶ Male adolescents aged 14 to 17 comprise 4% of the total male population but in 1993 accounted for 12.9% of imprisonment for break-ins, 15.1% for illegal fire arms, 17.9% for robbery, and 19.9% percent for rape and carnal abuse. Overall, male adolescents account for 23% of all males sentenced.
- ▶ The crime rate among females aged 14 to 17 is of greater concern: in 1992, females of that age group accounted for only 5% of the total female population but accounted for 38% of all females sentenced.

There are almost universal feelings of frustration, anger and disappointment expressed by out-of-school adolescents.

- ▶ A strong sense of being a victim emerges from their expressions concerning their circumstances.
- ▶ The lack of socialization and alienation contributes to problems above, now and in the future.

USAID recognizes that programs which attack the root causes of poverty must be long-term and broad-based in terms of strategy and impact. However, given the size of the poor adolescent population, and its potential for socio-economic disruption now and in the future, there is a need for preventive activities until such time as the long-term poverty alleviation measures come to fruition. The USAID Uplifting Adolescents Project (UAP) will support a number of such medium-term preventive measures which address adolescent problems and opportunities so that they may contribute to national development over the long-term.

Although the broader population to be addressed by the project is the 10-18 year old group, project interventions will focus on three particular groups shown in Figure 1: the estimated 10,000 adolescents aged 10-14 who are not enrolled in school, the 65,000 who are enrolled in school but who are in-and-out of school intermittently, and the 4,000 students who drop out annually. The THA assessment found this younger cohort to be the most underserved, and many believe that it has the most potential for positive change before more intractable problems set in. Because the majority of the 65,000 intermittent attenders are in the 10-14 age group, project interventions are being geared to that level. Some of the 4,000 who drop out annually are, no doubt, in the older group, but are expected to benefit from similar strategies as the younger group. This age-group focus will not preclude some work with older or younger youth, but it will allow for more tailored materials development and measurement to occur.

Thus the project is targeted at the universe of some 80,000 at risk adolescents, nearly all of whom are in the 10-14 age group. Since 80,000 are at risk in one year, over the five year life of project (LOP), an additional 80,000 will move into this age group making a total of 160,000 adolescents in the at risk target group during the project period. Over LOP, an estimated 11,000 adolescents, or about seven percent of the target group, will benefit from the services to be provided to them (see 6.2.3 for calculations).

The project has been strategically designed to complement GOJ, private sector, and other lender/donor activities underway that attack both "root" causes of poverty and provide "curative" measures for at-risk adolescents. In some cases, such as its planned interface with the new Social Investment Fund, it will provide leverage for greater impact of both programs. Through a planned operations research component, the UAP will provide the GOJ, private sector, and other lenders/donors evidence of measurable results of specific interventions, thus enabling planners to allocate resources more efficiently and have a higher impact overall.

1.1.3 Public Sector Policy & Institutional Setting. The proposed project strategy is consonant with GOJ policies and strategies to alleviate poverty and stimulate equitable growth. In the macroeconomic sphere, observers are cautiously optimistic that the reforms associated with structural adjustment are beginning to work, and support the government's stated efforts to undertake final adjustments.

Outside of the sphere of economic policy reform, there are a number of relatively new policy efforts which should have a positive impact on Jamaica's vulnerable adolescent population. The "DRAFT Government's Policy Towards Poverty Reduction in Jamaica" (PIOJ, January 1995) targets unemployed young persons under 25 as the primary population group for its poverty program. The policy focusses on "efficient, equitable and flexible human resource development strategies ..." Among the results sought are reduction in teenage pregnancies; reduction in violence and crime; and employment creation and income raising through job-linked skills training. The Poverty Reduction Program will be financed through a number of existing government and lender/donor projects, as well as through a new World Bank-led Social Investment Fund (SIF) which is described in 1.1.5 below.

The "National Youth Policy" of December 1994 has as its mission "...to create an environment in which young people will ... develop their full ... potential through the provisions of economic and training opportunities...." The policy includes specific strategies aimed at specific results in the areas of education and training; employment and empowerment; health; drug abuse; recreation and leisure; values, attitudes and anti-social behavior; and community and nation building. The policy is to be coordinated by a new Youth Unit, which is in the process of being established in the Ministry of Education, Youth and Culture (MEYC).

The highest priority of the Parliamentary Secretary for MEYC at this time is initiation of a revitalized National Youth Service to increase the contribution to the nation's youth aged 15 to 24. This program is highly complementary to activities proposed under the UAP that would focus on the younger cohort. The Youth Policy includes a number of other strategies that involve activities proposed in this PP. To assure the desired complementary and coordination, the UAP is proposed to draw upon guidance of a public-private sector joint committee chaired by the MEYC.

The operational base for the joint committee within the ministry will be the Youth Unit. This institutional "home" is appropriate because MEYC is the lead GOJ institution not only for the Youth Policy but for implementing the major educational reforms summarized below. It is also the Vice-Chair for the Family Life Education (FLE) Inter-Agency Committee, which will facilitate coordination in reproductive health activities.

Also under the leadership of the MEYC, Jamaica's education sector is in the process of reform, with assistance from the World Bank through its US\$32 million Reform of Education Sector (ROSE) loan, from the Inter-American Development Bank (IDB) through its US\$38 million Primary Education Improvement II loan, and from USAID through its Primary Education Assistance Project (PEAPII). Three areas of particular interest are school financing and potential for scholarships; revision of school curriculum to assure more relevance to the job market; and harmonization of standards and testing among different types of schools. Although the UAP will not address any of these issues, USAID and project implementers will maintain dialogue with the GOJ to assure that emerging strategies attacking "root causes" of adolescent school-leavers are incorporated into project plans.

The "National Family Life Education Policy," approved by the Cabinet on November 11, 1994, has an objective to "promote FLE as a concept capable of empowering individuals to regard themselves as worthwhile and responsible, and capable of contributing to the development of self, community and country." USAID financed TA to help draft the policy, and will partially finance its implementation in the public sector through the centrally-funded Options for Population Policy Project (936-3035). The proposed UAP work with NGOs will further broaden its application.

Jamaica's legal and judicial regime also has a direct impact on vulnerable adolescents. The Juvenile and Family Courts and officers are responsible for promulgating policies and laws that both protect and sanction adolescents up to 18 years of age. Recent USAID assistance under the Sustainable Justice Project (532-0175) helped somewhat, but the legal and judicial system is enormously over-burdened, so that basic measures such as enforcement of compulsory schooling are simply not carried out. USAID support to Alternative Dispute Resolution (ADR) in communities throughout Jamaica is helping in some areas, but much remains to be done. The proposed UAP will not work directly with the legal/judicial system, although it will certainly tie in with ADR work where feasible. The legal/judicial system overall is an important influence in the lives of adolescents and one with which project implementers must remain fully cognizant.

The UAP will benefit with the guidance of a joint coordinating committee, chaired by the MEYC. The committee will comprise balanced representation from the public, private commercial, and private non-profit sectors. GOJ entities not mentioned above that might be participants would include representatives of the Ministry of Health (Children's Services, National Family Planning Board), the Ministry of Labor and Social Welfare (HEART National Trust Training), and PIOJ, on overall monitoring and evaluation.

All projects, NGOs, and lenders/donors contacted in the course of project design participate in one or more coordination

committees, and most staff participate in several. In spite of this plethora of committees, many individuals expressed a strong sense of professional isolation and an interest in what others are doing. This may be due to poorly developed skills at conveying useful information so the project includes skill development activities to assist in this regard.

1.1.4 Private Sector Institutional Setting. Jamaica's private sector comprises the for-profit commercial businesses and the non-profit NGOs. The commercial sub-sector is important to the project in two major ways. First, it is the source of most employment in Jamaica, and project implementers and their client population must stay informed in terms of potential demand for different skills and knowledge. A proposed GOJ-operated employment placement office to be established under a new World Food Program/HEART project may help in this regard, but other avenues must also be developed and maintained. Of particular interest is the potential to strengthen apprenticeship and on-the-job training. Some of the professional groupings, such as the Private Sector Organization of Jamaica (PSOJ) and the Chamber of Commerce are important collaborators in this regard.

The commercial sub-sector also is a major source of funding and leadership for NGO and community development activities. Indeed, the Kingston Chamber of Commerce is undertaking leadership training of inner city youth as a separate project. Certain groups have established their own foundations, such as the Eagle Foundation, which carry out non-profit activities. Others simply donate funds, land, buildings, goods, or services from time to time. Project implementers must be careful not to supplant these relationships as USAID funding becomes available.

There is no strict legal definition of what constitutes an "NGO" in Jamaica, but most observers suggest that the NGO sub-sector comprises an estimated 500 organizations that engage in some sort of development work beyond basic charity. The THA baseline assessment volume on organizations and programs selected 35 NGOs for more in-depth review. The report classified the NGOs into six major service groups by their type of support to adolescents: recreational services, reintegration into schools, advocacy and NGO member services, loan funds, skills training, residential services and counselling. It estimated that over 30,000 young people are being served by the NGOs in the study, with two primary underserved groups, the 10-14 year old and rural out-of-school youth. This project will specifically focus on their needs.

There are a number of NGOs that are providing high value services to adolescents, but few are doing so in a structured and comprehensive manner. Improved goal setting, program structure, evaluation of results, and technical training for staff are needed in all areas.

The THA report did not specifically assess NGO programs in reproductive health, although the Jamaica Family Planning Association was included in the survey. Provision of comprehensive FLE is a deficient area in most NGO programs, and the project will provide early and concerted efforts to rectify this gap.

The THA report ranked the NGOs in terms of their management capacity, including the need for and capability to use project funding. Many of the NGOs possess a minimum level of management capabilities and self-financing to meet established "effectiveness criteria" in terms of sustainable operations and management, and would thus qualify to receive USAID funds. However, most would benefit from some internal management development, and the project will assist in this regard.

1.1.5 Other Donor Programs. The key donors/lenders involved in areas most affecting adolescents are the World Bank and IDB, which are respectively financing major policy, institutional and curriculum reforms in secondary and tertiary education (the Bank's ROSE loan) and primary education (IDB's Primary Education Improvement II). When these efforts begin to yield results, all phases of Jamaica's educational systems should be more responsive to needs, encouraging students who can to stay in school longer. The IDB is also financing the new "Vision 2000" project with the Jamaica Computer Society, which will provide computer facilities in 43 secondary schools and may provide a strong base for complementary project work. Finally, IDB is financing a major US\$92 million health loan which should also improve supply of and access to health and family planning services nationwide.

The UAP is particularly complementary to the World Bank-led multi-donor-financed Social Investment Fund (SIF). The SIF is key to the GOJ Poverty Alleviation Strategy and should be operational no later than January 1996. It will partially finance small, demand-driven subprojects undertaken by public, private or voluntary organizations in the following categories: a) social infrastructure projects; b) economic infrastructure projects; c) social assistance interventions; and d) income-generation activities. The major donor for the estimated US\$50 million SIF is the World Bank (US\$20 million loan), followed by the IDB (US\$10 million loan), and probable support by the European Union and the Netherlands. The GOJ will contribute US\$10 million. The "fund donors/lenders" will develop criteria and manuals for fund use that are mutually agreeable.

Given the very focussed nature of the proposed Uplifting Adolescents Project, project funds will not contribute directly to the SIF. However, USAID will be considered a key "subproject co-financier" for NGO activities that meet both USAID and SIF criteria in terms of client needs. These co-financed sub-projects are most likely to fall in the SIF's social infrastructure and social

assistance categories. The relatively smaller amount of USAID funds will thus serve as important leverage for the NGOs to access greater amounts of SIF funding for community infrastructure needs.

The United Nations group of agencies is working on adolescent problems from a number of perspectives. UNICEF has long-standing predominance in the donor community on issues of Rights of the Child, and provides approximately US\$500,000 per year for its Children in Especially Difficult Circumstances program. This program undertakes public education and advocacy and supports NGOs who work with special target groups, including abused children, street children and disabled children. While there is a fairly clear division between UNICEF's focus on children under 10 years of age, and the UAP target of 10-14 year old, regular contact should still yield useful results.

UNFPA and UNESCO are also active in their respective spheres with activities which are complementary those proposed under UAP. UNFPA provides injectable contraceptive commodities and support to the Ministry of Health (MOH). UNESCO is providing modest support to the UWI Fertility Management Unit for a pilot program in adolescent correctional institutions, which bears watching.

The UAP is also complementary to a new World Food Program (WFP) initiative in youth training. WFP is working with the statutory body HEART, the Human Employment and Resource Training Trust, which provides training and placement of youth in a number of skill areas ranging from agriculture to garments to hospitality in 10 academies around Jamaica. The WFP is providing HEART US\$15 million over three years to improve its academy-based programs and, importantly, develop community outreach training. The project was developed, and is being implemented, in a highly participatory manner involving committees and sub-committees in parishes throughout Jamaica. Should the WFP/HEART project parish committees succeed in forming community organizations to sponsor youth skills training, the USAID UAP could explore complementary activities.

1.2 Proposed USAID Response

1.2.1 Goal and Purpose. The goal of this project is to promote smaller, better educated families, with particular emphasis on the poor. Achievement of the goal will be measured by: (a) decrease in general size of families, (b) increase in percentage of children finishing vocational and primary school; and (c) increase in functional literacy.

The project purpose is to improve the social and job skills of Jamaica's at-risk youth (age 10-14) on a sustainable basis so they may become more responsible and productive citizens. The indicators that the purpose has been achieved (end-of-project status) are:

1. Eight NGOs continue to provide on a sustained basis services to about 3,000 10-14 year old children yearly.

(The following are for the adolescents receiving services from the project.)

2. Pregnancy rate for 10-18 year olds decreased by 30%.
3. 20% of out-of-school teenagers return to school.
4. School dropout rate for 10-14 year olds reduced by 20%.
5. 40% of those receiving vocational training have jobs within six months after finishing their training.
6. Completion rate for all-age schools and vocational schools and/or programs increased by 30%.

1.2.2. Outputs and Inputs:

1.2.2.1 Outputs. The project will have three outputs that, as a package, should be sufficient to achieve the project purpose.

Output # 1 -NGOs Strengthened: The first step in implementing this project, after the contracting process is completed, is to provide technical assistance and training to the NGOs to enable them: (a) to improve their managerial capabilities; (b) to improve or expand their program capabilities to deliver either the minimum or recommended package of services to adolescents; and (c) to apply for grants* to provide the services to adolescents.

* Note: The term "grant" is used in this PP as the instrument for providing funds to the NGOs to provide services to adolescents. However, under some circumstances a sub-contract might be a more appropriate instrument for the contractor to use.

The indicators that this output has been achieved are:

1. About ten NGOs are delivering the minimum package of services.
2. An additional five NGOs are delivering the recommended package of services.
3. Several NGOs are delivering special packages of services to special populations.

An NGO's delivering minimum, recommended or special populations packages of services indicates it has been strengthened sufficiently to meet the minimum standards of eligibility. The inputs for this output include in-country training for NGO personnel, technical, program and managerial assistance.

Output # 2 - Programs for Adolescents Designed and Delivered:

The heart of the project is the delivery of multi-modal packages of services to approximately 11,000 at risk adolescents. Before this can take place, the NGOs must be strengthened (Output # 1) and programs or packages (minimum and recommended) of services designed using results from operations research grants. Then the NGOs accepted for the project can deliver these packages of services with funding from sub-contracts with the contractor. About 14,000 youth years of services (minimum and recommended) are to be provided to about 9,300 at risk adolescents (since some adolescents will receive more than one year of services, their number is less than the number of youth years). For special populations (pregnant girls, learning disabilities, etc.) who require specialized services, about 2,500 youth years of services are to be provided to about 1,700 adolescents.

The indicators that this output has been achieved are:

1. Minimum and recommended packages designed or modified, using results from operations research.
2. Packages designed for services for special populations.
3. Tools designed to test self esteem, literacy and learning.
4. Some 9,300 adolescents receive the minimum or recommended packages.
5. Some 1,700 adolescents receive the special populations packages.

The inputs to achieve this output include: operations research and tests prepared for self esteem, literacy and learning; grants to NGOs for the delivery of the minimum and recommended packages of services; and grants to NGOs for the delivery of services to the special populations.

Output # 3 - MEYC Youth Unit Strengthened: The Youth Unit in the Ministry of Education, Youth and Culture is to play an important part in the implementation of this project and be a center point on behalf of the government for continuing these activities after the project ends. As a newly formed office within the ministry, it needs some inputs to become strong enough to fulfill its role.

The major indicators that the Youth Unit has been strengthened are that it is operating the National Youth Service and is engaged in gathering data concerning the at risk adolescent group.

The project inputs to assist the Youth Unit include: limited amount of office commodities and participant training in the U.S. for staff members.

1.2.2.2 Inputs: The project inputs include the following:

1. Technical assistance - About 32 person months (pm) of short term technical assistance (STTA) (both U.S. and Jamaican) is to be provided by the contractor in such subjects as: literacy testing and evaluation, literacy materials preparation, counselling techniques, evaluation methods and tracer studies, reproductive health training and public information/media.

2. In-country training - A total of 715 person weeks of training for NGO personnel is planned; about one half for NGO organizational development, one half for NGO technical training, plus 30 pw unspecified.

The organizational development training includes:

- 150 pw of NGO strategic planning,
- 80 pw of NGO budgeting/financial management, and
- 105 pw of NGO proposal preparation

The technical training would consist of training of trainers in such skill areas as:

- 90 pw in personal/family development,
- 90 pw in reproductive health,
- 90 pw in literacy/remedial education, and
- 80 pw in vocational/technical programs

The Jamaican inputs include travel, per diem and salaries of people while attending the training courses (estimated \$120,000.)

3. Participant training - A total of about nine pm of short term participant non-academic training/study tours in the U.S. for the staff of the MEYC Youth Unit will be arranged by the contractor so as to improve its capacity to implement the GOJ youth policy and to communicate relevant information and coordinate activities within its portfolio. The GOJ contribution to this input would be the travel costs to the U.S. and the salaries of the participants during training (estimated \$20,000).

4. Observation Travel - The contractor will arrange for three groups of about five individuals to travel to the United States for about two weeks to observe innovative approaches to help inter-city youth that are being tried in some U.S. cities (e.g.,

Baltimore, Nashville). The selected individuals will be those in the NGOs and GOJ mostly closely involved with the planning and delivery of services to at risk adolescents. The project will finance the airfare and all expenses for individuals from NGOs while the GOJ will pay airfare for any government employees.

5. Commodities - The contractor will procure for the Youth Unit some office equipment such as desktop computers with modems, printers, fax machines and photocopiers with related software and peripherals. A subscription to Internet might also be provided. The GOJ contribution to the Youth Unit will be the supplies, operating and maintenance costs of this equipment (estimated \$30,000 over LOP).

6. Funds for NGOs minimum and recommended packages of services - The contractor will make annual grants to local NGOs to finance the delivery of minimum and recommended packages of services to adolescents. The Jamaican input would be one-third of the grants of in-kind and cost sharing (estimated \$850,000).

7. Funds for NGOs services to special populations - The contractor will make about ten grants to NGOs to provide about 2,500 youth years of specialized services to special populations. The NGOs contributions would be in-kind and cost sharing of about 25% (\$200,000).

8. Operations research - The contractor will make about six grants to local NGOs (average size about \$50,000) for operations research. The NGOs matching contributions for these grants would be in-kind and cost sharing inputs (\$90,000).

9. Youth Unit Complementary Operations: The Youth Unit of the MEYC, among other tasks, operates the National Youth Service (NYS) which works with out-of-school youth in the 15-24 age group. The NYS includes vocational training, literacy and remedial education to provide the youth with skills to better enter the labor market. The UAP's techniques, operations research findings, tracer studies, etc., might be useful to the NYS also. Therefore, the contractor and the NGOs should maintain liaison with the NYS and invite their personnel to the UAP's in-country training, seminars, and workshops as appropriate. Since the NYS is also assisting the Jamaican at risk youth to improve their social and job skills, which is the UAP purpose, that portion of the NYS work with the 15-18 age group is considered as an aspect of the UAP and a Jamaican contribution (estimated at \$690,000).

1.2.3 Public and Private Sector Participation in Design. The project evolved in consultation with a wide cross section of Jamaican government officials, business persons, NGOs and adolescents. USAID Jamaica was initially alerted to a possible "adolescent problem" in late 1993. Reporting under both the Drug Abuse Prevention Project and the AIDS/STD Prevention and Control

Project demonstrated increased adolescent involvement in drugs and violence, and increasing prevalence of STDs in lower cohorts. Teachers in the PEAPII schools reported increasing alienation and problems. The 1993 Contraceptive Prevalence Survey showed disturbing upward trends in teenage pregnancy. The indicators were clear: within the overall rubric of poverty alleviation, adolescents clearly presented a significant problem. Something had to be done soon to prevent more serious consequences.

USAID developed a New Activity Description (NAD) for the Uplifting Adolescents Project in April 1994. One of the major problems was that there was no profile of the "problem adolescent," and no real knowledge of what his/her needs and aspirations were. Thus in late 1994, USAID contracted with the Jamaican firm, Trevor Hamilton & Associates (THA) to undertake the demographic and ethnographic study and the organizational analysis which have provided the background for this PP.

THA assembled a group of notable Jamaican academics, social workers, and other professionals to describe and estimate broad parameters of the target population and to identify and understand the cultural context in which these at risk youths live and develop meaning in their lives. The study methodology included secondary data analysis, key informant interviews with a wide range of persons, and structured focus group sessions with 452 adolescents, from which individual case studies were developed. The inputs of these adolescents and their hundreds of friends, mentors and teachers who participated in the THA effort are what has driven most of project design.

The THA study was presented to an audience of approximately 40 GOJ, NGO, other lenders/donors, and USAID participants in mid-February 1995, which coincided with the convening of the PP Design Team. The Design Team followed by a meeting with key informants from all sectors, including additional focus groups with adolescents. The project that is presented represents the advice and counsel of these groups.

1.2.4 Conformance with USAID Strategy and Programs. The project is in full conformity with USAID strategy and programs that emphasize broad-based economic growth, protecting the environment, stabilizing world population growth and protecting human health, and strengthening democratic institutions, values and practices. The project directly supports one of USAID/Jamaica's three strategic objectives (SO): SO#3: "smaller, better educated families" by contributing to three of its program outcomes in the FY 1996/1997 Action Plan:

Program Outcome #3.2: Increased effectiveness of family planning services. This will occur from the required inclusion of comprehensive family life education (FLE) in the minimum service delivery package.

Program Outcome #3.3: Improved STD/HIV prevention services: This will be achieved through the provision of condoms and education under the comprehensive FLE and by the emphasis in the minimum package of personal and family development, including negotiating skills.

Program Outcome #3.4: Improved services for out-of-school and disadvantaged youth. The entire project consists of increased and improved services for at-risk adolescents which includes these categories of youth.

The project also contributes to one program outcome of the mission's SO#1, "increased participation in economic growth":

Program Outcome 1.5: Trained personnel for a modernized economy. This will be done through inclusion of literacy/remedial education in the minimum package and vocational/technical education in the recommended package.

2. ASSISTANCE INTERVENTIONS

2.1 STRENGTHENING OF NGOS (OUTPUT #1)

The Design Team reviewed the detailed data gathered by the THA team from 35 organizations and conducted site visits and interviews with 15 NGOs. It found that successful approaches to meeting adolescents' needs provided a comprehensive program which:

- was based on a clear understanding of the community, its strengths and weaknesses;
- dealt with the realities of the daily lives of the young people;
- provided literacy/remedial education; prepared youth for family life and increased personal effectiveness;
- increased knowledge of reproductive health issues

There may be about five NGOs currently operating in Jamaica that meet the minimum criteria in full, and could use additional funding to expand services to a broader population, and several other NGOs that are quite close to meeting the minimum criteria.

Other NGOs will be encouraged to expand programs to minimum levels. This "get ready" phase is expected to take 3-6 months, and in most cases, will require two things; (i) the NGOs will need to articulate explicit objectives and measurable targets, which many do not have; and (ii) the NGOs will need to add one or more clusters of activities to meet the multi-modal requirement.

Where NGOs are interested in participating in the project, and have strong technical capabilities but do not meet the organizational standards, the institutional contractor will provide management and technical assistance to help. The "get ready" period is expected to take no more than six months for most NGOs, and will include the joint conduct of needs analyses, provision of group technical or managerial courses, and on-the-job TA to managers. In selected cases, NGOs could be assisted by their sending staff to specific formal courses, e.g. the Jamaican Institute of Management's course in financial management for NGOs.

It should be noted that the survey of the NGO community in Jamaica showed that the greatest need for help is in the area of literacy education. Therefore, the contractor will have to emphasize and offer a broad range of technical assistance to most NGOs to improve their literacy/remedial programs.

The assistance will also include one or more introductory seminars to introduce a detailed prequalification checklist of "effectiveness criteria" to be used by interested parties to determine initial eligibility. This will be followed by an open competition for grants for an initial one year period. NGOs will prepare proposals using a standard, pre-established format, which will be technically ranked by an award committee comprising the institutional contractor, USAID, and one representative from the MEYC. Those that appear to meet the criteria will be subject to subsequent site visits to assess levels, after which the ranking will be reassessed. Grants will be awarded to the top ranked NGOs subject to availability of funds.

To promote continuing self-evaluation and refinement of its services, the grants will include some funds for the NGOs to make "tracer studies" of what happens to the "graduates" of its programs. The contractor will provide technical assistance and training as needed in carrying out tracer studies. These studies should be useful not only to the NGOs for self-evaluation and refinement of its programs, but also as background for the mid-term and final project evaluations.

Minimum Package: An NGO seeking USAID financing under the project must demonstrate that it meets the following minimum requirements:

- ♦ appropriate legal status;
- ♦ organization chart or organigram accompanied by job descriptions;
- ♦ specific program objectives, detailing its target group and goals, establishing individual case files, undertaking regular program evaluations;

♦ administration that supports the operation of the NGO; as a minimum, a bank account, basic bookkeeping services and a budget which shows that there are funds to cover operating costs; maintenance of regular, trained staff/volunteers.

Recommended Package: As an NGO moves to improve the delivery of services to adolescents, it should improve its organization, methods, and techniques as follows:

- ♦ legal status - obtain tax exempt status;
- ♦ organization - prepare a personnel procedures manual;
- ♦ program objectives - NGOs will maintain individual case files and track program graduates;
- ♦ administration - NGOs will demonstrate non-partisan, mediating behaviors in the community, cooperation with other NGOs, cost-recovery, and data collection and analysis.

2.2 DESIGN AND DELIVERY OF SERVICES (OUTPUT #2)

2.2.1 Minimum and Recommended Packages of Activities. The project will provide financial support (grants to provide services to adolescents) to eligible NGOs. Eligibility includes meeting or having explicit plans to meet pre-established "effectiveness criteria" for delivering at least a substantial portion of the minimum package of services that addresses the multiple needs of at risk adolescents with arrangements made for referring adolescents to other NGOs for those services they can not provide. The package is based on recognized international norms tempered with an assessment of the Jamaican experience in terms of achieving desired results. Following the strong recommendations of the THA assessment, it combines strategies to meet objectives that are in society's interest, such as decreasing crime, drug use, HIV/STDs, and unplanned pregnancies among adolescents, with those that are most important to youth, notably education and marketable skills development. Also following the THA assessment, it focuses efforts on the underserved 10-14 age group. Given the synergy afforded by the different components of the package, the individual adolescents will demonstrate benefits within six months to one year of regular program attendance.

Figure 2 summarizes the "minimum" and "recommended" activities that are considered effective in meeting the needs of the target population. They also form the basis for programs to meet the needs of special populations, including disabled youth, pregnant and parenting young women, and reforming substance abusers, although each of these groups will require more tailor-made interventions to meet special needs. The technical package includes activities in three sectors: personal and family

**FIGURE 2: UPLIFTING ADOLESCENTS NOG SERVICE DELIVERY
MINIMUM & RECOMMENDED PROGRAM ELEMENTS**

TECHNICAL

**PERSONAL AND
FAMILY DEVELOPMENT**

MINIMUM

- Identification and reinforcement of basic success behaviour
- Facilitation of self-esteem thru specific positive feedback by community role models
- Effective strategies for resolving conflicts and expressing emotions
- Time management and goal setting skills
- Self-presentation and job interviewing skills
- Identification and exploration of possible career options
- Recreational and cultural activities
- Substance abuse prevention counselling referral

RECOMMENDED

- Program for self-esteem and decision making
- Leadership skills training program
- Established mentoring program
- Activities to promote community and social responsibility
- Organized drama, music or dance club
- Parenting skills workshop
- Adolescent/parent workshop to improve family relationships
- Organized peer counselling
- Regular group counselling
- Individual or family counselling by professionals on as-needed basis

**REPRODUCTIVE
HEALTH**

- Comprehensive Family Life Education
- On-site access to contraceptive information and condoms
- Direct access to or referrals for clinical services

- Comprehensive family planning services
- STD/HIV counselling, screening treatment
- Pre and post-natal counselling for pregnant and parenting teens

**STRATEGY FOR
REPRO HEALTH**

- Individual case management
- Group and peer counselling and education
- Gender-appropriate programs

**LITERACY/REMEDIAL
EDUCATIONAL**

- Testing to assess literacy mastery and disabilities
- Individual needs assessment and case management
- Homework program for intermittent students
- Remedial and literacy lessons for out-of-school adolescents

- Minimum package with qualified staff, better materials
- Specialized tutoring for specialized problems

VOCATIONAL/TECHNICAL

-(See text page 27 first paragraph)

- Provision for access to voc/tech training in at least two skill areas
- Remedial education
- Job preparation placement and follow-up
- Established apprenticeship/internship programs

**STRATEGY FOR
VOC/TECH**

- Safe environment
- Flexible hours
- Age appropriate
- Individualized care
- Trained instructors
- Defined goals

INSTITUTIONAL

**NGO SUSTAINABLE
OPERATIONS AND
MANAGEMENT**

MINIMUM

- Organization legally established and recognized
- Basic functional organization with explicit job descriptions
- Administrative functions in place

RECOMMENDED

- Tax exempt status
- Individual case file
- Advanced Admin. functions

development; reproductive health; literacy/remedial education and vocational and technical (voc/tech) training.

The participating NGOs know the communities in which they work and know (or can find out) the at risk adolescents who might benefit from the UAP. The parent or home NGO is the one at which the adolescent first registers. The home NGO should diagnose the adolescent's needs and problems and prepare a program tailored to those identified needs. If the home NGO can not provide all the needed services, it should arrange with another NGO for them. But the home NGO is responsible for counseling and guiding the adolescent throughout the entire program. Not all adolescents shall need all of the services in the package and not all NGOs shall have in-house capability for providing all services. However, all at risk adolescents who enter the program should receive all the needed services identified in the diagnostic.

The minimum and recommended packages additionally require that the NGO contribute a minimum of 33 percent of the cost of the program, in cash or kind.

2.2.1.1 Personal and Family Development. In Jamaica, as in other countries worldwide, there is great concern regarding the increasing number of at-risk youth. Recent trends indicate a growing tendency towards anti-social attitudes and behavior among adolescents and a breakdown in the effectiveness of the traditional major socialization institutions such as the family, school, and church. Educational, personal and social deficiencies greatly limit the life chances and future employment opportunities of at-risk and out-of-school adolescents. There is also a greater likelihood that these adolescents will have unstable relationships and eventually raise children who in turn are likely to be low achievers.

A comprehensive and coordinated package of personal and family development programs is needed to address the multi-faceted issues affecting at-risk and out-of-school youth. Although many NGOs include some personal and family development activities in their programs, in general the delivery of these activities is not comprehensive and is often done in an unstructured manner. The personal and family development areas to be covered are frequently not clearly defined and objectives for each area are not identified. The lack of structure makes it difficult for program

staff to monitor participants' progress or to evaluate the short-term and long-term effectiveness of various interventions.

The NGOs will be required to demonstrate that they offer the following activities.

Minimum Personal and Family Development Program Elements

♦ **Identification and reinforcement of basic success behaviors.** The basic rules to which all participants must adhere should be clearly identified to program participants. These rules should include attendance requirements, grooming restrictions, and required behaviors. The success behaviors that each participant is expected to exhibit (i.e., participate in group activities, cooperate when working with others, avoid insulting and criticizing others, etc.) should also be discussed with participants. Both the rules and the success behaviors should be posted in a conspicuous location.

♦ **Facilitation of self-esteem through specific positive feedback and presentations by community role models.** Staff members should be trained to look for areas of strength and improvement in participants and provide specific positive feedback on a regular basis. Achievements should be acknowledged both individually and during group sessions. Community members should be invited to give presentations on a regular basis in order to increase participants' exposure to positive role models.

♦ **Development of effective strategies for resolving conflicts and expressing anger, frustration, or other emotions.** Participants should be trained in methods to effectively resolve conflicts and express negative and positive emotions. This training should be participatory and should include strategies for assessing the situation, identifying possible options and the likely consequences, and choosing the option that will produce the desired outcome.

♦ **Development of time management and goal setting skills.** This training should focus on the importance of setting short-term and long-term personal and vocational goals. Participants should be assisted in identifying individual goals and the strategies necessary for achieving each goal. The importance of budgeting time and effective time management strategies should also be covered.

♦ **Development of self-presentation and job interviewing skills.** The importance of self-presentation skills (i.e., projecting your voice, maintaining good eye contact, using complete sentences, etc.) should be reviewed with participants and staff should give participants regular feedback on their self-presentation skills. Opportunities should also be provided for participants to practice self-presentation and job interviewing skills.

♦ **Identification and exploration of possible career options.** Possible job options and the training and education required for each job should be explored with participants. Community members in various career areas should be invited to talk with participants.

♦ **Regular program of recreational and cultural activities.** Participants should have the opportunity to engage in a variety of sporting or recreational activities on a regular basis.

♦ **Substance abuse prevention counseling and/or referral.** A comprehensive presentation regarding substance abuse prevention should be provided to all participants. On-going education regarding the consequences of substance abuse and effective ways to respond if pressured by peers to use drugs or alcohol should also be provided. At least one staff member should be trained in substance abuse counseling or a substance abuse counselor from another organization should be available to participants on a weekly basis.

Recommended Personal and Family Development Program Elements

♦ **Coordinated program of activities to develop self-esteem and responsible decision making.** These activities should prepare participants to more effectively assume responsible adult roles by increasing self-knowledge, self-confidence, and decision making skills. Role playing, audiovisual materials, and guest speakers should be utilized to help participants internalize the material and apply the information to every day situations.

♦ **Leadership training program.** Participants should receive information about the responsibilities of assuming a leadership role and the effectiveness of different leadership styles. Opportunities should be provided for participants to gain experience in various leadership roles with varying levels of responsibility.

♦ **Established mentoring program.** The mentoring program should ensure that each participant has regular contact with a caring adult who can offer support and guidance and model appropriate behavior. A standard training program, a minimum time commitment, and approved activities should be clearly outlined. Procedures for monitoring mentoring relationships should also be developed.

♦ **Organized drama, music, or dance club.** An instructor who is responsible for providing training on a regular basis should be identified. Dance, music, and drama club performances should provide information on topics of interest to adolescents or provide participants with guidance on how to handle difficult situations.

♦ **Organized program of activities to promote community and social responsibility.** Participants should have a variety of opportunities to positively impact their community by working with local organizations to provide community service or increase community awareness about various issues. Activities may include working with the elderly, tutoring younger children, or providing environmental awareness programs for community members.

♦ **Parenting skills workshops.** Parenting skills workshops should be held at least once per term and should include basic information about children's needs at different developmental stages, effective methods for handling behavior problems, and group sharing of common problems and effective solutions.

♦ **Adolescent-parent workshops to improve family relationships.** Adolescent-parent workshops should be held at least once per term and should include basic information about effective methods for improving family relationships and resolving conflicts. Staff members should facilitate discussion about areas of unresolved conflict and assist family members in negotiating acceptable solutions.

♦ **Organized peer counseling program.** Staff members should either develop a comprehensive peer counseling training program or arrange for interested students to attend one of the several peer counseling training programs being offered by outside agencies. Trained peer counselors should be identified to program participants as individuals who are prepared to provide basic information in a safe and supportive environment and should be given the opportunity to assist with facilitating group sessions.

♦ **Regular group counseling sessions.** Group counseling sessions focusing on topics of interest or concern to participants should be conducted on a weekly basis. At least one staff member should be trained as a group facilitator.

♦ Provision of or referral for individual or family counselling on an as needed basis. At least one staff member should be trained to conduct individual and family counseling sessions for participants who are in crisis or are struggling with issues that require a more in-depth approach than group counseling sessions. If a counselor is not on-site, there should be a pre-arranged agreement with another agency that is capable of providing individual and family counseling for participants.

The above elements are necessary, but not sufficient to facilitate the development of at-risk adolescents. In addition to personal and family development programs, adequate access to basic health care, proper nutrition, adequate education and skills training, and the opportunity to obtain gainful employment are needed.

2.2.1.2 Reproductive Health. The 1993 Contraceptive Prevalence Survey (CPS) reported that Jamaican adolescents face exceedingly high rates of mistimed pregnancies and lack accurate knowledge about contraception. The CPS reported that the average age of first intercourse for youth aged 15-17 was 15.9 years for females and 13.9 years for males, which is quite early by most standards. The antecedents to early childbearing and sexual risk-taking among Jamaican adolescents are complex and diverse, ranging from lack of contraceptive access to developmental/behavioral and socioeconomic factors.

Most adolescents in Jamaica lack formal sexuality education. In the schools, family life education (FLE) is taught by teachers and guidance counsellors rather than by trained specialists. Many professionals are concerned that family life education takes less priority than other courses because it is not an examinable subject. With an acute shortage of guidance counsellors, FLE is not taught on a regular basis or in a consistent manner. In addition, many teachers and counsellors are uncomfortable teaching the subject matter and/or impart highly moralistic and value-laden messages about teenage sexual expression. Adolescents also have more difficulty obtaining contraception than older women (OPTIONS, 1992). Inconvenient clinic hours, transportation difficulties, lack of confidentiality, and the judgmental attitudes of parents, pharmacists and providers toward adolescent sexual activity are cited as factors affecting the ability of adolescents to easily obtain contraception.

The reproductive and sexual health sector of the UAP is designed to address these concerns within the context of multi-modal programs which aim to increase the life choices and life chances of adolescents. Services will provide at-risk adolescents with both the capacity and the motivation to delay pregnancy and prevent sexual risk-taking. Interventions provide guidance,

accurate information, and skills practice so that adolescents will be better equipped to make informed, consensual, and healthy decisions about sexuality. Program interventions encourage teens to delay childbearing until they are financially independent and psychologically capable of taking on the responsibilities of parenting.

Participating NGOs will be required to demonstrate that they offer the following program element and use the following program strategies.

Minimum Reproductive Health Required Program Elements

♦ **Comprehensive Family Life Education (FLE)** is provided to all program participants in a structured format. Over the 5 year project, NGOs will be expected to adopt the standard curriculum of the MEYC.

♦ **On-site access to contraceptive information and condoms** is provided to all program participants. Participants are given complete and correct information about all available methods. Condoms are distributed to all participants regardless of age.

♦ **Direct access to or referrals for clinical services** including gynecological exams, pregnancy testing, and sexually transmitted disease screening is provided regardless of age.

Recommended Reproductive Health Program Elements

♦ **Comprehensive family planning services** are available to program participants either on-site or through outreach. Services include reproductive health and sexuality counselling, gynecological exams, pregnancy testing and contraceptive education and methods. All contraceptive methods are available.

♦ **Sexually transmitted disease counselling, screening, treatment and follow-up** is provided to both females and males. Clients are provided with both written and verbal information on the mode of transmission, treatment modalities, follow-up instructions and ways to prevent re-infection.

♦ **Pre- and post-natal counselling** is available to pregnant and parenting adolescents. This includes counselling on nutrition, child growth and development, hygiene, immunization, and standard well-baby and safe motherhood care, and parenting skills.

Program Strategies: The following program strategies are required for both minimum and recommended services.

♦ Individual case management is provided to all program participants. Case management includes counseling intake and needs assessment on reproductive and sexual health, referrals to other types of services that are not provided on-site, and follow-up care. Individual history charts are maintained.

♦ Group and peer counseling/education activities are provided on an on-going and regular basis. Youth are involved in the design, implementation and evaluation of all reproductive and sexual health program interventions.

♦ Gender-appropriate program interventions target both young women and men. The FLE curricula, for example, uses gender-appropriate exercises and addresses issues such as gender roles, sexual pressures and violence.

2.2.1.3 Literacy/Remedial Programs and Vocational/Technical Training. At risk youth have limited access to educational resources and many are stigmatized by the system. Consequently, many have inadequate remedial skills and/or have acquired a negative self-concept and low self-esteem. This has been further reinforced by abusive family environments and poverty levels. As a result, many of these adolescents have learned to devalue their own and others lives. Many have been or are becoming alienated and disconnected from society; many turn to delinquent behavior and teenage pregnancy as a form of escape. Problems facing at risk and out of school adolescents are more acute in the rural and the Kingston metropolitan areas, than other towns.

The UAP has developed specific program requirements for NGO participation aimed at meeting at risk adolescent educational and training needs. The objective of the required remedial education and literacy program is to assist adolescents to increase their life options by completing their formal education or by working towards developing a technical and or entrepreneurial skill. Once minimum standards have been achieved, NGOs will be encouraged, through incentives, to expand or upgrade service provision levels by offering the following recommended program elements. The recommended package of services is aimed at students who desire formal or non-formal technical/vocational or entrepreneurial skills training leading to an occupation.

Participating NGOs must demonstrate that the following elements are in place to qualify for grants:

Minimum Literacy Remedial Education Program Elements

♦ On-site testing is available to all program participants to assess literacy and numeracy skills. Testing is conducted to assess possible learning disabilities and vision problems.

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♦ In-depth needs assessment and plan of care is developed for each client based on test results. Individual charts are developed and maintained.

♦ Remedial and literacy lessons are available to all participants. These use a structured format with clearly identified goals and activities and a curriculum that is sensitive to students attention spans. Specialized instruction is provided by tutors or teachers in specific remedial subject areas.

♦ For in-school youth, structured homework programs are offered on a consistent and regular basis. Individually-tailored homework assistance and tutoring in remedial education is provided.

♦ For out-of-school youth, structured programs are provided on a consistent and regular basis to assist participants to re-enter the formal educational/technical system or to complete a non-formal technical skills or entrepreneurial course.

♦ Teaching capability and instructional materials are based on the requirements of the formal education system. Teachers must demonstrate a solid understanding of the needs of out-of-school youth and have experience working with remediation activities that encourage individuals to re-enter the education system.

♦ Student instructional materials are delivered in a simple format in terms of reading and writing style, reflecting low-literacy and reading comprehension levels. Materials are designed according to student interests. Materials include career options, life and parenting skills, preventative health care and community issues.

Recommended Literacy/Remedial Education Program Elements

The recommended package is the same as the minimum, but with better qualified staff and better materials. In addition, it might include special tutoring for specialized problems.

Minimum Vocational/Technical Training Program Elements

There is no minimum package for vocational/technical training - only the recommended package. As adolescents take the personal and family development package of services (minimum or recommended) and are evaluated, those adolescents who definitely are not returning to school and who would benefit would be referred for the recommended package described below.

Recommended Vocational/Technical Training Elements

The recommended package of services is aimed at students who desire formal or non-formal vocational/technical or entrepreneurial skills training leading to an occupation. Participating NGOs must show that they provide the following program elements.

- ♦ Programs provide two or more skill courses or have access to courses to two or more through another organization that has the capability.
- ♦ Instructional materials and equipment are applicable to the skill area and have apprenticeships or work experience programs with the private sector built into the courses.
- ♦ When deemed necessary, program includes remedial instruction. Instructional material is representative of students age, life situation and technical/vocational skills being learned.
- ♦ Programs include job preparation, placement and follow-up.

Program Strategies:

- ♦ Programs are conducted in a safe, clean nurturing environment that is student accessible.
- ♦ Programs offer flexible hours. Programs for in-school youth take place after school and/or on weekends. Programs for out-of-school youth are built around student availability with a recognition of time constraints due to income generating and parenting activities that are unavoidable.
- ♦ Programs are age-appropriate and are designed with the recognition that students operate at varying learning levels with different skill- and literacy-levels. Classes and/or group work recognize these different levels.
- ♦ Program offers individualized care. Program accounts for the fact that students have different and specific learning needs based on the causes of school difficulties or dropout, the length of school absences and the level of education assimilated while in school.
- ♦ Instructors are trained or have considerable experience in the skill area being taught.
- ♦ Lessons are structured with clearly identified goals and defined activities.

♦ The NGO has links with the private sector when the private sector is willing to assist with providing skill resources.

♦ Teaching capability and instructional materials are based on the requirements of the formal education system. Teachers must demonstrate a solid understanding of the needs of out-of-school youth and have experience working with remediation activities that encourage individuals to re-enter the education system.

♦ Student instructional materials are delivered in a simple format in terms of reading and writing style, reflecting low-literacy and reading comprehension levels. Materials are designed according to student interests. Materials include career options, life and parenting skills, preventative health care and community issues.

2.2.2. Special Populations

The THA assessment and Design Team identified several population segments that are particularly at-risk. These include pregnant and parenting young women, adolescents with mild-to-moderate learning disorders, reformed substance abusers, and others who have particular problems that require specialized services. Funding at a higher per capita level for a more limited number of this group is also included in the project. However, the exact "minimum" standards for this Special Population cannot be developed with any precision. The contractor will need to work with the NGOs serving this group (or NGOs who wish to offer new services to the group) to determine the best funding mode to use. It is possible that subcontracts, rather than grants, may be more appropriate for initial efforts. Over the LOP, 2,500 youth years, or an estimated 1,700 adolescents if one assumes some multi-year participants, will benefit from these more targeted and specialized services.

The funding for special populations grants will cover an estimated 6-10 awards for smaller groups at higher unit costs. Awards will be provided through the same sort of limited competition process. The grants will focus to the extent possible on the "effectiveness criteria" modality, emphasizing performance of specified level of service rather than input delivery alone. Should a new special population be identified for which services need to be tested, it would initially be funded as operations research (see below) and then move to this category of funding.

2.2.3 Operations Research Recognizing that the minimum package risks becoming a static tool, the project includes US\$300,000 for approximately six grants to stimulate innovation and more creative service models. Over the five year LOP, at least six innovative models will be tested, of which at least three will be adapted for replication.

The operations research grants will be offered through limited competition with NGOs that meet minimum standards. Some of these may be project grantees, and others may be operating minimum standard programs with other financing. The NGOs will be expected to contribute about 20-25 percent of the cost of the research, in cash and/or kind. Research will be in the following categories:

- 1) testing of new methods for delivering the minimum package to the core target population, which might accrue additional cost but which are expected to accrue additional benefits;
- 2) expansion of the minimum package to new type of target group, i.e. incarcerated teens, youth in foster home settings, commercial sex workers, etc.
- 3) testing of innovative interventions with special population groups, i.e. disabled teens, pregnant and parenting young women, recovering substance abusers, etc.

The operations research will be structured to assure that hypotheses are explicit and outcomes are measured. Results will be disseminated through the joint coordinating committee, possibly at special seminars for this purpose. Where indicated, successful research models will prime candidates for subsequent minimum package financing.

2.3 Strengthening of MEYC Youth Unit (Output # 3)

Section 1.1.3 summarizes the most relevant GOJ policies affecting youth and very briefly highlights a number of institutions involved. The key operating unit for such activities is the Youth Unit in the MEYC, which has only recently been moved from the Ministry of Local Government. Because of its preoccupation with moving and the general disruptions of the institutional transition, the Youth Unit had not established a detailed operational plan as the project was designed. USAID and the institutional contractor should maintain contact with the Youth Unit to assure that project implementation takes into account its evolving plans and strategies.

Subject to further definition of precise needs, the project will provide limited office equipment and participant training to the MEYC Youth Unit to promote and operationalize training to the Youth Unit to promote and operationalize the Youth Policy in particular, and to improve its capacity to implement the policy and to communicate relevant information and coordinate activities within its portfolio. Public sector personnel will also be invited to the project's relevant in-country training. At the end of the project, the output is that the Youth Unit's coordinative function will be strengthened, and it will be providing improved information and coordination about adolescent programs to concerned program implementers.

2.4 Program Support

2.4.1 Sustainability. The project's emphasis on delivery of effective services on a sustainable basis requires attention to assuring that NGO staff possess the technical, managerial, and support requirements to undertake the program over time. The technical annexes C, D, and E detail areas where training is indicated in the respective sectors. There are three broader areas in which all organizations are deficient: management services, research, and information/coordination.

In terms of management services, the training coordinator with the institutional contractor will work with participating NGOs to: i) conduct needs analyses and establish learning objectives; ii) identify or design courses to meet the objectives, for all levels of staff; iii) provide funding for attendance to existing courses, or arrange for the conduct of specialized courses for managers and operating staff; iv) provide on-the-job advice to NGO management.

Regarding research, many of the NGOs have virtually no data on which to measure effectiveness of different program strategies. The project will stress the use of individual case management as a training and management tool. Early in the project the institutional contractor will arrange for workshops in such basic information collection and management skills as designing, administering, and filing intake forms for individual case files, arranging follow-up schedules, and measuring mastery of knowledge or skills or values by the participant. Where adequate measuring tools or norms do not exist for Jamaica, the institutional contractor may work with an NGO to identify some operations research to develop it. The important point is that the NGOs be able to assess progress of participants and their overall programs themselves, if they are to claim effectiveness over time.

The project will assist the MEYC in the establishment of a public-private sector joint coordinating committee to try to facilitate information sharing and coordination on a face-to-face basis. It will also provide the MEYC with some communications and office equipment to enable it to play a continuing supportive role.

2.4.2 Collaboration with Other Donors Part of the benefits of improved information and coordination will be the potential for helping the NGOs to use relatively modest USAID funds as leverage for other lender/donor funding. There are several areas for collaboration.

Under the overall poverty alleviation rubric, USAID could become a key Social Investment Fund "subproject co-financier" for NGO activities that meet both USAID and SIF criteria. These would most likely fall under the social infrastructure and social assistance categories of SIF funding. Examples would include an

most likely fall under the social infrastructure and social assistance categories of SIF funding. Examples would include an NGO accessing SIF funds to purchase/renovate a community center to operate a teen center that provides a UAP-funded minimum package, or SIF payment for information/education/communication (IEC) materials (e.g. computers with CD-ROM, VCRs with interactive videos) for enhancing several UAP-financed multi-modal NGO programs. USAID and the institutional contractor will need to remain current on SIF operations to assure that the UAP "effectiveness criteria" are within the SIF sub-project criteria. UAP has been designed to stand alone should SIF take a different direction than currently planned, but the potential for sub-project co-financing should not be overlooked.

USAID and the institutional contractor should remain in close contact with the WFP/HEART project personnel as the new project gears up. Of particular importance will be following how proactive the new parish committees become in identifying realistic training opportunities, and how responsive HEART is in moving its program out of the academies and into the communities.

USAID and the institutional contractor should also maintain close contact with UNICEF, and its committee for Children in Especially Difficult Circumstances, and with the Fertility Management Unit at UWI. Although neither of these organizations is awash with funds, they are both highly respected leaders in the youth arena and tend to be aware of opportunities as they arise.

2.4.3 Evaluative Research The THA assessment records several NGO programs that meet the minimum "effectiveness criteria" and should be eligible for funding with little change in program operations. Most, however, will require some initial work in more clearly defining specific objectives for each technical cluster and in determining how to evaluate whether the objectives have been met. In cases where agreed norms or standards do not exist, the project will assist in developing and testing them. By the end of the six year project, measurable process and impact norms and standards for the three major technical clusters will be identified, and at least 80 percent of these will have been adopted for field use by participating NGOs.

Early in the project the institutional contractor will prepare a pre-qualification checklist of "effectiveness criteria" derived from the minimum package. This will be used to select NGOs for the initial round of sub-contracts to be awarded. However, the contractor will be required to refine the criteria periodically to reflect new knowledge and experience. This will be made possible in the first instance through up-grading the management and research skills of the NGOs to undertake individual case management and follow-up. The institutional contractor will also conduct topic specific evaluations as data so suggest, using short-term TA

as necessary and appropriate. A variety of instruments and strategies, including survey and sample research, focus groups, interviews, and pre-and post-testing, may be used. Topics will focus on operational issues. An example would include introduction of a standardized test, adapted from U.S. models, to measure self-esteem among program participants, so that program implementers can fine-tune strategies.

The institutional contractor will provide STTA to NGOs to help the NGOs develop methodology to track a statistically valid sample of graduates, estimated at 150 for Year Three and 500 for Year Five and conduct tracer studies. The NGOs will interview the graduates to obtain quantitative and qualitative information on their behaviors and their lives, including employment, conjugal status, number of children, etc. This will provide immediate information on program effectiveness, for both successful and unsuccessful graduates. They will also form the basis for purpose and goal level assessment of overall program impact when compared to data on non-program participants in the same age cohort. The tracer studies will provide rich information on validity -- or lack thereof -- of program standards, which can be fed back into operating procedures. They will be conducted prior to and provide essential information for the mid-term and final project evaluations.

3. PLAN OF ACTION

3.1 Administrative Arrangements

3.1.1 Government of Jamaica. The project will be a bilateral grant to the GOJ through a project grant agreement (ProAg). The ProAg will be negotiated with the Ministry of Finance, which will designate the MEYC as the lead implementing agency for the GOJ.

The GOJ will designate an authorized representative (project liaison officer) from MEYC to serve as key counterpart for the USAID project officer and the institutional contractor chief of party (COP). It is likely that this liaison officer will be based in the Youth Unit. This person will maintain current knowledge of activities under the project and will be able to brief the minister and other ministries on progress and problems. Importantly, she/he will help facilitate MEYC support to project activities and personnel, both at the national and sub-national levels.

The liaison officer will also serve as lead GOJ officer in the organization and conduct of meetings of the public-private sector joint coordination committee. The committee will include representatives from the GOJ, key NGOs working with adolescents, the contractor and USAID. It will meet periodically to review progress to date, share information and ideas, identify problems, and arrive at means to resolve problems. Funding is to be provided

in the institutional contract for facilities rental and necessary materials for joint coordinating committee meetings.

3.1.2 Institutional Contractor. The ProAg will state that USAID on behalf of the MEYC will procure a competitively selected institutional contractor to be the lead implementing entity under the project. The contractor's primary responsibility will be to provide all project inputs, including administering the NGO sub-contracts and grants. During the first 90 days in country, it will undertake a detailed diagnostic to up-date the institutional inventory of programs for adolescents and to reconfirm and/or clarify the "effectiveness criteria" for the minimum and recommended package. The diagnostic will serve as the basis for a detailed year one, and more general LOP, workplan. The institutional contractor will subsequently develop annual implementation plans for USAID approval and will report quarterly on achievements as compared to the plans.

Given the strong need for socio-cultural sensitivities under this contract, the request for proposals will be structured to encourage participation of Jamaican institutions, U.S. firms in Jamaica, and joint ventures of U.S. and Jamaican firms. The regional contracts officer has been consulted in the development of the contractor scope of work and concurs with the approach.

The contractor's staff may include 4.5 years each of the following illustrative positions: chief of party, NGO programs coordinator, training coordinator, accountant, bookkeeper, administrative assistant, secretary, and driver/messenger. They will be supported by U.S. and Jamaican short term consultants.

3.1.3 Waiver of Nationality Source

Current USAID Buy America policy is that only the U.S. (USAID Geographic Code 000) can be authorized as the source and origin of commodities and nationality of suppliers of services for all grants except those to the "least developed countries." (HB 1B, 5A1d(1)). The policy permits financing of certain local costs without waiver of authorized code; e.g., professional services contracts not to exceed \$250,000 and those commodities and services that are only available locally (utilities, communications, housing, etc.) (HB 1B paragraph 18A1c). All other non-U.S. procurement requires a waiver.

A waiver to authorize a different geographic code must be based on one of several criteria. The two criteria most appropriate for this project are:

"(d) Procurement of locally available service would best promote the objective of the foreign assistance program."

"(e) Such other circumstances as are determined to be critical to the achievement of project objectives." (HB 1B, section 5D10a(1)).

A waiver of nationality for contracting for the services is included in the project authorization. The USAID/Jamaica director has the authority to both authorize the project and waive the geographic code. The justification is that due to the socio-cultural sensitivity of the subject matter in this project, a strong Jamaican presence on the contractor's staff is critical for project success. This presence might take the form of:

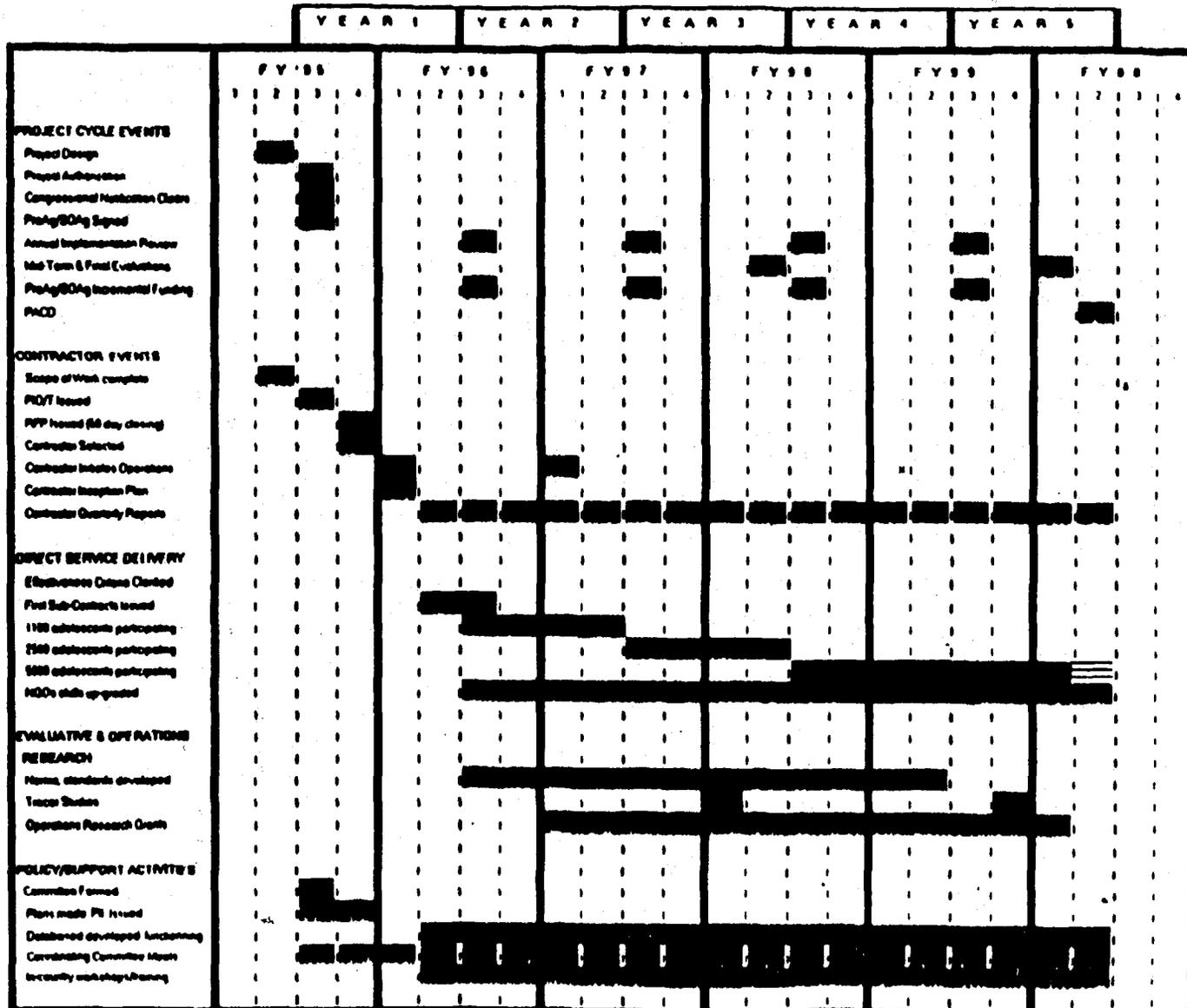
- the contract being with a Jamaican organization;
- the contract being with a U.S. organization, with a large Jamaican presence on the staff;
- the contract being with a joint venture of U.S. and Jamaican organizations.

In addition to the critical need for a strong Jamaican presence on the contractor's staff, about 60 per cent of the project funds will go to Jamaican NGOs in the form of grants and subcontracts from the contractor. Therefore, the waiver of source of nationality is justified under HB 1B, section 5D10a(1)(d) to permit Jamaican organizations to either receive the contract or be included in a contract as a joint venture partner or subcontractor and for Jamaican NGOs to receive grants and subcontracts.

3.2 Implementation Schedule

An Implementation Schedule is provided as Figure 3.

FIGURE 6: IMPLEMENTATION SCHEDULE



4. FINANCIAL PLAN

4.1 Budget (all amounts in U.S. dollars)

The estimated LOP budget is \$7,500,000 over the five and one half year period, of which \$5,500,000 is USAID grant funds and an estimated \$2,000,000 is the Jamaican NGO and government contributions. The Jamaican contribution equals 25 percent of the total estimated costs, so the requirement of FAA Section 110(a) is satisfied.

Table 1 provides a summary of source and use of funds for the life of the project. Table 2 divides the obligations by USAID directives in population and basic education. A more detailed explanation of costs is in Annex F.

4.1.1 Institutional Contractor. Although the contractor is to handle the funds for the sub-contracts and grants to NGOs in 4.1.2 below, it is anticipated that there will be no fees or charges for managing this money.

a. Management Staff: The table in Annex F shows the yearly salary cost for each of the eight people listed in Section 3.1.2 (4.5 years each). The salaries range from \$9,000/year for a driver to \$80,000/year for the chief of party. The USAID salary scale for FSNs were the basis for estimating many salary levels.

b. Short Term Technical Assistance: The monthly cost for the 12 pm of expatriate STTA is \$15,00 (\$180,000 FX) and the monthly cost for the 20 pm of local TA is \$5,000 (\$100,000 local currency).

c. In-Country Training: Most of this amount is for the 715 person weeks of training at a total person cost of \$200, with USAID funds paying \$100 and Jamaican contributions covering the other \$100 (salary, travel, per diem, etc.). In addition, there is an allowance for coordinating seminars and conferences (USAID \$50,000 and Jamaican \$50,000). Total Jamaican contributions for in-country training is \$120,000.

d. Observation Travel: Three groups of five people each to the U.S. for two weeks to observe programs for inter-city youth at \$3,000 per person per trip (\$45,000). This covers airfare, per diem and local travel costs.

e. Other Direct Costs: This is for the contractor's office equipment (\$25,000 FX and 40,000 local currency) and in-country travel costs (\$25,000 local currency).

f. Indirect Costs: This assumes a 30 percent overhead on all above costs plus eight percent fee on all costs plus overhead.

4.1.2 NGO Service Delivery

a. Minimum and Recommended Packages: The basis for the \$15/month for minimum and recommended packages of services is shown in Annex F. USAID funds, through sub-contracts from the contractor, would pay 2/3 or \$10 per month of youth services and the NGO would contribute 1/3 in cash or in-kind. The total cost of 14,000 youth years (YY) of these services would be \$15/month x 12 months X 14,000 YY = \$2,520,000. This has been rounded off to the grant providing \$1,700,000 and the NGOs \$850,000.

b. Special Populations: The estimated cost per month of services for special populations is expected to be \$26.67/month, nearly twice the cost of the minimum/recommended packages. The total cost for the 2,500 YY of these services would be \$26.67 X 12 X 2,500 = \$800,000. The grant would provide \$20/month or a total of \$600,000 and the NGOs \$6.67/month or a total of \$200,000.

c. Operations Research: For planning purposes, it is assumed that six grants will be made to local NGOs by the contractor for \$50,000 each with the grantee providing a matching \$15,000 in cash or in-kind. The line item would be \$300,000 of grant funds and \$90,000 Jamaican contributions.

d. Youth Unit Complementary Operations: The annual budget of the Youth Unit is about J\$96 million (about US\$2.8 million). It is assumed that about five percent of this budget per year is used by the Youth Unit for operations that complements the UAP and therefore represents a GOJ contribution to the project (rounded to US\$690,000).

4.1.3 GOJ Strengthening

a. Training: Nine person months of participant training to the U.S. is planned for Youth Unit personnel at a cost of \$6,000 per month. The GOJ contribution of \$2,000 per month covers airfare and salary/benefits of the participants during the training. USAID/Jamaica will directly manage the participant training. The total cost would be (rounded) \$55,000 of USAID grant and \$20,000 of GOJ contributions.

b. Commodities: The contractor will procure for the Youth Unit in MEYC office equipment such as computers, printers, faxes, photocopiers, etc. and perhaps a subscription to internet (estimated \$75,000 FX). The GOJ will provide the supplies and maintenance of the equipment estimated at \$30,000 over the LOP.

4.1.4 USAID Oversight

a. FNPSC Project Officer: This covers the salary and fringe benefits for 4 1/2 years of an FSN at FSN-11 grade at an annual cost of \$35,000 including in-country travel as well as \$5,000 for

computer and office equipment plus overseas conference travel.

b. Evaluations: This assumes two evaluations, each requiring one month of an expatriate (\$14,500) and two months local person (\$10,000) for total of \$29,000 foreign exchange and \$20,000 local currency.

c. Audits: The two audits are expected to cost \$50,000 each for a total of \$100,000 from the grant.

4.2 Methods of Implementation and Financing

Table 3, Methods of Implementation and Financing, reflects the project procurements from USAID funds and means of disbursement over the LOP. There will be only one major procurement, the institutional contractor. In addition, the participant training, FNPSC, project evaluations and audits will be managed directly by USAID/Jamaica. Following USAID policies to minimize management units per project and per office, this does not represent a significant increase for the Mission.

The institutional contract will be open competition among US and Jamaican companies.

The PIO/T, RFP and the resulting contract should contain provisions for the contractor to make both sub-contracts and grants to Jamaican NGOs. The contractor should prepare for USAID/Jamaica and RCO approval standard formats for both sub-contracts and grants that meet all FAR and project requirements. Thereafter, the USAID review of sub-contracts and grants can focus on the substance and the qualifications of the NGOs in giving required approvals. Sub-contracts and grants shall require the approval of the RCO as required by FAR in a manner and form as he shall require.

To permit the contractor to make grants for special populations and operations research, the procedures outlined in Contract Information Bulletin 94-23, December 20, 1994, are to be followed. This includes (a) the regional contracts officer's obtaining approval from M/OP/P before the contracting process starts and (b) the USAID/Jamaica's being involved with the contractor in establishing the selection criteria and the actual selection of grantees. This project fits one of the situations for which this mechanism is permissible: 3.b "the burden of executing a number of small grant activities is particularly difficult for the responsible USAID mission or office." Any grants over \$100,000 to non-U.S. NGOs shall be subject to the audit requirements of Mandatory Standard Provision 2 concerning accounting, audit and records (HB 13, Chapter 4, page 4D-2).

The methods of implementation and financing are appropriate and are within the preferred methods as defined by the payment verification policy. On the basis of the above, the USAID Jamaica

Controller has approved the methods of implementation and financing under the auspices of the payment verification policy.

4.3 Recurrent Costs

The project has been designed to avoid creation of any dependencies on external funding and thus should foster only minimal increases in operating costs for implementing agencies involved. The design puts primary emphasis on working with and through established NGOs and does not foresee funding the opening of any new offices or organizations. All NGOs will be required to contribute a minimum of 25 percent in cash or kind to the program in which they participate, which -- if adequately monitored -- should by definition avoid building any major "entitlement" modes. With reference to Figure 2, one of the key NGO management criterion for receiving funding for minimum package is "evidence that basic operating costs/overhead are covered and sustainable without USAID funding." That is, even if delivery of the full multi-modal package ceases when USAID funding ceases, it is likely that the NGO will continue to function at some level, which due to project training and TA is qualitatively better than under pre-project conditions.

Again referencing Figure 2, the recommended package criterion is "explicit cost-recovery plan for recurrent costs due to USAID funded activities." That is, as NGOs gain confidence in delivering the multi-modal package they will be encouraged and assisted to develop cost-recovery schemes. These might include developing linkages with Jamaican businesses in the area, or finding cheaper suppliers of inputs in addition to actual income-generating activities.

The limited support to the GOJ will result in some basic recurrent maintenance costs for diskettes, ink cartridges, equipment repair, etc. which experience suggests are not problematic for the GOJ. The proposed Internet link-up might be more than it can support -- although chances are that by FY 2000, some new technology will make it more affordable yet.

**Table 1: Uplifting Adolescents Project:
LOP Source and Use of Funds (US\$1,000)**

<u>Element</u>	<u>USAID</u>			<u>JAM</u>
	<u>FX</u>	<u>LC</u>	<u>TOTAL</u>	
<u>Inst. Contractor</u>	<u>355</u>	<u>2,085</u>	<u>2,440</u>	<u>120</u>
Long Term Staff	0	1,205	1,205	0
Short-term TA	180	100	280	
In-Country Training	0	120	120	120
Observation Travel	45	0	45	0
Other Direct Costs	25	65	90	0
Indirect Costs	105	595	700	0
<u>NGO Service Delivery</u>	<u>0</u>	<u>2,600</u>	<u>2,600</u>	<u>1,830</u>
Min/Rec Packages	0	1,700	1,700	850
Special Populations	0	600	600	200
Operations Research	0	300	300	90
Youth Unit Comp. Oper.	0	0	0	690
<u>GOJ Strengthening</u>	<u>130</u>	<u>0</u>	<u>130</u>	<u>50</u>
Part. Training	55	0	55	20
Commodities	75	0	75	30
<u>USAID Oversight</u>	<u>35</u>	<u>295</u>	<u>330</u>	<u>0</u>
FNPSC Project Officer	5	175	180	0
Evaluations	30	20	50	0
Audits	0	100	100	0
TOTALS	520	4,980	5,500	2,000

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**Table 2: Uplifting Adolescents Project Obligations
by USAID Directive (US\$ 1,000)**

<u>Obligation</u>	<u>FY 95</u>	<u>FY 96</u>	<u>FY 97</u>	<u>FY 98</u>	<u>FY 99</u>	<u>TOTALS</u>
TOTALS	350	1,200	1,400	1,550	1,000	5,500
Population	250	800	950	1,050	650	3,700
Basic Education	100	400	450	500	350	1,800

**Table 3: Uplifting Adolescents Project
Methods of Implementation and Financing (US\$ 1,000)**

<u>Component/ Activity</u>	<u>Method of Implementation</u>	<u>Financing Method</u>	<u>Amount</u>
Inst. Contractor: TA, In-country Training, NGO Fund Admin.	Competitive USAID Direct Institutional Contract	Dir. Payment	2,440 +2,600
GOJ Support: Part. Training	Direct USAID PIO/P	Dir. Payment	55
GOJ Support: Commodities	to be included in Institutional Contract above	Dir. Payment	75
USAID Management	FNPSC, POs	Dir. Payment	180
Evaluations	Direct USAID Contracts, IQC	Dir. Payment	50
Audits	Direct USAID Contract	Dir. Payment	100

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5. MANAGEMENT PROCEDURES

5.1 Project Officer and Internal Management

The UAP represents a positive step in the Mission's re-engineering efforts to move toward a more strategic program focus. Although project management responsibility will initially rest in the Office of General Development (OGD), it will eventually move to one of the appropriate Strategic Objectives (SO) Committees. Because approximately 80 percent of funding is devoted to reproductive health and education, primary project responsibility may reside with the "smaller, better educated families" SO team. However, the USAID/Jamaica project officer (PO) will necessarily be a member of both that team and the "economic growth" SO team, so the project should benefit from inputs of both groups.

The OGD (or SO team) will assign or recruit a new Foreign National Personal Services Contractor (FNPS) to serve as project officer shortly after the initial obligation. The PO will provide overall direction and guidance to project implementers and serve as the key mission liaison with the institutional contractor, other donors, NGOs, and the GOJ. The PO will assure that the procurements outlined in Table 3 are carried out in timely manner according to USAID regulations and will take the lead in processing sub-contract and grant review and approvals. Due to the need for a relatively senior manager with demonstrated competence who can maintain independent contacts at senior levels of government, the position should be established at the FSN 11 level.

The project officer will be assisted by other offices of the mission, e.g., the Controller, Contracts, and Office of Program and Project Development (OPPD). A project committee will be maintained to consult and advise on project issues and progress on a periodic basis. Again, this may give way to new structures or teams as re-engineering progresses. The institutional contractor COP may be asked to sit in committee meetings as an observer from time to time.

Although the project design is based on planned contracting modes and budget estimates, one of the project committee's/SO team's primary roles will be to assure that the project stays flexible and responsive to changes in the environment. Project flexibility will be assured through regularly scheduled annual implementation reviews at the beginning of the third quarter of each fiscal year. The purpose of the reviews will be to identify changes in the Jamaican context, including entry of new donors, progress under existing project components, and changes necessary to meet the new environment.

It is likely that, due to the changing shifts in the economic sphere, these annual reviews will result in formal project design adjustments, such as change in focus of activities under a specific

project component, or addition of new activities or components consistent with project purpose or goal.

5.2 Evaluations

Two project evaluations are planned, a mid-term evaluation in FY 1998 and a final evaluation in FY 2000. Both evaluations will be preceded by tracer studies of successful and unsuccessful program graduates made by the NGOs (see 2.1). Based on these and data collected as part of on-going project monitoring and reporting, the evaluations will address the progress of project implementation as measured against stated indicators, and the experience to date with the results-based financing scheme. The scope of work will be prepared by the mission and contracting undertaken through standard USAID procedures, such as mission-direct contracts and/or IQCs. One pm expatriate and two pm local consultants are provided in the budget for each of these evaluations.

The tracer studies will track a statistically valid sample of graduates, estimated at 150 for Year Three and 500 for Year Five. The researchers will interview the graduates to obtain quantitative and qualitative information on their behaviors and their lives, including employment, conjugal status, number of children, etc. This will provide immediate information on program effectiveness, for both successful and unsuccessful graduates. They will also form the basis for purpose and goal level assessment of overall program impact when compared to data on non-program participants in the same age cohort. The tracer studies will provide rich information validity -- or lack thereof -- of program standards which can be fed back into operating procedures. They will be conducted prior to and provide essential information for the mid-term and final project evaluations. The formal project evaluations will employ qualitative methods, including focus group research, to balance the more quantitative research in the tracer studies.

5.3 Monitoring

The project includes internal on-going monitoring and reporting systems which should allow for "real time" measurement of progress toward a number of targets throughout the LOP. All participating NGOs will be required to register adolescents with standard in-take forms, maintain confidential individual case management files which record the participant's status in mastering various knowledge or skill areas, and comment on participant follow-up over time. The evaluative research component will promote collation and analysis of data in specific topic areas periodically.

Monitoring will also be performed in the usual way: through regular joint coordinating committee meetings, field trips, meetings with the contractor COP, progress reports, etc.

6. ANALYSIS OF FEASIBILITY

6.1 The Issues

The UAP is a strategic initiative which responds to both the GOJ and USAID needs for an integrated focus on at risk and out-of-school adolescents. The project builds on the experience of past USAID projects in the education and population sectors. The mission believes the project to be technically feasible and responsive to the needs and opportunities facing Jamaica in the coming five years.

The design derives from a major USAID-financed study conducted by the Jamaican firm Trevor Hamilton & Associates. The Design Team consulted with THA team members, and public and private sector institutions in the design of the project. The Mission included a Jamaican management specialist who had worked on the THA study on the design team. The final product thus reflects the views of the Jamaican professionals and adolescents who informed their views.

During the course of the design a number of assumptions and decisions have been made concerning the project's strategy with regard to "root causes" of poverty, its particular age focus, and its focus on results. The assumptions underlying the strategic decisions are summarized below.

Root Causes

Persuasive arguments have been made that preventive or mitigative programs such as those proposed in UAP are of little use unless the root causes of the adolescents' problems, such as poverty, ineffective formal schooling, and lack of family values, are addressed. The Design Team carefully considered this argument and believes it holds merit. However, the Team recognizes that overcoming the root causes of adolescent alienation is a long-term proposition that will involve many other sectors and more funding and technical effort than the UAP population-based focus on adolescents affords. Further, it believes that such an effort is already underway, through the multi-donor support to the GOJ Poverty Alleviation Program.

The Uplifting Adolescents Project has been designed within the poverty alleviation framework to complement and provide leverage for other lender/donor activities. The medium-term impact of the UAP, in combination with these other activities, should provide much-needed momentum to the longer term efforts.

Focus by Age

There are also a number of persuasive arguments that suggest that the problems of adolescents begin much earlier than age ten, and that projects seeking to affect adolescent behavior should begin with seven and eight year olds. As discussed in Annexes D

and E, this is particularly true in the personal and family development, and literacy/education sectors. The mission recognizes this need, and is providing support through a grant to the Peace and Love in Schools (PALS) NGO to meet some needs. It has also developed a NAD for a new project to address the problems of children under 10. These efforts will be coordinated to assure that the needs of the younger cohort are adequately addressed.

In the same manner, some concerned professionals believe the project should focus on the problems of 15-18 year old, where the alienation and negative societal impact is greatest. The design does not preclude this group, particularly among special needs populations such as pregnant and parenting young women or reforming substance abusers. However, the design recognizes that two large programs -- the WFP/HEART training project, and the GOJ National Youth Service -- are coming on stream to address this group. It also recognizes that many of the NGO programs favor it, and seeks to redress the imbalance. As concluded by the THA report:

The group of persons in the target group not being served therefore is the group of youngsters on the lower end of the age range -- the 10-14 year old. It seems that they are particularly vulnerable. In almost every agency, they fall out of focus. Administrators and other professionals are more concerned about the needs of the young person turning 18. Though their concerns are reasonable, they often are not as focussed on the needs of the younger population, which is just as behind. (THA, Organizations, p. 51).

Given realities of project implementation and the flexibility afforded by most NGO programs, it is likely that the strict divisions between age cohorts will be blurred during implementation, and youth of all ages will receive services commensurate with their particular needs. However, NGOs should not fall into the trap of trying to do all things for all populations. The important point, simply, is that services be designed to age-appropriate standards if program effectiveness is to be achieved.

Focus on Results

The technical design and ultimate package includes the common tension between "process" and "results" and seeks to achieve a balance between the two. Many NGOs do not set measurable program objectives, and need to be encouraged to do so in order to evaluate if their efforts are successful. Their strengths, in fact, are their process orientation: "Successful programs, though they cannot ensure that individuals will move from pathology to health, are distinguished by their process, style, and evidence of genuine concern and respect for the individuals they serve."

The implicit definition of "effectiveness" used in this PP is in fact a balance between process and results, and is reflected in

the minimum and recommended package summarized at Figure 2 and described in detail in the annexes. Each of the technical areas encourages substantive knowledge or skills based components with specific strategies of demonstrated utility with adolescents.

6.2 Summary Social Soundness Analysis

6.2.1 Project Beneficiaries. Figure 1 at the beginning of this document provides a factual summary of the dimensions of the project's target population. About 209,000, or 45 percent of Jamaica's total adolescent population aged 10 to 18, may be considered at risk. The vast majority of these youth come from poor households.

The THA study categorizes the adolescents into seven separate categories for analytic purposes, ranging from successfully completing school in the proper order at the proper age, to fully out of school, with a number of intermediate steps. This PP addresses the adolescents in all but the first two groups, and works within the prevailing social view that if they are not successful in at least achieving literacy, if not completing schooling, they are already at risk.

6.2.2 Socio-cultural Participation and Feasibility. Within this age-based definition of 10-14 for the target population, the project expects to reach approximately 11,000 adolescents, or about seven percent of the 160,000 at risk adolescents over the project life. The project supports voluntary participation by these at risk youth, although it encourages proactive NGO outreach to encourage disaffected youth to attend. Voluntary participation based primarily on self-selection may not reach the most troubled youth, but given the level of need, self-selection with non-exclusionary outreach efforts is considered a culturally and cost-appropriate strategy on which to base the program.

The decision to participate in these programs by these adolescents will be based on numerous factors, some of which the project can influence and some of which it cannot. Those it cannot influence are "root causes" discussed in 6.1 above, including the macroeconomic sphere, the poor quality and lack of equity in the education system, and the decline of family values throughout much of Jamaican society. These are mentioned in separate annexes and covered in some depth in the THA demographic and ethnographic study. All sources agree that the subject requires much greater attention. The project will contribute to the body of knowledge on reasons for leaving school through maintenance of standard intake forms by participating NGOs, and through possible operations research efforts.

Factors for youth becoming at risk which the project can influence include: the availability of gender-appropriate strategies, the geographic location of the NGO and its own

definition of target group, the non-partisan and non-exclusionary nature of the program, the availability of strategies to work with learning disabled youth, and the quality of the program overall. These factors are summarized below.

Gender Appropriate Strategies

Participation in most program offerings will be open to both boys and girls. The incidence should be approximately equal for male and female participants, although program strategies to reach them will vary. As discussed in Annex E, boys have much higher rates of illiteracy than do girls, particularly in rural areas, and may need specific materials to interest them in obtaining necessary skills. Girls are generally much more affected by unplanned pregnancies than are boys. There are certain preferred vocational and technical skills for each gender, although some are highly valued by both. Each gender has specific socialization processes and needs which will need to be carefully assessed and addressed in all program offerings. In general, among the factors mentioned above, the NGOs visited seemed most adept at addressing gender differentials.

One gender-specific area of probable support will be multi-modal packages to address the needs of pregnant and parenting young women. There are several organizations in Jamaica that have effective approaches to the needs of this group, and they should be supported in expanding the coverage and/or range of coverage. Experience shows that if these young women are provided support and the chance to return to school, second pregnancies can be significantly delayed. This group thus forms one of the "special populations" which the project will particularly target.

Geographic Location

The project should strive to balance activities between rural and urban populations, although this may be more difficult given location of NGO programs. The 1993 PIOJ poverty data present sharp differences by geographic area. Among the poor, 58 percent of households and 60 percent of total population are in rural areas, with about 20 percent each in the Kingston Metropolitan Area (KMA) and other major towns. World Bank analyses performed for its 1994 Country Economic Memorandum, however, demonstrate that "...despite the large differences in consumption among regions, most of the total inequality is not due to differences in means between the areas. ... only about nine percent of the total inequality was due to differences between means, whereas 91 percent was due to inequality within each area."

The Bank does recognize that "...the majority of poor living in rural areas are poorer than the average poor," but goes on to state that "this does not mean that urban poverty is not a problem, however, for the social effects of poverty are harsher in urban

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area, where physical living conditions are much worse and deteriorating faster and where poverty contributes to crime that disrupts other economic activity." The Bank draws the policy conclusion that "...programs need to identify and target the poor within both urban and rural areas." (World Bank, "Strategy for Growth and Poverty Reduction," p. 19).

The project design follows the Bank's lead, and adopts the broader poverty and age-based population approach. USAID and the institutional contractor must work closely with the MEYC and the joint coordinating committee to identify potential NGO partners in rural areas to assure that some experience with rural youth is gained. Collaboration with the WFP/HEART program may be a particularly useful strategy in this regard, as it is focussing on community-based efforts. No rigid set aside for rural programs will be made, but the project will target at least 25 percent of the minimum package funding for rural areas. This target should be periodically reviewed, and revised if necessary.

Non-Partisan, Non-Exclusionary Programming

Most persons interviewed by the Design Team cautioned that political party politics in Jamaica are often linked to geographic areas, and encouraged USAID to try to support only non-partisan NGOs in spite of this link. In urban areas, "politics" may be less linked to formal political parties and more to local "dons," or gang leaders. Indeed, many of the NGOs working in urban areas described detailed strategies to maintain their non-partisan image, including simply stopping at specific street corners dominated by different groups each time they drove through a neighborhood, to avoid charges of favoritism. The institutional contractor and USAID will consider the reputation and coverage of interested NGOs to assure that they are, indeed, non-partisan, and that their programs are open to all interested adolescents, regardless of political or gang affiliation.

There is also some concern that the inclusion of a requirement for comprehensive FLE and on-site access to condoms in the minimum package will exclude NGOs and/or communities which due to religious beliefs support only abstinence as an acceptable contraceptive method for youth. The project does not wish to exclude these groups and NGOs should stress that abstinence is a valid and desirable method of contraception by young people, and one that is included in all FLE curricula. However, all data and socio-cultural analyses reviewed by the team suggest that many young people will choose to become sexually active before they want to become parents. For these youth, the project also wants to be responsive and provide them a means of avoiding pregnancy and possible STDs. It thus includes in the design that on-site access to condoms, in a confidential and non-coercive environment, is an appropriate response to their needs. NGOs that do not accept this requirement will need to consult with the institutional contractor

and USAID to determine if alternative strategies for provision of contraception are acceptable.

Mild-to-Moderate Learning Disabilities

Although data are scarce, it is estimated that 9-10 percent of the target population has mild-to-moderate learning disabilities, ranging from poor vision to poor hearing to dyslexia to speech impediments. Experience elsewhere dictates that this group has a higher proportion of drop-outs than the more able population, and requires more specialized attention. The project provides for individual assessments and screening as part of the minimum package, in order to develop individual development strategies. In some cases this may simply consist of obtaining eyeglasses, but in others more specific therapies may be in order. The project provides a higher unit cost for such group programs should they be required.

Program Quality

The project will pursue high quality program standards through "adolescent-friendly" strategies to the extent possible. Project standards for "minimum effectiveness criteria" are described in section 2.2.1 of this paper and in Annexes C-E, and plans to develop or improve norms and standards are provided in section 2.4.3. Some of the "adolescent friendly" approaches will include:

- ♦ flexible program hours to meet working and/or parenting adolescents' needs;
- ♦ "one stop shop" approach, where most offerings are provided at one location and the need to go to specialized providers is limited;
- ♦ assistance with transportation to and from program offerings, to meet financial constraints and for personal safety;
- ♦ some off-site program elements for special populations or special needs, to reach adolescents who might not be able, or might not choose, to come to the main site;
- ♦ consultation with parents, particularly in abusive situations, to help gain support for adolescents' needs;
- ♦ "modern" and valued instructional materials and approaches, including use of Jamaican artists and musicians as teachers and use of computer-assisted curricula, where possible.

6.2.3 Benefit Incidence, Benefit Spread, and Impact The budget provides for approximately 14,000 "youth years" of core program delivery and 2,500 youth years of the more expensive programs for special populations (pregnant and parenting young women, adolescents with mild-to-moderate learning disabilities), for a total of 16,500 youth years of services. It is assumed that 25-35 percent of these youth years will be used by adolescents who stay in the program for more than a year. To avoid redundancy and

inflated results, the project might directly benefit about 10,700-12,400 adolescents over a five year period. For simplicity of presentation, a total of 11,000 beneficiaries is being used throughout this PP".

As stated earlier, experience with multi-modal approaches in Jamaica and elsewhere demonstrates impact within six months to one year of regular program attendance. This means that if fewer individuals are covered due to program delays or funding cuts, those that participate will still attain full benefits. There will be no fewer benefits to those who can participate, there will simply be fewer direct beneficiaries.

Other direct beneficiaries include management, staff, and volunteers of participating NGOs who will receive training, information, and on-the-job technical assistance in the course of the project. These are estimated at 20 persons at each of 20 NGOs, or 400 individuals. An additional 300-400 adults and/or adolescents will get specialized training as peer counselors or mentors.

Benefit spread is encouraged through the evaluative and operations research, which is designed to develop and test replicable models, and the policy and institutional strengthening work, which will facilitate dissemination of new models. By the end of the project, it is likely that all NGOs working with poor adolescents and children will be aware of and using some of the methods developed under this project. It is also likely that the siblings and friends of participating adolescents will attain some benefits, as will the children of participating teen mothers.

Project impact is expected to be positive and to contribute to individual, NGO, GOJ, and USAID longer term goals. Society will benefit as 11,000 young people become more productive members of society, delay pregnancies, avoid substance dependencies and STDs, and engage in less crime. The individuals will benefit through increased self-esteem and education and skills that will enable them to earn a living over time. This will have a positive impact on the GOJ and USAID's poverty reduction goals in the medium and long term.

6.3 Sustainability Analysis

There are three types of sustainability sought by the project: sustained socioeconomic benefits to the target population, their communities, and the nation, so that the formerly alienated youth remain productive members of society; sustained ability of participating NGO service providers to provide at least the minimum package; and sustained ability of the MEYC to disseminate information and coordinate out of school youth activities overall. The design seeks to assure that each of these is achievable within the LOP.

The most important sustainability is the socioeconomic benefits to the target population. The results enumerated in 6.2.3 above have clear economic and social benefits to the individuals and the nation. The THA assessment and other literature demonstrate clear linkages between levels of schooling and income, literacy and income, and family size and income. The project will have a positive impact in all areas, through returning out-of-school youth to the classroom through remedial programs, and nurturing their attendance and progress in school with personal and family development activities and homework programs. It will additionally delay the age of first intercourse and provide youth with skills to avoid unplanned pregnancies. These actions will thus provide program participants with specific knowledge and skills which have demonstrated causal links to income later in life. The value of such knowledge and skills to approximately 11,000 individuals is immeasurable, and will accrue over the individuals' lifetimes, to both the individuals and the nation.

The NGO service providers will be able to sustain at least the qualitative aspects of the minimum package, due to increased knowledge and skills of staff trained with project assistance. The staff will receive greater support, both through improved internal management structures and through the network(s) established through coordinative activities. The assumption is that if trained staff are able to provide quantitative and qualitative evidence of effective programs and results, the likelihood of other donor funding is high.

The MEYC will be able to sustain the information and coordination efforts initiated under the project as long as demand exists. Sustainability will be achieved when the MEYC recognizes and accepts their responsibility towards the out of school youth and directs their attention and resources to change the learning environment and establishes the support services that will keep the majority of youth in school through the secondary level. This project should make a major contribution towards helping the MEYC to accept this role.

6.4 Recommended Environmental Threshold Decision

Following the provisions of USAID Regulation 16, 216.2(c)(2)(i), Annex G recommends a Categorical Exclusion based on the fact that this project provides only TA and training and will have no discernible impact on the environment.

LOGICAL FRAMEWORK
Uplifting Adolescents Project 532-0177

Goal	Indicators	Means of Verification	Assumptions
<p>-----</p> <p>To promote smaller, better educated families</p>	<p>a) Decrease in general size of families</p> <p>b) Increase in percentage of children finishing vocational and primary school</p> <p>c) Increase in functional literacy</p>	<p>1. Contraceptive Prevalence survey</p> <p>2. National Statistics – PIOJ MOH and MOEY&C</p> <p>3. National Literacy Study</p>	<p>Project will have measurable impact on contraceptive use, children finishing school and youth taking literacy training</p>
<p>-----</p> <p>Purpose</p> <p>To improve the social and job skills of Jamaica's at-risk youth (age 10-14) on a sustainable basis so they may become more responsible and productive citizens.</p>	<p>a) 8 NGOs continue to provide on a sustained basis services to about 3,000 10-14 year old children yearly.</p> <p>(following are for adolescents receiving services from the project)</p> <p>b) Pregnancy rate for 10-18 year olds decreased by 30%.</p> <p>c) 20% of out-of-school adolescents return to school.</p> <p>d) School drop-out rate for 10-14 year olds reduced by 20%</p> <p>e) 40% of those receiving vocational training have jobs within 6 months after finishing training</p> <p>f) Completion rate for all-age schools and vocational schools and/or programs increased by 30%</p>	<p>1. National statistics</p> <p>2. Contraceptive Prevalence Survey</p> <p>3. Tracer studies by NGOs</p> <p>4. Project evaluation</p>	<p>1. NGOs will continue providing packages of services</p> <p>2. Packages of services are adequate to appreciably change lives of those receiving services.</p> <p>3. At risk adolescents will be receptive to the program and will attend regularly</p>

Indicators

Means of Verification

Assumptions

Outputs

1. NGOs strengthened

1. a) 10 NGOs to deliver minimum package of services

1. Contractor progress reports.

1. Enough NGOs, with help of project, can become eligible for grants their programs of services

b) 5 NGOs to deliver recommended package of services

2. Site visits

3. Meetings of joint coordinating committee.

3. NGOs are willing to work together to provide full range of services to selected adolescents

2. a) Minimum and recommended packages designed or modified using operations research

4. USAID financial reports

4. Contractor gains confidence and cooperation of NGO community

b) Packages designed for special populations

c) Tools designed to test self-esteem, literacy and learning

d) Some 9,300 adolescents receive recommended packages

e) Some 1,700 adolescents receive special population packages

5. GOJ adequately funds its Youth Service.

2. Programs for adolescents designed and delivered

3. MEYC youth unit strengthened

3) a) It is operating the National Youth Service.
b) Data gathering

Inputs

1. Technical Assistance

1. Three LT advisors & 32 PM STTA

2. In-country training

2. 715 person weeks

3. Participant training

3. 9 PM

4. Observation travel

4. 15 people

5. Commodities

5. Office equipment

6. Funds for NGOs service

6. \$2.3 million in small grants

7. Operations research

7. \$300,000 in about 6 grants

Project records

1. Funds are adequate for this level

2. NGOs are able to make matching contribution

3. Staff available for training (youth unit and NGOs)

4. Institutional contractor on board that has capacity to provide inputs.

Jamaica Inputs

1. Salary, travel costs of trainees

1-5 See budget for magnitude

2. Airfare for participants

3. NGOs matching contributions for grants

4. 5% of Youth Unit Operations

5. Supplies for office equipment

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**ANNEX B
SOCIAL SOUNDNESS ANALYSIS**

1. PROJECT BENEFICIARIES

Figure 1 in the PP provides a factual summary derived from the THA study of the dimensions of the project's target population. As reflected, about 209,000, or 45 percent of Jamaica's total adolescent population aged 10 to 18, may be considered at risk. The vast majority of these youth come from poor households.

The THA study categorizes the adolescents into seven separate categories for analytic purposes, ranging from successfully completing school in the proper order at the proper age, to fully out of school, with a number of intermediate steps. This PP addresses the adolescents in all but the first two groups, and works within the prevailing social view that if they are not successful in at least achieving literacy, if not completing schooling, they are already at risk.

The project will focus efforts on three particular groups: the estimated 10,000 adolescents aged 10-14 who are not enrolled in school, the 65,000 that are enrolled in school but that are in and out of school intermittently, and the estimated 4,000 students who drop out annually. Because the majority of the 65,000 intermittent attendees are in the 10-14 age cohort, project interventions have been geared to that level. Some of the 4,000 who drop out annually are no doubt older, but are expected to benefit from similar strategies -- personal and family development, reproductive health, literacy/remedial education -- as the younger group.

There are a number of persuasive arguments that suggest that the problems of adolescents begin much earlier than age 10, and that projects seeking to affect adolescent behavior should begin with 7 and 8 year olds. As discussed in Annexes D and E, this is particularly true in the personal and family development, and literacy/education sectors. The Mission recognizes this need, and is providing support through a grant to the Peace and Love in Schools (PALS) NGO to meet some needs. It has also developed a NAD for a new project to address the problems of children under 10. These efforts will be coordinated to assure that the needs of the younger cohort are adequately addressed.

In the same manner, some concerned professionals believe the project should focus on the problems of 15-18 year olds, where the alienation and negative societal impact is greatest. The design does not preclude this group, particularly among special needs populations such as pregnant and parenting young women or reforming substance abusers. However, the design recognizes that two large programs -- the WFP/HEART training project, and the GOJ

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National Youth Service -- are coming on stream to address this group. It also recognizes that many of the NGO programs favor it, and seeks to redress the imbalance. As concluded by the THA report:

The group of persons in the target group not being served therefore is the group of youngsters on the lower end of the age range -- the 10-14 year olds. It seems that they are particularly vulnerable. In almost every agency, they fall out of focus. Administrators and other professionals are more concerned about the needs of the young person turning 18. Though their concerns are reasonable, they often are not as focussed on the needs of the younger population, which is just as behind. (THA, Organizations, p. 51).

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2. SOCIO-CULTURAL PARTICIPATION AND FEASIBILITY

Within this age-based definition of 10-14 for the target population, the project expects to reach approximately 11,000 at risk adolescents. The project supports voluntary participation by these at risk youth, although it encourages proactive NGO outreach to encourage disaffected youth to attend. Voluntary participation based primarily on self-selection may not reach the most troubled youth, given the level of need, self-selection with non-exclusionary outreach efforts is a culturally and cost-appropriate strategy on which to base the program.

The decision to participate in these programs by these adolescents will be based on numerous factors, some of which the project can influence and some of which it cannot. Those it cannot influence are "root causes" discussed above, including the macroeconomic sphere, the poor quality and lack of equity in the education system, and lack of family values throughout much of Jamaican society. These are mentioned in separate annexes and covered in some depth in the THA demographic and ethnographic study. All sources agree that the subject requires much greater attention. The project will contribute to the body of knowledge on reasons for leaving school through maintenance of standard intake forms by participating NGOs, and through possible operations research efforts.

Factors for youth becoming marginalized which the project can influence include: the availability of gender-appropriate

strategies, the geographic location of the NGO and its own definition of target group, the non-partisan and non-exclusionary nature of the program, the availability of strategies to work with learning disabled youth, and the quality of the program overall. These factors are summarized below.

2.1 Gender Appropriate Strategies

Participation in most program offerings will be open to both boys and girls. The incidence should be approximately equal for male and female participants, although program strategies to reach them will vary. As discussed in Annex E, boys have much higher rates of illiteracy than do girls, particularly in rural areas, and may need specific materials to interest them in obtaining necessary skills. Girls are generally much more affected by unplanned pregnancies than are boys. There are certain preferred vocational and technical skills for each gender, although some are highly valued by both. Each gender has specific socialization processes and needs which will need to be carefully assessed and addressed in all program offerings. In general, among the factors mentioned above, the NGOs visited seemed most adept at addressing gender differentials.

One gender-specific area of probable support will be multi-modal packages to address the needs of pregnant and parenting young women. There are several organizations in Jamaica that have effective approaches to the needs of this group, and they should be supported in expanding the coverage and/or range of coverage. Experience shows that if these young women are provided support and the chance to return to school, second pregnancies can be significantly delayed. This group thus forms one of the "special populations" which the project will particularly target.

2.2 Geographic Location

The project should strive to balance activities between rural and urban populations, although this may be more difficult given location of NGO programs. The 1993 PIOJ data present sharp differences by geographic area. Among the poor, 58 percent of households and 60 percent of total population are in rural areas, with about 20 percent each in the Kingston Metropolitan Area (KMA) and other major towns. World Bank analyses performed for its 1994 Country Economic Memorandum, however, demonstrate that "...despite the large differences in consumption among regions, most of the total inequality is not due to differences in means between the areas. ... only about 9 percent of the total inequality was due to differences between means, whereas 91 percent was due to inequality within each area."

The Bank does recognize that "...the majority of poor living in rural areas are poorer than the average poor," but goes on to

state that "this does not mean that urban poverty is not a problem, however, for the social effects of poverty are harsher in urban area, where physical living conditions are much worse and deteriorating faster and where poverty contributes to crime that disrupts other economic activity." The Bank draws the policy conclusion that "...programs need to identify and target the poor within both urban and rural areas." (World Bank, "Strategy for Growth and Poverty Reduction," p. 19).

The project design follows the Bank's lead, and adopts the broader poverty and age-based population approach. USAID and the institutional contractor must work closely with the MEYC and the Joint Coordinating Committee to identify potential NGO partners in rural areas to assure that some experience with rural youth is gained. Collaboration with the WFP/HEART program may be a particularly useful strategy in this regard, as it is focussing on community-based efforts. No rigid setaside for rural programs will be made, but the project will target at least 25 percent of the minimum package funding for rural areas. This target should be periodically reviewed, and revised if necessary.

2.3 Non-Partisan, Non-Exclusionary Programming

Most persons interviewed by the Design Team cautioned that political party politics in Jamaica are often linked to geographic areas, and encouraged USAID to try to support only non-partisan NGOs in spite of this link. In urban areas, "politics" may be less linked to formal political parties and more to local "dons," or gang leaders. Indeed, many of the NGOs working in urban areas described detailed strategies to maintain their non-partisan image, including simply stopping at specific street corners dominated by different groups each time they drove through a neighborhood, to avoid charges of favoritism. The institutional contractor and USAID will consider the reputation and coverage of interested NGOs to assure that they are, indeed, non-partisan, and that their programs are open to all interested adolescents, regardless of political or gang affiliation.

There is also some concern that the inclusion of a requirement for comprehensive FLE and on-site access to condoms in the minimum package will exclude NGOs and/or communities which due to religious beliefs support only abstinence as an acceptable contraceptive method for youth. The project does not wish to exclude these groups and NGOs should stress that abstinence is a valid and desirable method of contraception by young people, and one that is included in all FLE curricula. However, all data and socio-cultural analyses reviewed by the team suggest that many young people will choose to become sexually active before they want to become parents. For these youth, the project also wants to be responsive and provide them a means of avoiding pregnancy and possible STDs. It thus includes in the design that on-site access to condoms, in a confidential and non-coercive environment, is an appropriate response to their needs. NGOs

that do not accept this requirement will need to consult with the institutional contractor and USAID to determine if alternative strategies for provision of contraception are acceptable.

2.4 Mild-to-Moderate Learning Disabilities

Although data are scarce, it is estimated that 9-10 percent of the target population has mild-to-moderate learning disabilities, ranging from poor vision to poor hearing to dyslexia to speech impediments. Experience elsewhere dictates that this group has a higher proportion of drop-outs than the more able population, and requires more specialized attention. The project provides for individual assessments and screening as part of the minimum package, in order to develop individual development strategies. In some cases this may simply consist of obtaining eyeglasses, but in others more specific therapies may be in order. The project provides a higher unit cost for such group programs should they be required.

2.5 Program Quality

The project will pursue high quality program standards through "adolescent-friendly" strategies to the extent possible. Project standards for "minimum effectiveness criteria" are described in section 2.1.1 of this paper and in Annexes C-F, and plans to develop or improve norms and standards are provided in section 2.2.1. Some "adolescent friendly" approaches include:

- ♦ flexible program hours to meet working and/or parenting adolescents' needs;
- ♦ "one stop shop" approach, where most offerings are provided at one location and the need to go to specialized providers is limited;
- ♦ assistance with transportation to and from program offerings, to meet financial constraints and for personal safety;
- ♦ some off-site program elements for special populations or special needs, to reach adolescents who might not be able, or might not choose, to come to the main site;
- ♦ consultation with parents, particularly in abusive situations, to help gain support for adolescents' needs;
- ♦ "modern" and valued instructional materials and approaches, including use of Jamaican artists and musicians as teachers and use of computer-assisted curricula, where possible.

3. BENEFIT INCIDENCE, BENEFIT SPREAD, AND IMPACT

The budget provides for approximately 14,000 "youth years" of core program delivery and 2,500 youth years of possibly more expensive programs for special populations (pregnant and parenting young women, adolescents with mild-to-moderate learning

disabilities), of a total of 16,500 youth years of services. It is assumed that 25-35 percent of these youth years will be attributed to adolescents who stay in the program more than one year. To avoid redundancy and inflated results, the project can claim to benefit directly approximately 11,000 individuals over a five year period.

As stated earlier, experience with multi-modal approaches in Jamaica and elsewhere demonstrates impact within six months to one year of regular program attendance. This means that if fewer individuals are covered due to program delays or funding cuts, those that participate will still attain full benefits as defined in section 4. There will be no fewer benefits to those who can participate, there will simply be fewer direct beneficiaries.

Other direct beneficiaries include management, staff, and volunteers of participating NGOs who will receive training, information, and on-the-job technical assistance in the course of the project. These are estimated at 20 persons at each of 20 NGOs, or 400 individuals. An additional 300-400 adults and/or adolescents will get specialized training as peer counselors or mentors.

Benefit spread is encouraged through the evaluative and operations research, which is designed to develop and test replicable models, and the policy and institutional strengthening work, which will facilitate dissemination of new models. By the end of the project, it is likely that all NGOs working with poor adolescents and children will be aware of and using some of the methods developed under this project. It is also likely that the siblings and friends of participating adolescents will attain some benefits, as will the children of participating teen mothers.

Project impact is expected to be positive and to contribute to individual, NGO, GOJ, and USAID longer term goals. Society will benefit about 11,000 young people become more productive members of society, delay pregnancies, avoid substance dependencies and STDs, and engage in less crime. The individuals will benefit through increased self-esteem and education and skills that will enable them to earn a living over time. This will have a positive impact on the GOJ and USAID's poverty reduction goals in the medium and long term.

**ANNEX C
REPRODUCTIVE AND SEXUAL HEALTH**

1. SITUATION ANALYSIS

1.1 Overview of Sexual Activity, Childbearing and STDs/HIV among Jamaican Adolescents

As noted in the Trevor Hamilton and Associates (THA) Baseline Study, the following observations are particularly relevant with regard to adolescent sexual activity. It is important to note that most data on adolescent sexual and reproductive health indicators are not disaggregated by 10-14 and 15-18 age groups. There is a particular paucity of data for 10-14 year olds.

According to the 1993 Contraceptive Prevalence Survey:

- * 50% of the 14-19 age group are sexually experienced. The average age of first intercourse for young women is 15.9 and young men 13.9.
- * 59 percent of women and 75 percent of men age 15-19 have had sexual intercourse.
- * The proportion of women in the 15-17 year category who had ever been pregnant was 14% in 1993, up from 12% in 1989.
- * 47 percent of female adolescents age 15-19 become pregnant with 81 percent of these being mistimed.
- * Over 80% of both young women and men know about different methods of contraception.
- * With regard to syphilis and gonorrhoea, according to the Health Information Unit of the Ministry of Health, there were 24 reported cases of syphilis during 1993 in the 10-14 age group. In the 15-18 age group there were 391 cases of syphilis; women in this age group were three times as likely to have syphilis than men. In the 10-14 age group there were 173 cases of gonorrhoea. In the 15-18 age group there were 2,597 cases.

1.1.1 Consequences of Sexually Transmitted Diseases and Too-Early Childbearing

While all sexually active teens are at risk for STDs and unintended pregnancy, the consequences of sexual activity and

early childbearing are particularly severe for teens who experience social and economic deprivation. Adolescent mothers younger than 17 face an increased risk of maternal mortality. Many pregnant adolescents fail to receive proper prenatal care or nutritional information. Individual life chances are affected by pregnancy - in 1993, 81% of Jamaican students who became pregnant while enrolled in school subsequently dropped out. A 1989 study by International Planned Parenthood on Adolescent Pregnancy in Latin American and the Caribbean demonstrates that the rate of poverty is seven times higher for teenage mothers than older mothers and their average income is half the poverty level. In addition, infant mortality rates are 33% higher for children born to women under age 20 (Harper, 1989).

The consequences of sexually transmitted diseases are also severe for at risk teens who often lack access to adequate treatment. For example, untreated chlamydia can lead to pelvic inflammatory disease (PID) which is associated with chronic pelvic pain, ectopic pregnancy and infertility. Certain types of human papilloma virus are linked with cervical cancer which is considered high among Jamaican women as compared with other countries.

1.1.2 Antecedents to Childbearing and Sexual Risk-Taking among Marginalized Youth

The antecedents to early childbearing and sexual risk-taking among Jamaican youth are complex and diverse -- ranging from lack of contraceptive access, to developmental/behavioral and socioeconomic factors.

1.1.2.1 Psychological, Developmental and Behavioral Factors. A number of cognitive and behavioral factors influence the ability of adolescents to recognize the risks and deal with the consequences of early and/or unprotected sexual activity. According to interviews with service providers and a review of recent research, adolescents in Jamaica frequently lack the skills necessary to make healthy, informed choices about their sexual lives. Much of the research conducted by Hope Enterprises and ACOSTRAD, for example, points to inadequate decision-making skills, lack of assertion and negotiation skills, lack of problem-solving skills, and the inconsistency between attitudes and behaviors as some of the many factors which affect the ability of adolescents to protect themselves sexually. In addition, child abuse and sexual violence strongly affect social and psychological development -- both are considered widespread among Jamaican youth. The importance of these contributing factors is demonstrated by Gail Wyatt et al. in "Sexual Decision-making among Jamaican Adolescents."

1.1.2.2 Social and Economic Factors. Numerous social and economic factors impact the sexual and reproductive health of

marginalized youth in Jamaica. Motherhood is highly valued in Jamaican culture -- teens who lack educational and economic opportunities are more likely to have children at an early age (McNeil, 1992). It is common practice for young women to have children by several different men as a means of ensuring a steady income. For men it is considered "macho" to have children by several different women. Unfortunately, young women find themselves increasingly dependant on men for economic survival. The THA study clearly indicates that poverty is one of the major underlying causes of teen pregnancy in Jamaica and that teen mothers are likely to come from economically disadvantaged families.

A number of factors associated with poverty place Jamaican teens at high risk of pregnancy, HIV and other STDs. School failure which often precedes teen childbearing, is high among low-income youth in Jamaica. Adolescent substance abuse, physical and sexual violence, homelessness, and commercial sex work are increasingly considered endemic in Jamaica's urban communities where there are high rates of poverty and early childbearing.

1.1.2.3 Factors related to Contraceptive Access and Sexuality Education. Most adolescents in Jamaica lack formal sexuality education. In the schools, Family Life Education (FLE) is taught by teachers and guidance counsellors rather than by trained specialists. Many professionals interviewed by the Design Team cited concerns that Family Life Education takes less priority than other courses because it is not an examinable subject. With an acute shortage of guidance counsellors, FLE is not taught on a regular basis or in a consistent manner. In addition, many teachers and counsellors are uncomfortable teaching the subject matter and/or impart highly moralistic and value-laden messages about teenage sexual expression.

Adolescents also have more difficulty obtaining contraception than older women (OPTIONS, 1992). Adolescents interviewed by the Design Team cited inconvenient clinic hours, transportation difficulties, lack of confidentiality, and the judgmental attitudes of parents, pharmacists and providers toward adolescent sexual activity as factors affecting their ability to obtain contraception. Teens reported that they were reluctant to use family planning clinics or health centers because they were "embarrassed, shy, or afraid they would see someone they knew."

1.2. Existing Reproductive and Sexual Health Efforts

Jamaica has a quite impressive network of reproductive and sexual health programs and services to serve young people. Numerous pregnancy prevention and STD and HIV/AIDS education programs are available. These are sponsored by both the public and private sectors, as described below.

1.2.1 International Donors

A number of international donors, including USAID, United Nations Population Fund (UNFPA), and International Planned Parenthood Federation (IPPF) currently contribute to family planning efforts in Jamaica.

USAID

Of these donors, USAID has played a particularly critical role. The current Family Planning Initiatives Project (1991-98) works with public and private sector projects and NGOs to increase the effectiveness and sustainability of the national family planning system. Goals of the FPIP include increased contraceptive prevalence rates, decreased levels of unmet family planning need, increased use of long-term contraceptive methods, increased provision of family planning services through the private sector, and the establishment of financial self-sustainability. The Initiative provides support to the National Family Planning Board to strengthen family planning service delivery, coordination, training, advocacy, research and evaluation. Current activities focus on strengthening Family Life Education in the formal education system and increasing contraceptive access through the Personal Choice social marketing campaign. USAID has supplemented the FPIP work with funding from the central OPTIONS project.

UNFPA and IPPF

The United Nations Population Fund provides support to the National Family Planning Board to increase the availability of injectable contraception. International Planned Parenthood Federation provides funding to the Jamaican Family Planning Association.

1.2.2 Public Sector

Ministry of Health

The Ministry of Health operates a large network of community-based clinics and hospitals throughout the island. Direct services, including family planning and HIV/STD clinical services, are provided.

National Family Planning Board

The National Family Planning Board (NFPB) is the principal GOJ agency responsible for family planning service delivery, coordination, training, advocacy, research and evaluation. The NFPB is currently working with a number of pharmaceutical companies, private physicians, and pharmacists to strengthen private sector participation in contraceptive distribution. The Personal Choice campaign is a broad public/private sector effort

which will result in easy and inexpensive access to a number of contraceptive methods, including low-dose oral contraception, condoms, and Depo Provera. In the near future, the NFPB will launch its national media program aimed toward adolescents.

Ministry of Education, Youth and Culture

The Ministry of Education, Youth and Culture (MEYC) has recently strengthened its efforts to institutionalize sexuality education in the formal education system. With USAID support, the MEYC has trained guidance counsellors and teachers and has developed FLE materials. The National Family Life Education Policy was recently developed in response to concerns that the delivery of FLE lacked consistency and was not standardized.

Women's Centre

The Women's Centre of Jamaica Foundation, established in 1978, operates as a private company within the Jamaican Government's Ministry of Labour, Welfare and Sport. The Centre provides education, counselling and skills training to pregnant and parenting young women age 16 and under. There are seven main centres which serve all parishes in Jamaica. Outreach staff serve rural areas through home visits. The Women's Centre has been particularly successful in reducing the number of subsequent births among participants. The program is considered an international model and has been replicated in a number of countries including Botswana, Tanzania, Gambia and Chile.

1.2.3 Non-Governmental Organizations

A number of NGOs have also instituted programs to address the risks and consequences of sexual risk-taking among Jamaican youth. The Jamaica Family Planning Association, for instance, provides clinical services and education to adolescents through two clinics in St. Ann's Bay and Kingston. Contraceptive distribution is provided by outreach workers in rural areas. Plans are underway to establish an adolescent multi-service center at the St. Ann's Bay location.

The Red Cross has a highly successful peer education program which provides education and information on AIDS and HIV through interactive, experiential exercises. Both the YWCA's Neet Program and the Teenage Mothers Project specifically target adolescent mothers with counselling, parenting skills training and support services.

2. ASSISTANCE INTERVENTIONS

To augment these current efforts as well as to address areas of unmet need, USAID has proposed the Uplifting Adolescents Project (UAP). The UAP is designed with an understanding that the

most effective prevention programs and policies are those which seek to increase the life choices and life chances of adolescents. The UAP is to create public awareness, foster positive policy support, facilitate effective service delivery and explore successful program models through research and replication of existing services.

Although it is clearly beyond the scope of the UAP to address the underlying causes of early childbearing and sexual risk-taking among marginalized and out-of school youth, the project reflects a solid understanding of the multi-dimensional nature of the problem. Based on the findings of the THA report, as well as interviews and focus groups with experts, a targeted approach aimed at the 10-14 year age cohort would be most effective strategy. This approach is supported by research in other developing countries and in marginalized communities in the U.S. Earlier interventions are much more likely to yield successful outcomes, particularly where the age of sexual initiation is early, as it is in Jamaica (Dryfoos, 1990; Kirby, 1991).

In addition, the UAP will use a multi-modal service approach to provide essential program components through a variety of intervention strategies. This type of approach was chosen for several reasons. First, a number of multi-modal NGO programs which serve at-risk youth already exist. Given the fragmentation and lack of coordination of many social services, it is far more cost-effective to draw on the skills, expertise and resources of these already-existing programs. Second, at risk youth in Jamaica face a number of significant problems simultaneously. As the THA report suggests, early childbearing, drug and alcohol abuse, school drop out, crime and violence tend to occur simultaneously. Multi-service centers have the capability of addressing a wide variety of problems in a supportive and nurturing environment. Third, at-risk youth need highly individualized care which is often difficult to obtain in traditional settings such as schools, and community health facilities. Multi-service centers are more likely to tailor services to individual needs. And finally, many reproductive health and family planning programs are adult-centered and do not engage youth adequately. Multi-service centers offer these critical services in an "adolescent-friendly" environment with convenient hours and informal settings (Brindis, 1991).

The UAP will support a variety of activities. A service delivery package will provide at-risk adolescents with both the capacity and the motivation to delay pregnancy and prevent sexual risk-taking. Operations and evaluative research will be conducted to develop, monitor, and track effective STD and pregnancy prevention program models for out-of-school and marginalized youth. And finally, a number of support services will function to strengthen favorable policies, heighten general awareness and improve professional training opportunities in the

areas of pregnancy prevention and adolescent reproductive and sexual health. These are described in greater detail below.

2.1 Multi-Modal Service Delivery Package

The service delivery package includes interventions in three program areas -- personal and family development; reproductive and sexual health; and remedial education/literacy and vocational/technical training. Each of these elements or program areas will make an important contribution to the overall pregnancy prevention and sexual risk-reduction strategy.

Personal and Family Development

The Personal and Family Development element will address the psychological and behavioral factors associated with sexual risk-taking among adolescents. Interventions will provide guidance, accurate information, and skills practice so that adolescents will be better equipped to make informed, consensual, and healthy decisions about sexuality. Given cultural norms about sexuality, and the fact that social, educational, and religious institutions are generally unable to deal openly and non-judgementally with adolescent sexual and reproductive health concerns, this program area is particularly critical (see Annex D).

Remedial Education, Literacy and Vocational Training

The UAP project design recognizes that adolescent fertility is highly correlated with education and employment levels. The project will offer a variety of services to increase the life options of marginalized and out-of-school youth so that they may develop meaningful alternatives to early childbearing and parenting. Program interventions will encourage teens to delay childbearing until they are financially independent and psychologically capable of taking on the responsibilities of parenting. Strategies include vocational training, apprenticeships, mentoring, career counseling, internships, community service projects and academic tutoring (see Annex E).

Reproductive and Sexual Health

The reproductive and sexual health element will provide at-risk adolescents with honest, accurate and up-to-date information and services. Through comprehensive Family Life Education, on-site distribution of condoms and referrals for other medical and social services, teens will be better prepared to deal with the risks of unprotected sexual activity. Services will be offered in a safe, confidential, and "adolescent-friendly" environment.

The minimum and recommended standards of care for the reproductive and sexual health program area are described below. These standards are internationally recognized as being essential

in meeting the reproductive and sexual health needs of adolescents.

2.2 Requirements for Reproductive and Sexual Health Program Area

Participating NGOs will be required to demonstrate that they offer the following program elements and utilize the following program strategies. Where one or more elements are missing, the NGO will need to demonstrate how it intends to develop that capability. If the NGO does not intend to provide all minimum required services on-site, it must demonstrate linkages with other organizations so that all services are provided to participants on a regular, consistent and dependable basis. Where necessary, the NGO may request training to upgrade staff capability so that minimum standards of care are delivered effectively and efficiently.

2.2.1 Minimum Program Elements

a. Comprehensive Family Life Education

Comprehensive Family Life Education (FLE) is provided to all program participants in a structured format. Over the five year project, NGOs will be expected to adopt the standard curriculum of the MEYC. FLE must include both knowledge-based information (anatomy, physiology, sexuality, sexual abuse, substance abuse, STDs, HIV, pregnancy and birth, contraceptive methods) and skill-based training specifically focused on sexual and reproductive health issues (assertiveness, problem-solving, decision-making, interpersonal communication).

Family life education is based on an age-appropriate curriculum, reflecting a solid understanding of varying levels of cognitive development. FLE emphasizes the importance of the family, healthy relationships, and life planning skills. Courses stress the importance of postponing sexual intercourse and delaying childbearing but also provide in-depth information on contraceptive methods and sexuality. Programs account for significant age differentials, including the varying impact of childbearing on older and younger adolescents and the prevalence of adult-teen intercourse in Jamaica.

b. On-site access to contraceptive information and condoms

All program participants have on-site access to contraceptive information and condoms. Participants are provided with complete and correct information about the use, effectiveness rates, benefits, myths, misconceptions, side effects and risks of all available methods, including

condoms, oral contraception, Depo Provera, Norplant, IUD, vaginal barrier and spermicidal methods, and sterilization. Participants learn about the myths and misconceptions related to withdrawal and the rhythm method. Family planning brochures which account for low-literacy levels and are interesting and acceptable to adolescents are available to all participants. Condoms are distributed to all participants regardless of age.

c. Direct access to or referrals for clinical services

Direct access to or referrals for clinical services including gynecological exams, pregnancy testing, and sexually transmitted disease screening is provided regardless of age (see Recommended Standards for details).

2.2.2 Recommended Program Components

Once minimum standards have been achieved, NGOs will be encouraged to expand or upgrade service provision levels by offering the following recommended program elements. Incentives might include additional staff training and expanded opportunities for operations research grants.

a. Comprehensive family planning services

Regular, on-site or visiting family planning services are available to program participants. Services include reproductive health and sexuality counselling (including counselling for sexual abuse and substance abuse); gynecological exams, including breast and pelvic exams; pregnancy testing and counselling; and contraceptive education and methods. A wide range of contraceptive methods is available to program participants, including condoms, oral contraception, Depo Provera, Norplant and vaginal barrier and spermicidal methods.

b. Sexually transmitted disease screening

Counselling, screening, treatment and follow-up for sexually transmitted diseases is provided to both females and males. Available tests include those for gonorrhoea, syphilis, herpes, human papilloma virus (condyloma), chlamydia and HIV. Clients are provided with both written and verbal information on the mode of transmission, treatment modalities, follow-up instructions and ways to prevent re-infection. Information and referrals are provided to the partner(s) of clients.

c. Pre- and post-natal counselling

Pre- and post-natal counselling is available to pregnant and parenting adolescents. This includes counselling on nutrition, child growth and development, hygiene, immunization, and standard well-baby and safe motherhood care, and parenting skills.

2.2.3 Program Strategies

The following program strategies are required for both the minimum and recommended services.

a. Individual case management

Individual case management is provided to all program participants. Case management includes counseling intake and needs assessment on reproductive and sexual health, referrals to other types of services that are not provided on-site, and follow-up care. Individual history charts are maintained. Confidentiality procedures are well-defined. (Careful procedures should be in place for recording or omitting highly sensitive information such as that related to sexual abuse or HIV status.)

b. Group and peer counselling/education

Group and peer counselling/education activities are provided on an on-going and regular basis. Youth are involved in the design, implementation and evaluation of all reproductive and sexual health program interventions. The perspectives of peer leaders, peer counsellors and peer educators are valued and respected as integral to overall program functioning.

c. Gender-appropriate programs

Program interventions target both young women and men. The FLE curricula, for example, uses gender-specific and gender-appropriate exercises and addresses issues such as gender roles, sexual pressures and violence. Both women and men serve as role models and mentors through teaching FLE.

2.2.4 Special Populations

In addition to the minimum and recommended service delivery package, the UAP will utilize a targeted approach to reach special populations of adolescents who are in particularly difficult circumstances and need more intensive and/or long-term reproductive and sexual health interventions. For example, pregnant and parenting adolescents need support to continue their education, learn parenting skills, and delay subsequent pregnancies. Commercial sex workers and adolescents involved in substance abuse are at increased risk of STDs and are often subject to increased violence, including sexual abuse.

Incarcerated youth need intensive conflict resolution training, self-esteem building opportunities and sexuality counselling. Disabled young people need better access to quality services. Adolescents with learning disabilities, for example, need services which account for reading and comprehension difficulties. The UAP will support NGO programs which offer highly individualized interventions over a sustained period of time to these populations.

2.3 Operations and Evaluative Research

Operations and evaluative research will identify the most effective program elements and service delivery mechanisms for reaching at-risk youth and encouraging positive and healthy behavior change. A variety of instruments and strategies, including survey and sample research, focus groups, interviews, and pre- and post-testing, may be used to identify, expand and replicate effective services both during the project and after project completion. Tracer studies, to be conducted during the third and fifth project years, will lay the groundwork for evaluating the effectiveness of program design and implementation. In the reproductive and sexual health program area, illustrative topics for investigation through operations research include:

- ** The extent and effects of sexual abuse among marginalized youth. A number of special populations identified by the Design Team are particularly at risk for sexual abuse. These include commercial sex workers, young adolescent mothers, incarcerated youth, and youth with disabilities.
- ** Communication strategies for influencing knowledge, attitudes and practices among marginalized youth. Previous research shows that adolescents are extremely knowledgeable about contraceptive methods but still lack accurate information on the specific use of different methods. Operations research could explore innovative, age- and gender-appropriate messages that are both credible and interesting to youth.
- ** Innovative and effective service delivery mechanisms. For example, it is useful to determine the successes and failures of site-based and outreach programs for marginalized youth. These findings could be used to develop programs for both inner-city street youth and rural youth.

2.4 Policy, IEC, Training and Technical Assistance

2.4.1 Policy

The reproductive and sexual health strategy proposed by the UAP is consonant with two recently instituted GOJ policies, the "National Youth Policy" and the "National Family Life Education

Policy." The "National Youth Policy" of December 1994 seeks to enhance educational and economic training opportunities for youth and increase knowledge about health and risk-taking behaviors. The Core Curriculum of the National Youth Service Program, a program mandated by the Youth Policy, includes the provision of family planning guidance and counselling as a main priority.

The "National Family Life Education Policy," approved by the Cabinet on November 1, 1994, has an objective to "promote FLE as a proactive concept capable of empowering individuals to regard themselves as worthwhile and responsible, and capable of contributing to the development of self, community and country." There are explicit provisions for teaching human sexuality, reproduction and contraception.

There are a number of critical areas of concern in the realm of adolescent reproductive health, however, that are not addressed fully at the policy level. Based on the needs assessment conducted for the UAP, the Design Team believes the following areas of need should be explored further:

- ** The need for Family Life Education courses to be taught as separate, examinable topics (rather than through the current "infusion" method) at both the primary and secondary levels, by trained specialists.
- ** The need for extensive policy and regulatory analysis of sexual abuse and adult-teen intercourse.
- ** The need to promote changes in the current law to allow teens to have direct access to contraception regardless of age or status of parental consent. (In this regard, the project should support the advocacy efforts of the NFPB as described in the "Advocacy Strategy Document," January, 1995.)

The UAP supports any efforts to effect changes that would provide adolescents with access to high quality, legal and easily available reproductive and sexual health services. During the first project year, the institutional contractor will explore these issues further and recommend policy changes as appropriate.

2.4.2 Information, Education and Communication

During the first project year, the institutional contractor will assess the need for targeted communication and media strategies in the area of reproductive health. Parents of adolescents, older "baby-fathers" and special population groups are potential audiences for targeted campaigns. Any written material developed for program participants should account for low literacy and reading comprehension levels.

2.4.3 Training and Technical Assistance

During the first project year, the institutional contractor will conduct a needs assessment to determine training needs and capabilities. Based on a preliminary assessment by the Design Team, well-established training capabilities already exist in Jamaica for the area of reproductive and sexual health. The Advanced Training and Research in Fertility Management Unit, U.W.I., the NFPB, and the JFPA are skilled and experienced in preparing and delivering trainings which cover basic and advanced family planning and adolescent reproductive health material. Sattelite courses, coordinated through U.W.I. Distance Teaching facility, offer a low-cost, accessible training strategy. Project staff may also coordinate efforts with OPTIONS for training in Family Life Education.

At least two staff members from each participating NGO should be fully trained in the reproductive and sexual health program area. These staff should complete a one-month (120 hour) FLE training. This initial training should also incorporate teaching techniques, mechanisms for referrals, case management, and materials development. It is recommended that quarterly workshops be provided for NGO staff to address special topics such as sexual abuse, substance abuse and sexual risk-taking, male involvement strategies, parent-child communication strategies, and peer education.

3. DEFINITION OF SUCCESS

The UAP project is designed for a five year period beginning in mid-FY 1995. This US\$ 7.4 million project (of which US\$ 5.5 million is USAID support) will provide direct funding to NGOs to serve approximately 11,000 Jamaican youth. The following indicators will be used to measure the success of the project, however, target projections should be considered preliminary. Target projections are established on the basis of the current reproductive health status of marginalized youth, the level of unmet need for services, and expected impact of the UAP program on this population. Target projections take into consideration the success rates of evaluated, model programs in the U.S. and Jamaica which resemble the UAP in scope, design and purpose. The institutional contractor will reassess indicators and target projections during the second project year.

In addition, it should be noted again that baseline data for adolescent reproductive health is only available for the 15-17 and 15-19 age cohort. Data is not disaggregated for the 10-14 age group. The success of the project will be assessed through focus groups, mid-term and final evaluations, case file analyses, and tracer studies which will track program graduates age 15-17. Tracer studies will allow for a comparison between program graduates and non-participants.

Target : The rate of pregnancy among program graduates will decrease by 30 percent.

Status and rationale for target: According to the 1993 CPS, 14 percent of women aged 15-17 had ever been pregnant. A 33 percent decrease will result in a pregnancy rate lower than 10 percent for program graduates aged 15-17.

A number of sexual risk-reduction strategies are designed to impact the overall pregnancy rate: an increase in the correct use of contraceptive methods, consistent use of condoms, increased negotiation skills and a delay in the initiation of sexual intercourse. It is expected that these strategies when combined with intensive psychosocial counselling and increased educational and economic opportunity will result in a 33 percent lower pregnancy rate.

4. CONCLUSION

The Uplifting Adolescents Project will provide a variety of critical services to at risk adolescents in Jamaica. The reproductive and sexual health program component will enable these youth to make informed, consensual and healthy decisions about their sexual lives by providing them with comprehensive Family Life Education and better access to family planning and sexual health services. These program elements, combined with family and personal development counselling and remedial education/literacy and vocational/technical training will provide participants with a comprehensive package of services to increase their life chances and opportunities. In addition, a variety of other activities including operations research, evaluation, training and media campaigns will function to support the project as a long-term, sustainable effort.

ANNEX D
PERSONAL & FAMILY DEVELOPMENT

1. SUMMARY OF THE PROBLEM

1.1 Current Situation

In Jamaica, as in other countries worldwide, there is great concern regarding the increasing number of at-risk youth. Recent trends indicate a growing tendency towards anti-social attitudes and behavior among adolescents and a breakdown in the effectiveness of the traditional major socialization institutions such as the family, school, and church. Several initiatives have been taken by the GOJ and a wide variety of organizations to address the special needs of at-risk and out-of-school youth. These initiatives have met with mixed success and the problems among this population continue to demand urgent action.

It is estimated that 42 percent of all households in Jamaica are headed by women. This proportion is higher among low-income families. Given that women typically earn lower wages than men, this situation often results in severe socio-economic hardships that place the children in these families at risk. Children in low-income families often do not receive the nurturance and support necessary to succeed academically or socially. The majority of these families are forced to live in inadequate overcrowded housing conditions which results in increased tension, frustration, and anger among family members.

The home is the child's first learning environment. Therefore, the financial and emotional hardships experienced by low-income families have long term implications for the development of children raised in these conditions. Many children in low-income homes grow up without adequate adult supervision or guidance and little exposure to positive role models. Although parents make many sacrifices to provide for their children, basic information about child development and parenting skills is often lacking. Discipline tends to be harsh and parents do not have the time to address each child's individual needs. This is particularly true for teenage parents who themselves still need much nurturing. Teenage parents are typically not emotionally or financially capable of providing a stable home environment for their children. It is critical to provide teenage parents and parents in low-income families with basic parenting skills since they are the parents of the children who are most at risk. The lack of a protective nurturing environment makes these children more vulnerable to the effects of negative peer pressure, the lure of drug trafficking, delinquency, and other forms of anti-social behavior.

The school environment is the second primary socializing agent. In addition to the acquisition of academic skills, the school experience should prepare the individual to assume the role of a responsible community member. However, the schools are no longer able to effectively provide adequate life skills nor to serve as one of the major socializing agents. Low-income parents often do not have the money for school fees or uniforms and are therefore unable to send their children to school on a regular basis. When financial conditions are particularly difficult, children may be required to contribute financial support to the family and are unable to attend school regularly. These issues are discussed in greater detail in the demographic and ethnographic analysis prepared by Trevor Hamilton and Associates (THA).

Even when children from low-income homes are able to attend school, they are at a disadvantage. The less than optimal home environment and inadequate early stimulation make it difficult for children from the lower socio-economic strata to take full advantage of the school experience. Low-income children usually do not live in an environment that is conducive to academic success. When children from low income families are continually faced with the reality that they do not have access to many benefits their peers in school enjoy, this results in low self-esteem, lack of acceptance by peers, and the development of behavioral problems that are difficult for parents and teachers to handle. Many of these children drop out of school and end up either living on the street or spending a significant amount of their time on the street. It is then difficult for these children to obtain gainful employment since they often lack basic literacy and numeracy skills and typically have little or no formal work experience.

1.2 Importance of Personal and Family Development

Adolescence is a time of rapid physical, intellectual, emotional, and social change. Adolescents are beginning to move away from their family and are developing external relationships. In order to make a successful transition to adulthood, adolescents need a solid emotional and educational foundation and the opportunity to develop a sense of competence, to feel that they can make a positive contribution to society, and to have their accomplishments recognized.

The life options of adolescents in low-income communities are severely marginalized due to negative elements in the environment such as poor parenting skills, increasing child abuse and neglect, inadequate social and recreational activities, and crime and violence. Children forced to live with these conditions develop a negative self-concept which results in low levels of achievement, delinquent behavior patterns, and the inability to cope with the responsibilities of adulthood.

The provision of Personal and Family Development services is essential to counteract the negative elements in the lives of at-risk and out-of-school youth. In order to become productive members of society, these adolescents require support and guidance from caring adults and the provision of basic life skills. Educational, personal and social deficiencies greatly limit the life chances and future employment opportunities of at-risk and out-of-school adolescents. There is also a greater likelihood that these adolescents will have unstable relationships and eventually raise children who in turn are likely to be low achievers.

The National Youth Policy identifies the major difficulties facing the youth population and the commitment of the GOJ, private sector organizations, NGOs, and community groups towards addressing these issues. There is a growing awareness of the critical role of youth in Jamaica's future functioning and development. In order for at-risk and out-of-school adolescents to effectively contribute to Jamaica it is crucial that they have the resources and support necessary to develop their individual potential. Past research has indicated that children's performance in school and ability to function effectively in society is associated with parenting skills, home environment variables, and the acquisition of basic psychosocial skills. Therefore a comprehensive and coordinated package of Personal and Family Development programs is needed to address the multi-faceted issues affecting at-risk and out-of-school youth. Ideally Personal and Family Development programs should begin with primary school students in order to ensure that a solid foundation is laid for future development.

2. OVERVIEW OF EXISTING RESOURCES

2.1 Personal and Family Development Programs

Due to time constraints, the Design Team was unable to visit each organization providing services to at-risk and out-of-school adolescents. However, based on the field visits and interviews conducted, it was apparent to the Design Team that the delivery of Personal and Family Development services is not always comprehensive and is often done in an unstructured manner. The Personal and Family Development areas to be covered are frequently not clearly defined and objectives for each area are not identified. In addition, it is difficult for program staff to assess which areas participants have mastered and those in which additional focus is needed since outcome evaluations are not conducted on a regular or an individual basis.

Agencies such as His Wings Mission are addressing a critical need, but lack the necessary staff and resources to implement a comprehensive Personal and Family Development program. The staff at His Wings Mission provide a safe caring haven for street

children and try to instill a sense of pride and belonging in the children living at the shelter. There are basic rules and regulations to which all participants must adhere. However, many of the street children who are served by this project are struggling with complicated issues such as abusive home environments and feelings of abandonment. Although the staff recognize the importance of working with participants to address these issues, the staff have neither the resources nor the training to adequately provide the necessary counseling services. However, the program does provide counseling to children on the street aimed at developing a trusting relationship and facilitating appropriate referrals.

Programs such as St. Patricks Foundation and the Hope for Children Development Company (HCDC) utilized a more integrated approach. The St. Patricks Foundation provides personal development seminars, individual counseling, recreational and cultural activities, academic tutoring, skills training, and health care. Individual counseling is conducted on a weekly basis and personal development seminars are conducted by various community presenters. These seminars cover a wide range of topics including single parenting, personal hygiene, motivational talks, womens issues, police-community relationships, child development, legal issues, values, and attitudes. The seminars exposed participants and their parents to various facets of Jamaican life and provided them with options and expectations not readily available in their communities.

The Hope for Children Development Company also uses a holistic approach to enhance the development of at-risk children. HCDC provides services to four inner city communities and works in partnership with existing community organizations. The program addresses the problems of low self-esteem and negative attitudes; low achievement and functional levels; lack of appropriate recreational and social activities; increasing neglect, physical and sexual abuse of children; poor parenting skills; inadequate health services; and exposure to unsanitary conditions. The Child Development Center provides services for 2,000 children and 150 parents. Activities at the Center include home work assistance, group work with parents and children, organized social and recreational activities, and the provision of educational information regarding the rights of children. HCDC also conducts an annual month long residential summer program that enhances the coping skills of 270 neglected or street children between the ages of 2 and 13. Vocational skills training is provided for older adolescents and HCDC is currently working with various businesses to provide opportunities for participants over 15 to gain work experience. A part-time counselor provides support services at the Child Development Center and HCDC has trained adolescents and parents to identify situations such as physical and sexual abuse in their community and provide basic information and referrals. The

drama club also stages productions to sensitize and educate community members about these issues.

Other agencies provide Personal and Family Development Programs in a less comprehensive package. Sometimes the program content is delivered in an indirect manner rather than through a structured program of activities. Although the specific focus areas vary by organization, all programs focus on building self-esteem. Teaching participants to resolve conflicts peacefully is also an area of concern in many programs. The Dispute Resolution Foundation attempts to address this issue by conducting workshops in inner city schools to reach at-risk youth, as well as in community centers to reach out-of-school youth. The goal of the program is to decrease violence by educating adolescents about alternative methods of settling disputes. Adolescents who volunteer to function as mediators are required to attend a 40 hour training course. These trained mediators are then able to assist with the constructive resolution of conflicts in their homes, schools, and communities. Other topics that are frequently covered in Personal Development Programs include self-discipline, developing a positive attitude, increasing motivation, and developing decision making skills.

Leadership training is an area of Personal Development that was covered in several programs including the Kingston Restoration Company (KRC) Teen Center, the YWCA NEET Program, and the Red Cross Youth Program. At the KRC Teen Center, students are given the opportunity to assist with conducting the homework sessions. They also gain leadership experience by participating in the drama, music, and dance groups. The Red Cross Youth Program has a detailed outline of modules that are covered in their leadership training program. The Peer Educator program at the Red Cross and the NEET Peer Counseling program at the YWCA provide ample opportunities for participants to gain leadership experience.

The Peer Educator/Peer Counseling programs are one of the most organized components of the Personal Development Programs. The Peer Educator program at the Red Cross provides a 5 day residential training program for adolescents aged 14 - 19 who have been selected by their peers to be peer educators. These adolescents come from a variety of backgrounds and provide counseling sessions for adolescents in their community after they complete the training program. The Peer Educators are trained to provide Family Life Education with an emphasis on STD and HIV prevention. The peer educators meet on a monthly basis and receive a refresher course each summer.

The NEET Peer Counseling training program is targeted at adolescents in the 12 - 19 age group. These adolescents complete a six week training course and attend a week long summer camp each year. The objective of the NEET program is to develop a group of peer counselors who have the ability to motivate and educate their

The Teenage Mothers Project also provides individual counseling for participants. Individual sessions are conducted by the staff counselor and other staff members. The program uses a holistic approach which is geared to the development of the total person, and staff members work as a team to meet the needs of all participants. The program focuses on improving the adolescents parenting skills, sense of self, and social, personal and interpersonal development. The Teenage Mothers Project also has a structured program for ensuring family involvement. Participants' mothers attend once per month and the staff conduct home visits to assess the home environment and the parent-child relationship. As in most other programs, it has been extremely difficult to involve the baby fathers in program activities.

Although the importance of involving the family in the adolescent's development is recognized, comprehensive Family Development Programs are rare. The majority of organizations reported having great difficulty facilitating the regular involvement of parents in program activities. The Kingston Restoration Corporation and the Hope for Children Development Company are two organizations interviewed by the Design Team that have found effective methods for encouraging parental involvement. Both the KRC and HCDC have parent groups that meet on a regular basis. In addition, HCDC trains parents to participate in the Community Child Watch Program and KRC trains parents to assist with the Community Policing Program. The Womens Center facilitates parental involvement by requiring that a guardian attend the intake session with the adolescent. Parent meetings are held once per term and individual meetings with parents are scheduled when needed.

KRC and the HCDC are also two of the organizations that focus on building community cohesion and instilling a sense of community and social responsibility in participants. The members of the KRC drama group and the HCDC drama group raise the communities awareness about a variety of social issues including teenage pregnancy, drug abuse, physical abuse, and sexual abuse. KRC also has an environmental awareness group that informs the community about environmental issues and coordinates community clean-up projects.

The above summary is not a comprehensive listing of the services being provided for at-risk and out-of-school adolescents. This overview is simply intended to highlight some of the more effective interventions and to indicate areas needing reform. There is a great need for additional services to facilitate Personal and Family Development among at-risk and out-of-school youth. As is often the case, the individuals who most need these services are least able to afford them. Therefore the Design Team has made an effort to identify the most cost-effective methods of delivering Personal and Family Development services to at-risk and out-of-school adolescents.

2.2 Evaluation of Personal and Family Development Programs

Many of the organizations visited by the Design Team do not have the resources necessary to implement a comprehensive Personal and Family Development Program. However, these organizations give participants the opportunity to develop basic skills and serve as a source of hope and motivation for adolescents who have few other places to turn. The staff members of the organizations visited by the Design Team are very committed, but are typically responsible for providing services to a large number of adolescents. The large client load and the lack of advanced training make it difficult for staff members to address the individual needs of participants. Staff members are also frequently not aware of other organizations that could provide additional services to the adolescents in their program. It is difficult for staff members to address each participant's areas of need because an in-depth assessment is often not completed when an adolescent enters a program. Many organizations do not have a structured system in place to identify the services provided to each participant, to monitor participants' progress over time, or to evaluate the short-term and long-term effectiveness of various interventions. Program assessment is also difficult because the specific components of Personal and Family Development to be covered are not always clearly identified. However, even in less organized programs the caring and concern conveyed by staff members positively impacts the participants' development. These staff members serve as positive role models and provide support and guidance to participants. However, with additional training and a more structured Personal and Family Development Program, services could be delivered in a more efficient and cost-effective manner.

Based on the field visits and interviews conducted with program staff and at-risk and out-of-school adolescents, it is apparent to the Design Team that the most effective intervention programs are those which have clearly defined objectives and operating procedures and utilize a multifaceted approach which incorporates the individual, the family, and the community. These programs offer participants regular contact with caring responsible adults, create positive peer groups, foster a sense of self-sufficiency, and provide opportunities for participants to develop the academic, personal, and social skills necessary to become responsible adults. In addition, the most effective programs all have extremely dedicated directors and staff members who have clearly defined responsibilities, but are able to function in several roles and work together cooperatively with each other and with outside agencies. The most effective programs also solicit feedback from staff and external individuals regarding the effectiveness of program components and suggestions for improving service delivery.

3. PERSONAL AND FAMILY DEVELOPMENT PROGRAM REQUIREMENTS

The personal and family development activities necessary for NGOs to meet the minimum program requirements and the additional components necessary to meet the recommended program elements are indicated below. Suggested minimum implementation standards for each component are also provided. Within the first 90 days of the contract, the institutional contractor will provide technical assistance to further refine the minimum implementation standards for each component.

3.1 Minimum Program elements

a. Identification and reinforcement of basic success behaviors.

The basic rules to which all participants must adhere should be clearly identified to program participants. These rules should include attendance requirements, grooming restrictions, and required behaviors. The success behaviors that each participant is expected to exhibit (i.e., participate in group activities, cooperate when working with others, avoid insulting and criticizing others, etc.) should also be discussed with participants. Both the rules and the success behaviors should be posted in a conspicuous location.

b. Facilitation of self-esteem through specific positive feedback and presentations by community role models.

Staff members should be trained to look for areas of strength and improvement in participants and provide specific positive feedback on a regular basis. Achievements should be acknowledged both individually and during group sessions. Community members should be invited to give presentations on a regular basis in order to increase participants' exposure to positive role models.

c. Development of effective strategies for resolving conflicts and expressing anger, frustration, or other emotions.

Participants should be trained in methods to effectively resolve conflicts and express negative and positive emotions. This training should be participatory and should include strategies for assessing the situation, identifying possible options and the likely consequences, and choosing the option that will produce the desired outcome.

d. Development of time management and goal setting skills.

This training should focus on the importance of setting short-term and long-term personal and vocational goals. Participants should be assisted in identifying individual goals and the strategies necessary for achieving each goal. The importance of budgeting time and effective time management strategies should also be covered.

e. Development of self-presentation and job interviewing skills.

The importance of self-presentation skills (i.e., projecting your voice, maintaining good eye contact, using complete sentences, etc.) should be reviewed with participants and staff should give participants regular feedback on their self-presentation skills. Opportunities should also be provided for participants to practice self-presentation and job interviewing skills.

f. Identification and exploration of possible career options.

Possible job options and the training and education required for each job should be explored with participants. Community members in various career areas should be invited to talk with participants.

g. Regular program of recreational and cultural activities. Participants should have the opportunity to engage in a variety of sporting or recreational activities on a regular basis.

h. Substance abuse prevention counseling and/or referral. A comprehensive presentation regarding substance abuse prevention should be provided to all participants. On-going education regarding the consequences of substance abuse and effective ways to respond if pressured by peers to use drugs or alcohol should also be provided. At least one staff member should be trained in substance abuse counseling or a substance abuse counselor from another organization should be available to participants on a weekly basis.

3.2 Recommended Program Elements

a. Coordinated program of activities to develop self-esteem and responsible decision making.

These activities should prepare participants to more effectively assume responsible adult roles by increasing self-knowledge, self-confidence, and decision making skills. Role playing, audiovisual materials, and guest speakers should be utilized to help participants internalize the material and apply the information to every day situations.

b. Leadership training program.

Participants should receive information about the responsibilities of assuming a leadership role and the effectiveness of different leadership styles. Opportunities should be provided for participants to gain experience in various leadership roles with varying levels of responsibility.

c. Established mentoring program.

The mentoring program should ensure that each participant has regular contact with a caring adult who can offer support and guidance and model appropriate behavior. A standard training program, a minimum time commitment, and approved activities should be clearly outlined. Procedures for monitoring mentoring relationships should also be developed.

d. Organized drama, music, or dance club.

An instructor who is responsible for providing training on a regular basis should be identified. Dance, music, and drama club performances should provide information on topics of interest to adolescents or provide participants with guidance on how to handle difficult situations.

e. Organized program of activities to promote community and social responsibility .

Participants should have a variety of opportunities to positively impact their community by working with local organizations to provide community service or increase community awareness about various issues. Activities may include working with the elderly, tutoring younger children, or providing environmental awareness programs for community members.

f. Parenting skills workshops.

Parenting skills workshops should be held at least once per term and should include basic information about children's needs at different developmental stages, effective methods for handling behavior problems, and group sharing of common problems and effective solutions.

g. Adolescent-parent workshops to improve family relationships.

Adolescent-parent workshops should be held at least once per term and should include basic information about effective methods for improving family relationships and resolving conflicts. Staff members should facilitate discussion about areas of unresolved conflict and assist family members in negotiating acceptable solutions.

h. Organized peer counseling program.

Staff members should either develop a comprehensive peer counseling training program or arrange for interested students to attend one of the several peer counseling training programs being offered by outside agencies. Trained peer counselors should be identified to program participants as individuals who are prepared to provide basic information in a safe and supportive environment and should be given the opportunity to assist with facilitating group sessions.

i. Regular group counseling sessions.

Group counseling sessions focusing on topics of interest or concern to participants should be conducted on a weekly basis. At least one staff member should be trained as a group facilitator.

j. Provision of or referral for individual or family counseling on an as needed basis.

At least one staff member should be trained to conduct individual and family counseling sessions for participants who are in crisis or are struggling with issues that require a more in-depth approach than group counseling sessions. If a counselor is not on-site, there should be a pre-arranged agreement with another agency that is capable of providing individual and family counseling for participants.

The above elements are necessary, but not sufficient to facilitate the development of at-risk adolescents. In addition to personal and family development Programs, adequate access to basic health care, proper nutrition, adequate education and skills training, and the opportunity to obtain gainful employment are needed.

3.3 Recommended Areas for Staff Training

All program staff need to be trained in providing basic counseling to at-risk adolescents. This training should enable staff members to establish a relationship, understand the adolescent's point of view, communicate this understanding to the adolescent, help adolescents explore options and develop new perspectives, help adolescents set goals and identify the steps necessary to achieve these goals, and evaluate the interaction and determine when additional assistance is needed. Staff members also need to be aware of the different stages of adolescent development and the importance of appropriate age grouping.

In addition to basic counseling skills, training in providing individual counseling for adolescents in crisis is desperately needed. Staff members frequently reported the need for additional training in order to work more effectively with issues such as incest, child abuse, and suicidal ideation. Training in the needs of disabled children who often require additional attention from already overworked staff was also requested.

Several staff members also reported a need for additional training in the provision of parenting skills. The Parent Training Manual developed by Parenting Partner provides one option for addressing this need. Training in teaching parenting skills is provided in collaboration with UNICEF, PIOJ, and MEYC.

Staff members reported that they would like to have training seminars on a regular basis. UWIDITE's Family Life Education Program and the Community Based Social Welfare Training Center Diploma Program at UWI are two possible sources of in-country training. Arrangements could also be made with local consultants to provide individualized presentations or workshops. Many staff members also reported the need for increased availability of reference materials.

In addition to training in specific counseling areas, staff development activities should also focus on increasing staff's awareness of community resources and provide training in appropriate referral procedures. The strengthening of networking and collaborative arrangements between organizations delivering services to at-risk and out-of-school youth is crucial. The development of collaborative partnerships reduces the duplication of services and the fragmentation of service delivery. Organizations such as CVSS and UNICEF are currently working on bringing together agencies that address the needs of at-risk and out-of-school children in order to facilitate a more unified approach to dealing with the multitude of problems affecting this population. However, much work still needs to be done in this area.

3.4 Recommended Areas for Operations Research

The demographic and ethnographic analysis conducted by THA revealed the lack of available data concerning the proportion of adolescents who are at-risk, the problems these adolescents face, and the effectiveness of programs designed to address these problems. Therefore, it is imperative that operations research be conducted to obtain this information.

Specifically, basic assessment instruments need to be developed to obtain background information and to determine initial areas of need. Standard tools also need to be developed to assess participants' progress and to identify the program components that are most effective for adolescents at various stages of development. The organized evaluation of program components is necessary in order to determine the most cost-effective methods of delivering services to at-risk and out-of-school adolescents and to facilitate the replication of these programs in a variety of locations.

The most effective methods for reaching adolescents also need to be determined to ensure that at-risk and out-of-school adolescents are aware of available services. Effective methods for increasing coordination among organizations addressing the needs of at-risk and out-of-school adolescents is another area that needs to be researched. Operations research should also be undertaken to determine the minimum training necessary for staff members to work effectively with at-risk and out-of-school adolescents.

ANNEX E
REMEDIAL/LITERACY AND VOCATIONAL/TECHNICAL TRAINING

1. PROBLEM STATEMENT

Central to the concerns of adolescents is a formal education that focusses on academic development and learning needs. Despite the high priority Jamaicans place on formal education, the lack of resources has resulted in the decline of educational quality and increasing inequity within the system. Low achievers are stigmatized and marginalized by the system. The ramification of this practice is felt throughout society. As a result, many low achievers, particularly males, drop out of school with minimal educational skills, a negative self-concept, and low self-esteem levels.

Poverty is another important consideration affecting many adolescents. Sixty one percent of the poor are under the age of 25 and 51 percent are women. There is a clear association between increasing levels of poverty and the lack of long-term education. Approximately 70 percent of the poor report no secondary education. The majority of the poor are found in rural areas, in the Kingston metropolitan area, and to a lesser extent in other towns. The poverty growth rate has exceeded the government's capacity to provide basic services.

Many challenges faced by adolescents are directly related to family structure, poor parenting skills and family finances. Many adolescents grow up in abusive, unstructured family environments, and in overcrowded sub-standard housing with little access to public services. The lack of positive parental role models often results in the neglect of the psycho-social and physical needs of adolescents. Family income is the key determinant in these adolescents accessing the educational system.

Education, occupation and employment are closely related. Education frequently determines employment opportunities and income levels. Unemployment is chronically high among the youth population. Seventy percent of the unemployed are below the age of 25, and 65 percent are women. Most of the unemployed youth have less than five years of education. The labor market rewards school leavers based on educational credentials where females are required to be more qualified than males in order to be employed.

The above set of circumstances affect all at risk youth. For the purpose of this project paper, adolescents are categorized into two age groups -- youth aged 10-14 who are at risk of leaving school and youth aged 15-18 who are out-of-school. Individuals in these groups have limited access to educational resources and many are stigmatized and marginalized

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by the system. Consequently, many have inadequate remedial skills and/or have acquired a negative self-concept and low self-esteem. This has been further reinforced by abusive family environments. As a result, many of these adolescents have learned to devalue their own and others lives. Many have been or are becoming alienated and disconnected from society; many turn to delinquent behavior and teenage pregnancy as a form of escape.

The at risk adolescent problem is more acute in the rural and the Kingston metropolitan areas than in other towns. Boys residing outside of Kingston are more at risk of dropping out of school, however, region is not significant for girls.

It is important to define the magnitude of challenges facing adolescents according to age group in order to specify the years in which they are susceptible to delinquent behavior. From this data, the most effective strategies and interventions can be formulated to determine the greatest impact in assisting adolescents to overcome difficulties during this period in their lives.

2. THE YOUTH SKILLS TRAINING SYSTEM

The Jamaican skills training system comprises a network of public, private, and non-governmental organizations offering a wide variety of youth technical and vocational training programs. The following is a brief overview of their activities and weaknesses.

2.1 Government Formal Youth Training Programs

Technical/vocational programs are offered through the formal educational system. These programs lay the groundwork for students wishing and able to continue training at the college level or through the non-formal skills training system. These programs emphasize pre-employment training for entry-level occupations. An important constraint is the lack of qualified instructors and financial resources to support the wide range of courses being offered. Students are required to pass the Common Entrance Exam in order to participate in these programs. Most at risk youths are unable to pass this exam and are therefore unable to take advantage of formal youth training programs.

2.2 Government Non-Formal Youth Skills Training Programs

The non-formal system conducts vocational training through the National Training Agency and the Human Employment and Resource Training Center (HEART). The HEART Trust has seven facilities located in six parishes and thirteen vocational training centers around the country. Students are offered a variety of skill training and apprenticeship programs.

The HEART program has been met with mixed success. Many argue that the training system lacks planning, coordination, and standardization. In some skills areas, trained students do not meet the demands of the private sector. Unfortunately, private sector input into HEART programs has been limited. Recent restructuring and consolidation of the numerous training programs once operated by a range of agencies has been undertaken. The results of this process remain to be seen. An important consideration is that 65 percent of candidates who sit the entrance exam fail due to lack of remedial education. This prompted HEART in 1991 to establish a one-year remedial program for students who failed the exam.

The Jamaican Movement for the Advancement of Literacy Limited (JAMAL) was established in 1974. JAMAL works nationally conducting adult literacy and adolescent illiteracy prevention programs and also produces instructional material aimed primarily at adults. There are high staff turnover rates among the 400 predominately voluntary and part-time teachers.

Most people enrolled in classes are between 15 and 18 years of age. Though JAMAL has contributed to increasing literacy levels, illiteracy levels have grown particularly among the young. Many argue that classes lack consistency and that teachers require more training in adolescent and adult literacy methods. Literacy materials need to be revised and need to account for the age groups of clients and their respective literacy levels and interests. Entrants to the program need literacy and learning disability diagnostic testing before suitable remediation can be undertaken.

2.3 Revitalized National Youth Service

The government is reintroducing the voluntary National Youth Service program for youths between 14-24 years. It is envisioned that this program will curtail delinquent behavior through leadership and community development skills and disciplinary (defense force) training.

2.4 Private Sector Youth Training Programs

Human resource development is not a high priority in the private sector. Jamaican-operated companies tend to expend minimal amounts of capital on personnel development unless they have an international partnership. In general, employers do not value employees or their skills. Monetary and other incentives for increased work productivity are minimal. In-house training programs are rare and work release programs for employees to attend outside training does not exist.

Few employers are involved with local schools and colleges in assisting with the design of vocational training programs;

employers do not provide industry-based career seminars where career options are discussed. The one notable exception is the College of Arts and Science at U.W.I.

Of particular concern to the private sector is the low level of literacy/numeracy skills among those in the labor force and the poor work ethic among school leavers who have difficulty adapting to the discipline of the working environment. The need for these skills has prompted a few organizations to establish industry-specific training programs.

2.5 Non-Government Organization (NGO) Youth Programs

Non-government organizations provide an array of services which include youth advocacy, teen age pregnancy, recreational activities, skills training, school re-integration and dropout prevention programs. The age range of youths served varies from 5 years to 18 years. Most programs focus on the needs of older adolescents while the needs of vulnerable adolescents are not fully served. Some NGOs act as umbrella organizations which provide resources to smaller NGOs. Management styles and effectiveness differ from NGO to another. Administrators determine services based on client need and availability of resources. Organizations receive funds from a variety of donors. Some NGOs have cost recovery strategies to cover some of their recurrent costs.

Most NGOs are found in the metropolitan and urban areas and to a lesser extent, smaller towns. They are generally located in areas where government services are limited and where at risk and out-of-school youth live. Most NGOs provide clients with several services. The types of services vary according to client demand and differing organizational mandates.

The quality of services offered is variable. Many instructors come to NGOs from the public sector and are inadequately trained in literacy methods and technical skills. Students from different age groups are often tutored as one group. Grouping students by age range and learning requirements is vital to cognitive growth and physical development. Many clients served by NGOs find that training programs do not meet their needs and interests.

It should be noted that the survey of the NGO community in Jamaica showed that the greatest need for help is in the area of literacy education. Therefore, the contractor will have to emphasise and offer a broad range of technical assistance to most NGOs to improve their literacy/remedial programs.

The following is an illustrative list of NGOs that provide skills training in Jamaica:

Teenage Mothers Project
The Woman Inc. Hostel and Training
St. Patrick's Foundation
Private Voluntary Organizations Limited
The Mel Nathan Institute
The National YWCA
The Kelly Lawson Industrial Training
Girls' Town
Operation Friendship
The Mustard Seed Communities
The New Beginning
Mighty Gully Youth Project

2.6 Conclusions

Coordination and collaboration among government agencies dealing with youth is replete with inter-agency battles and turf disputes. Programs have been met with mixed success. The training system does not focus on the needs of the targeted group. Reforms to upgrade the quality of the training system are underway and are being funded by other donor agencies. Private sector training programs tend to be industry-specific and admit high school graduates only. NGOs are strategically placed to assist the targeted group. Many of these organizations are focussed on providing curative and preventive services to marginalized youth. Existing preventive programs which aim to increase social mobility through remedial and skills training are already in place. Building upon these preventive programs appears to be the most cost effective means of assisting adolescents.

3. THE UPLIFTING ADOLESCENT PROJECT DESIGN

The UAP program design is guided by discussions with at risk youth through site visits, the needs assessment conducted by THA, meetings with NGOs, private and host government organizations, and other donor institutions. All agree that the following are important priorities to consider in designing a project for at risk youth:

** Performance in the formal school system is a strong predictor for dropout among at risk youth.

** Remedial/literacy support programs are vital both in supporting at risk adolescents through school and assisting those out-of-school back into the education system.

** Technical/vocational skills training is a priority.

**** Literacy/remedial support programs are vital in assisting adolescents through vocational/technical training programs.**

**** Interventions must focus on the interests and learning needs of adolescents.**

Given these priorities, the need for early intervention, and the limited resources available, a two-pronged approach would be the most effective strategy. At a minimum, participating NGOs will provide remedial skills and literacy education. This focus is also in line with the GOJ youth strategies. Vocational and technical skills training, which are generally more intensive interventions, are included as recommended activities for the UAP.

A multi-modal approach to addressing the needs of the targeted group has been adopted. Elements of this program approach already exists among Jamaican NGOs working with marginalized adolescents. The multi-modal approach is the most effective strategy for addressing a wide variety of problems which need multiple interventions. This approach has proven successful in other countries providing services to at risk adolescents.

Before designing the UAP there are a number of important considerations resulting from government training system that will greatly influence both the ability and capacity of NGOs to assist at risk youth. These are as follows:

**** Adult literacy and adolescent literacy training programs lack qualified teachers and appropriate instructional materials suited to the different client groups.**

**** Important literacy and learning disability diagnostic tests, used to evaluate the literacy and disability levels of entrants and to recommend remediation actions, are not performed on a national basis.**

**** A national policy that recognizes learning disabilities and provides programs for the learning disabled does not exist.**

**** The quality of education, teacher-training and instructional materials are lacking in the formal education system.**

**** Evaluations which analyze the specific reasons for school drop out (such as negative school experience, family circumstances and learning disabilities) have not been conducted.**

Very few NGO programs are providing high quality literacy/remedial training and other support needed given the available human and material resources. Participating NGOs may require specialized training, to be determined by the institutional contractor during preparation of the inception report in Year One.

4. ADOLESCENT LITERACY/REMEDIAL AND VOCATIONAL/TECHNICAL PROGRAMS

Before addressing the details of the literacy/remedial and vocational/technical program, it is important to recognize the important role of the other UAP program areas. With regard to the personal and family development program area, programs that increase self-esteem levels and provide career options, life planning skills and recreational activities are essential to literacy acquisition. There are also important considerations for remedial development in terms of nutrition and reproductive health. Malnourishment causes learning retardation while teenage pregnancy has a significant impact on the educational and employment options of the mother and her children. Early family life education reduces these risks.

4.1 Required Program Components for Remedial Education and Technical/Vocational Training

The UAP has developed specific program requirements for NGO participation aimed at meeting adolescent educational and training needs. Both minimum and recommended packages of the UAP are defined with regard to program elements and strategies, the quality of teaching, the appropriateness of materials, and the learning environment. In instances where the minimum and recommended elements are lacking or inadequate the NGO will be required to demonstrate how it intends to develop the capability that meets program requirements. This can be achieved, either by the NGO demonstrating that it will collaborate with another organization to provide necessary services or through the NGO requesting staff training and resources to upgrade instructional and staff capability.

4.2 Minimum Program Elements for Literacy/Remedial Education

The objective of the literacy and remedial education program is to assist adolescents to increase their life options by completing their formal education or by working towards developing a technical and or entrepreneurial skill.

Participating NGOs must demonstrate that the following elements are in place to qualify for sub- contracts:

- a. On-site testing is available to all program participants to assess literacy and numeracy skills. Testing is conducted to assess possible learning disabilities and vision problems.
- b. In-depth needs assessment and plan of care is developed for each client based on test results. Individual charts are developed and maintained.
- c. Remedial and literacy lessons are available to all participants. These use a structured format with clearly identified goals and activities and a curriculum that is sensitive to students attention spans. Specialized instruction is provided by tutors or teachers in specific remedial subject areas.
- d. For in-school youth, structured homework programs are offered on a consistent and regular basis. Individually-tailored homework assistance and tutoring in remedial education is provided.
- e. For out-of-school youth, structured programs are provided on a consistent and regular basis to assist participants to re-enter the formal educational/technical system or to complete a non-formal technical skills or entrepreneurial course.
- f. Teaching capability and instructional materials are based on the requirements of the formal education system. Teachers must demonstrate a solid understanding of the needs of out-of school youth and have experience working with remediation activities that encourage individuals to re-enter the education system.
- g. Student instructional materials are delivered in a simple format in terms of reading and writing style, reflecting low-literacy and reading comprehension levels. Materials are designed according to student interests. Materials include career options, life and parenting skills, preventative health care and community issues.

4.3 Recommended Vocational/Technical Training Program

The recommended package of services is aimed at students who desire formal or non-formal vocational/technical or entrepreneurial skills training leading to an occupation.

Participating NGOs must demonstrate that they meet the following program requirements:

- a. Programs provide two or more skill courses or have access to courses to two or more through another organization that has the capability.

- b. Instructional materials and equipment are applicable to the skill area and have apprenticeships or work experience programs with the private sector built into the courses.
- c. Instructors are trained or have considerable experience in the skill area being taught.
- d. Lessons are structured with clearly identified goals and defined activities.
- e. When deemed necessary, program includes remedial instruction. Instructional material is representative of students age, life situation and technical/vocational skills being learned.
- f. Programs include job preparation, placement and follow-up.
- g. The NGO can demonstrate established links with the private sector and where the private sector is willing to assist with providing skill resources

4.4 Program Strategies:

- a. Programs are conducted in a safe, clean nurturing environment that is student accessible.
- b. Programs offer flexible hours. Programs for in-school youth take place after school and/or on weekends. Programs for out-of-school youth are built around student availability with a recognition of time constraints due to income generating and parenting activities that are unavoidable.
- c. Programs are age-appropriate and are designed with the recognition that students operate at varying learning levels with different skill- and literacy-levels. Classes and/or group work recognize these different levels.
- d. Program offers individualized care. Program accounts for the fact that students have different and specific learning needs based on the causes of school difficulties or dropout, the length of school absences and the level of education assimilated while in school.

5. NGO PERFORMANCE INDICATORS

Participating NGOs will be required to demonstrate current success rates in dealing with at risk adolescents in initial project application. This information will also be used as a benchmark when evaluating the project on completion. If

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available, the NGO should provide recent information on the following:

- A) The number of students enrolled in the program (data over the life of the program or for the last four years).
- B) Attendance levels throughout the program.
- C) Reasons for student drop out (either school drop out or program drop out).
- D) The number of students who have successfully completed programs.
- E) The number of students who went on to further education.
- F) The number of students who became employed as a result of training.
- G) A program implementation plan indicating goals, objectives and time-frame

6. UAP TECHNICAL SUPPORT

One of the core staff of the institutional contractor will be a literacy/remedial/education specialist with experience in literacy diagnostic methods, teaching literacy, the training of teachers in appropriate literacy strategies, learning disabilities, methodologies, materials, and computer-assisted learning techniques. At this time, materials that are of internationally recognized standards cannot be found in Jamaica. The institutional contractor will provide short-term TA, as necessary, to work with Jamaican specialists to adapt and/or develop materials to suit NGOs needs.

6.1 Literacy/Remedial

The education specialist will assess the appropriateness of a number of literacy diagnostic tests and remediation tools. In addition, the specialist will evaluate other tools which may be used to assess learning disabilities. All tests should be culturally-adapted and age-appropriate. Testing materials to be reviewed should include the Brigance Assessment Test, the Individual Reading Inventory Test, the Whole Language Approach Method (WLAM), and the Language Assessment Scales test. Of particular interest to the UAP are two Brigance Assessment tests, the Brigance Inventory of Basic Skills Test and the Brigance comprehensive assessment of basic skills. The former is aimed at children aged 6 to 11 years and the latter is aimed at students aged 11 to 18 years and older.

6.2 Vocational/Technical

As part of the diagnostic in the first 90 days, the institutional contractor will undertake an assessment of NGO technical and vocational training programs to determine training needs for effective program implementation. The assessment will

ANNEX F
BASIS OF COST ESTIMATES

The basis of cost estimates used in preparation of the Uplifting Adolescents Project budget is as follows:

1. Institutional Contractor: The PP budget assumes that the lead contractor will be a Jamaican firm or a U.S. firm based in Jamaica using Jamaican cost structures, and has budgeted accordingly.

- Management staff costs are based on prevailing rates for such types and levels of staff in Kingston at the present time. The illustrative numbers and levels of staffing used for preparation of the budget are considered adequate for management of the almost US\$3 million to finance NGO grants. The US\$3 million will finance an estimated 10-20 grants for services a year, many of which will become multi-year and thus less management intense, and six operational research grants over the LOP. Staffing is considered adequate to maintain administrative and technical quality for these purposes.

- The unit costs for short-term local and expatriate technical assistance are inclusive of salary, international and local transportation and per diem, computer rental, and other direct costs, and are detailed in the schedule attached to this Annex.

- The USAID contribution of US\$100/person week for in-country training/workshops covers training materials and special facilities, with training location/hall, trainee stipends and transportation allocated as the equivalent Jamaican contribution of US\$100/person week. The cost of one 30 hour UWIDITE training course through video broadcast is actually about US\$200 per trainee, so USAID contribution might be higher in some cases where trainees could not pay. Lump sum amounts per year for the Joint Coordinating Committee meetings and workshops assume more up-scale venues, and potentially higher per-participant costs.

- For indirect costs, the estimate of 30 percent overhead/general & administrative costs and eight percent fee are believed to reflect common commercial rates in Jamaica.

2. NGO Service Delivery :

2.a Minimum/recommended program unit costs represent an average in the range of costs of a number of programs

interviewed. The THA assessment asked, "Cost per client" of all 35 organizations it surveyed, with responses provided as a Schedule to this annex. Of those who responded, it is not always clear what range of services they include, and whether or not they include general and administrative and/or overhead costs in their calculations.

In subsequent follow up interviews, the Design Team determined that the full range of recommended reproductive health services, provided on-site, is US\$8 per client/month at the Family Planning Association of Jamaica. It is thus assumed that a full minimum package in reproductive health (with no clinical services provided) alone could be delivered for US\$3-4 per client/month including Personal Choice condoms as part of a multi-modal package with some economies of scale (that is, at least 100 participants).

The team extrapolated from these data to estimate that the full package in Literacy/Remedial Education, with limited materials, at standards required by the "effectiveness criteria" would cost no more than US\$5-6 per month, depending on the number of students and types of materials used.

At minimum levels, the Personal/Family Development component would be US\$3-4, with no commodities required.

Staff trained in two or more of these components, at the minimum standards, is assumed.

The basic technical package is thus US\$11 - US\$14. Adding a "standard" general and administrative weighting of 25 percent, the total package would cost US\$13.75 - US\$17.50.

For simplicity's sake, the Team chose US\$15 as the average unit cost, with a USAID contribution of US\$10 and an NGO/community contribution of US\$5.

Based on data available, the PP estimate of US\$15/youth/month for a full multi-modal package is seen as reasonable but not excessive, and the proposed payment by USAID of a fixed amount of two-thirds of this estimate, or US\$10/youth/month, is considered appropriate. The institutional contractor should reevaluate costs during the first year to determine continuing validity.

NGO unit costs may increase as they move from a minimum to a recommended package of services. At this time, the project does not provide any monetary incentives for that to occur. Rather, the NGOs will benefit from TA and training to help them improve program impact overall. Once the project gets underway, the Mission may wish to work with the institutional contractor to

identify potential incentive payments for quality service provision.

2.b Cost data on programs for special populations are estimated in the same extrapolative manner as the core package data. The Women's Center at J\$2,032 (US\$60) per year and the Teen Age Mother's Project at US\$43 per year are substantially below the US\$26.67/month used in the PP. These costs do not include staff or general and administrative costs, and may also exclude donated services, commodities, or materials. However, the institutional contractor will better assess this figure in the first year of the project to determine if a downward adjustment needs to be made, in which case the level of beneficiaries can be increased substantially.

2.c Operations Research grants are estimated at US\$50,000 each, which is considered a maximum for one organization to manage. It is likely that many of the grants will be much smaller. Most of the Jamaican NGOs assessed had annual program and operating budgets of under US\$100,000, and the project must be careful not to exceed management capacity while seeking technical innovation. The budget assumes an NGO contribution of US\$20,000 per US\$50,000 grant, representing over 25 percent. Should actual grants be smaller, a 25 percent NGO contribution should be maintained.

3. GOJ Strengthening:

- Office equipment and software commodities are estimated at US\$50,000 in Year One to cover set-up costs for the Youth Unit, including desk-top computers, printers, fax/modems, photocopiers, and related peripheral costs. If possible, funding would cover the Youth Unit's access to the Internet through UWI or a [forthcoming] commercial provider, so that it can assist NGOs in research on technical topics as well as identify potential funding partners. Funding for subsequent Years is to cover the Internet and/or purchase of materials and supplies. The institutional contractor will prepare specifications in collaboration with the Youth Unit and undertake the procurements and payments on its behalf.

- Short-term participant training is estimated at US\$6,000 per person month USAID contribution based on recent experience, and US\$2,000 per person month GOJ contribution. The GOJ contribution assumes US\$500 for round-trip airfare to the U.S., and US\$1,500 as the on-going salary/benefits of the participant during the training. USAID/Jamaica will directly manage participant training itself.

4. USAID Oversight

- The salary and benefits of the FNPS Project Manager are based on advice from USAID/Jamaica. US\$5,000 is included for a computer & peripherals plus overseas conferences, if needed. The annual rate includes limited funds for in-country travel based on experience of other officers and the assumption that at least 70 percent of the programs will either be based in Kingston or well within a one-day visiting period.

- Evaluations in FY 1998 and FY 2000 are budgeted for one pm expatriate and 2 pm local TA each, following unit costs established in the TA schedule.

- Audits are budgeted in FY 1998 and FY 2000 at US\$50,000 each and are assumed to be contracted locally.

No inflation factor has been applied. Almost 90 percent of the U.S. dollar budget will be converted and paid in Jamaican dollars. It is assumed that continuing modest devaluation of the J\$ against the US\$ will approximate if not exceed the rate of inflation, so a separate calculation has not been made.

UAP Budget Schedule: Detailed Breakdown TA Unit Costs

Local TA Breakdown

- all costs in US Dollars

<u>Unit</u>	<u>Unit Cost</u>	<u>No. Units</u>	
Salary/Day	150	25	3,750
Per Diem outside Kingston	60	10	600
Local Transportation	10	30	300
Computer	10	30	300
Misc. supplies & communications			50
Average Total Local TA per month			5,000
Expatriate TA Breakdown - all costs in US Dollars			
Salary/Day	275	25	6,875
Airfare R-T	1,000	1	1,000
Per Diem	191	30	5,730
Visa, Transfers, etc	200	1	200
Local Transport	10	30	300
Computer	10	30	300
Communications/Courier			300
Medex/SOS	30	1	30
DBA @ \$5,95/US\$100 salary			410
Average Total Expatriate TA per month			15,145
Rounded to			15,000

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INITIAL ENVIRONMENTAL EXAMINATION

Project Location : USAID Jamaica
Project Title : Uplifting Adolescents Project
Funding : \$ 5,500,000
Life Of Project : 5 years
IEE Prepared By : Stephen Reeve, Mission Environmental Officer 

I. Project Description: Since the mid-1980s, Jamaica's macroeconomic stabilization measures have had a sharp negative impact on the standard of living for its population of 2.5 million (1993 estimates), particularly among the poor. Many of standard quality of life indicators -- infant mortality, crude birth and death rates, access to potable water -- have remained stable or improved over the last decade, but decreased public sector investment in the formal education system has led to a decreased quality of education overall. There is a growing number of young persons who simply do not possess the educational, technical and/or social skills necessary to lead productive lives. This burgeoning out-of-school adolescent population has contributed to a number of related problems which are becoming increasingly apparent. Prospects for Jamaica's continuing economic growth and political stability are dim unless the problems of marginalized adolescents who represent the future workforce of the country are addressed, and soon.

The project purpose is to improve the social and job skills of Jamaica's at-risk youth (ag 10-14) on a sustainable basis so they may become more responsible and productive citizens. There are three outputs or components:

Output No. 1: The strengthening of Jamaican NGOs to enable them to (a) improve their managerial capabilities; (b) improve or expand their program capabilities so as to be able to deliver packages of services to adolescents; and (c) apply for grants to provide the services to adolescents.

Output No. 2: Programs of services for adolescents designed and about 15,500 youth years of services delivered to about 11,000 at risk adolescents.

Output No. 3: The strengthening of the Youth Unit of the Ministry of Education, Youth and Culture (MEYC) so it can be the center point on behalf of the GOJ for continuing these activities after the project ends.

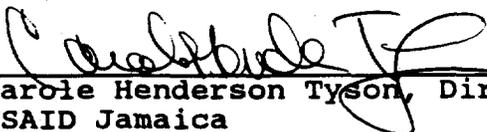
Funding will be provided under a bilateral agreement with the GOJ, which will designate USAID to procure a competitively-selected institutional contractor to serve as the implementing agent for the project. The contractor will provide overall guidance and administrative management for performance-based grants and operations research grants with established and sustainable NGOs that work with at risk adolescents. It will also provide 32 person months (pm) of short-term TA in technical and managerial areas, and 715 person weeks of in-country training for youth leaders, NGO staff and volunteers, and key GOJ personnel in technical and management topics. Given the emphasis on socio-cultural feasibility of interventions, the contract will be structured to maximize use of Jamaican expertise.

Funding is provided for nine pm of short-term participant training and limited office equipment for the MEYC Youth Unit so as to strengthen its capacity to implement the Youth Policy and to provide broad-based information, education, communication, and coordination regarding adolescent activities in the public and private sectors.

USAID will directly contract for project management and oversight costs, including a senior Foreign National Personal Services Contractor (FNPS) and related support costs, and mid-term and final project audits and evaluations.

II. Statement of Categorical Exclusion: The project described above qualifies for a Categorical Exclusion under 22 CFR 216.2(c) as the actions supported will not have a significant effect on the environment. Section 216.2(c)(2)(i) specifically provides that projects which are wholly technical assistance and training should be categorically excluded.

III. Recommendation: Based on the above, it is recommended that a Categorical Exclusion be approved by the LAC Chief Environmental Office.



Carole Henderson Tyson, Director
USAID Jamaica

CLEARANCE:

OPPD:KDahlgren W DATE 8/16

OGD:ABisset AB DATE 8/16

OGD:JSheppard JS DATE 8/16

TM
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**ANNEX H
LIST OF PERSONS CONTACTED**

Government of Jamaica

Ministry of Education, Youth and Culture

Mrs. Marguerite Bowie, Permanent Secretary
Dr. F. Ferguson, Parliamentary Secretary
Mr. Wesley Barrett, Senior Education Officer
Mr. Christopher Charles, National Youth Officer
Dr. Thomas Welsh, Policy Analysis Advisor, PEAP II Project

Ministry of Health

Mr. Winston Bowen, Director, Children's Services
Mrs. Inez Morrison, Director, Child Support Unit

HEART National Trust Association

Mrs. Barbara Foster, Acting Director, Runaway Bay HEART Academy

Juvenile Advisory Council

Mrs. Rosemarie Irving, Chairman, Juvenile Advisory Council
and Resident Magistrate and Chairman of the Juvenile
Courts for Southern Circuit

National Family Planning Board

Mrs. Beryl E. Chevannes, Executive Director
Ms. Janet Davis, Director of Information, Education,
Communication
Ms. Marian Kenneally, Program Coordinator/Advocacy
Specialist, OPTIONS II Project

Women's Center

Mrs. Pamela McNeil, Executive Director
Ms. Morris
Mrs. Margaret Warren, Center Manager

University of the West Indies

Fertility Management Unit

Mrs. Jean Munroe, Assistant Director
Dr. Phyllis MacPhearson Russell, Outreach Coordinator
Mrs. Allen, Training
Mrs. Marjorie Horton, Administration

College of Arts, Sciences and Technology

Dr. Manley Thompson, Lecturer

University of the West Indies - continued

School of Continuing Studies

Mrs. Janet Brown, Director, Caribbean Child Development Center

Dr. Heldon Morris, Technical/Vocational Professor
Dr. Sam Myes, Literacy/Reading Professor

Non-Governmental Organizations

British Save the Children

Ms. Denise Allen, Acting Director

Council of Voluntary Social Services

Ms. Janet Cupidon, Executive Director

Dispute Resolution Foundation

Mrs. Donna Parchment, Executive Director
Mrs. Berna McIntosh, Project Coordinator

Eagle Foundation

Mrs. Sonia Mills, Executive Director
Mr. Courtney Christie, Business Manager

His Wings Mission

Mrs. Helen Ann Brown, ex-Director

Hope for the Children Development Co.

Mr. Richard Troupe, Program Manager

Jamaica Computer Society

Mr. Everaldo Gowie, Executive Director, Education Foundation

Jamaica Family Planning Association

Mrs. Peggy Scott, Executive Director

Jamaica Red Cross

Mrs. Lois Hue, National Youth Director

Kingston Restoration Company, Inc.

Mrs. Viola Banton, Acting Executive Director
Mr. Trevor Spence, CEO, Community Development Foundation
Mr. Billings, Director, Jones Town Project

National YWCA

Mrs. Minna McLeod, General Secretary
Mrs. Kathleen Edwards, Coordinator, NEET Program

Non-Governmental Organizations -- continued

Parenting Partners

Mrs. Linda Craigie Brown, Training Coordinator

St. Patrick's Foundation

Monseignor Richard Albert

Mr. Fabian G. Brown, Executive Director

Teenage Mother's Project

Mrs. Joyce Jarrett, Director

Mrs. Uteylia Burrell, Center Manager

Mrs. Yvonne Osborne, Counselor

Youth Opportunities Unlimited

Mrs. Betty Ann Bowen, Director

Kingston Private Sector

Miss Doris Crawford, Jamaican Institute of Management

Dr. Trevor Hamilton, Trevor Hamilton & Associates

Mr. Mike Humphress, Associate Technical Manager, Fruit of the Loom

Mr. Wade Marr, Vector Designs

Prof. Erol Miller, THA Consultant

Dr. Elinor Wyntt, THA Consultant

Other Lenders/Donors

The World Bank

Mr. Robert Van Pulley, Representative

Dr. Sarah Adams, Social Sector Specialist

Inter-American Development Bank

Ms. Francine Hanna, Sectoral Specialist

World Food Programme

Mr. Hans Gotzmann, Representative

Ms. Faith Jump, Program Assistant

Ms. Paulette Lewis, Program Assistant

UNESCO

Dr. Simon Clarke, Representative

UNICEF

Ms. Eva Richards, Representative

Mr. Hasan K. Momin, Project Officer, Children in Especially Difficult Circumstances

Ms. Sonia Banks, Project Officer, Women in Development

U.S. Government

USAID Kingston

Dr. Carole Henderson Tyson, Director
Mr. Donald L. Smith, Deputy Director

Mr. Kirk Dahlgren, Chief, Office of Program and Project
Development (OPPD)
Mr. Clark Billings, OPPD
Ms. Joanne Feldman Lawrence, OPPD

Ms. Betsy Brown, Chief, Office of General Development (OGD)
Mr. Jim Shepherd, Chief-Designate, OGD
Mr. Alfred Bisset, OGD
Ms. Grace Ann Grey, OGD
Ms. Kathleen Francis, OGD
Ms. Hazel Silburn, OGD
Mr. Daniel Gordon, OGD
Ms. Bridget Fong Yee, OGD
Ms. Elaine Lawla, OGD

Mr. Martin Napper, Regional Contracts Officer
Ms. Linnette Johnston, Acquisitions Manager

Mr. Michael Kaiser, Office of Private Enterprise

U.S. Peace Corps

Ms. Janet Simoni, Country Director
Mr. Charlie Feezel, Programme & Training Officer
Ms. Shari Howe, Associate Director for Youth
Ms. Carole Williamson, Small Business Development
Ms. Annette Buford, Nurse Practitioner
Ms. Beth Baker, Health Educator
Ms. Lori Sietsema, Community Development Volunteer -
Runaway Bay

USAID Washington (met in Kingston)

Ms. Annette Adams, GC/AA
Mr. H. Shere Plunkett, Reengineering Team

USAID Washington (met in Washington)

Mr. David Eckerson, Deputy Chief, LAC/CAR

Dr. David McBride, Bilingual Evaluation & Special Education
Officer for the Board of Public Education Washington DC.

Design Team - CRI Consult, Inc.

Dr. Beverly Brady, Counselling Psychologist
Ms. Carol Rose Brown, Management Specialist
Ms. Laura Davis, Reproductive Health Specialist
Mr. Stephan Dix, Voc/Tech Education Specialist
Ms. Laura McPherson, Team Leader

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ANNEX I
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A.I.D. PROJECT STATUTORY CHECKLIST

Introduction

The statutory checklist is divided into two parts: 5C(1) - Country Checklist; and 5C(2) - Assistance Checklist.

The Country Checklist, composed of items affecting the eligibility for foreign assistance of a country as a whole, is to be reviewed and completed by AID/W at the beginning of each fiscal year. In most cases responsibility for preparation of responses to the Country Checklist is assigned to the desk officers, who would work with the Assistant General Counsel for their region. The responsible officer should ensure that this part of the Checklist is updated periodically. The Checklist should be attached to the first PP of the fiscal year and then referenced in subsequent PPs.

The Assistance Checklist focuses on statutory items that directly concern assistance resources. The Assistance Checklist should be reviewed and completed in the field, but information should be requested from Washington whenever necessary. A completed Assistance Checklist should be included with each PP; however, the list should also be reviewed at the time a PID is prepared so that legal issues that bear on project design are identified early.

The Country and Assistance Checklists are organized according to categories of items relating to Development Assistance, the Economic Support Fund, or both.

These Checklists include the applicable statutory criteria from the Foreign Assistance Act of 1961 ("FAA"); various foreign assistance, foreign relations, anti-narcotics and international trade authorization enactments; and the FY 1994 Foreign Assistance Appropriations Act ("FY 1994 Appropriations Act").

These Checklists do not list every statutory provision that might be relevant. For example, they do not include country-specific limitations enacted, usually for a single year, in a foreign assistance appropriations act. Instead, the Checklists are intended to provide a convenient reference for provisions of relatively great importance and general applicability.

Prior to an actual obligation of funds, Missions are encouraged to review any Checklist completed at an earlier phase in a project or program cycle to determine whether more recently enacted provisions of law included on the most recent Checklist may now apply. Because of the reorganization and consolidation of checklists reflected here, such review may be particularly important this year. Space has been provided at the right of the Checklist questions for responses and notes.

5C(1) - COUNTRY CHECKLIST

Listed below are statutory criteria applicable to the eligibility of countries to receive the following categories of assistance: (A) both Development Assistance and Economic Support Funds; (B) Development Assistance funds only; or (C) Economic Support Funds only.

A. COUNTRY ELIGIBILITY CRITERIA APPLICABLE TO BOTH DEVELOPMENT ASSISTANCE AND ECONOMIC SUPPORT FUND ASSISTANCE

1. Narcotics Certification

(FAA Sec. 490): (This provision applies to assistance provided by grant, sale, loan, lease, credit, guaranty, or insurance, except assistance relating to international narcotics control, disaster and refugee relief assistance, narcotics related assistance, or the provision of food (including the monetization of food) or medicine, and the provision of non-agricultural commodities under P.L. 480. This provision also does not apply to assistance for child survival and AIDS programs which can, under section 522 of the FY 1994 Appropriations Act, be made available notwithstanding any provision of law that restricts assistance to foreign countries.) If the recipient is a "major illicit drug producing country" (defined as a country producing during a fiscal year at least five metric tons of opium or 500 metric tons of coca or marijuana) or a "major drug-transit country" (defined as a country that is a significant direct source of illicit drugs significantly affecting the United States, through which such drugs are transported, or through which significant sums of drug-related profits are laundered with the knowledge or complicity of the government):

(1) has the President in the April 1 International Narcotics Control Strategy Report (INCSR) determined and certified to the Congress (without

Jamaica has been determined to be both a "major illicit drug producing country" and a "major drug-transit country"

Jamaica has been so certified for the year 1995

1995

Congressional enactment, within 45 calendar days, of a resolution disapproving such a certification), that (a) during the previous year the country has cooperated fully with the United States or taken adequate steps on its own to satisfy the goals and objectives established by the U.N. Convention Against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, or that (b) the vital national interests of the United States require the provision of such assistance?

(2) with regard to a major illicit drug producing or drug-transit country for which the President has not certified on April 1, has the President determined and certified to Congress on any other date (with enactment by Congress of a resolution approving such certification) that the vital national interests of the United States require the provision of assistance, and has also certified that (a) the country has undergone a fundamental change in government, or (b) there has been a fundamental change in the conditions that were the reason why the President had not made a "fully cooperating" certification.

N/A

2. Indebtedness to U.S. citizens
(FAA Sec. 620(c): If assistance is to a government, is the government indebted to any U.S. citizen for goods or services furnished or ordered where: (a) such citizen has exhausted available legal remedies, (b) the debt is not denied or contested by such government, or (c) the indebtedness arises under an unconditional guaranty of payment given by such government or controlled entity?

No

3. Seizure of U.S. Property (FAA Sec. 620(e)(1)): If assistance is to a government, has it (including any government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to

No

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discharge its obligations toward such citizens or entities?

4. **Communist countries** (FAA Secs. 620(a), 620(f), 620D; FY 1994 Appropriations Act Secs. 507, 523): Is recipient country a Communist country? If so, has the President: (a) determined that assistance to the country is vital to the security of the United States, that the recipient country is not controlled by the international Communist conspiracy, and that such assistance will further promote the independence of the recipient country from international communism, or (b) removed a country from applicable restrictions on assistance to communist countries upon a determination and report to Congress that such action is important to the national interest of the United States? Will assistance be provided either directly or indirectly to Angola, Cambodia, Cuba, Iraq, Libya, Vietnam, Iran or Syria? Will assistance be provided to Afghanistan without a certification, or will assistance be provided inside Afghanistan through the Soviet-controlled government of Afghanistan?

No

5. **Mob Action** (FAA Sec. 620(j)): Has the country permitted, or failed to take adequate measures to prevent, damage or destruction by mob action of U.S. property?

No

6. **OPIC Investment Guaranty** (FAA Sec. 620(l)): Has the country failed to enter into an investment guaranty agreement with OPIC?

No

7. **Seizure of U.S. Fishing Vessels** (FAA Sec. 620(o); Fishermen's Protective Act of 1967 (as amended) Sec. 5): (a) Has the country seized, or imposed any penalty or sanction against, any U.S. fishing vessel because of fishing activities in international waters? (b) If so, has any deduction required by the Fishermen's Protective Act been made?

a) No

b) N/A

8. **Loan Default** (FAA Sec. 620(q); FY 1994 Appropriations Act Sec. 512

a) No

b) No

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(Brooke Amendment)): (a) Has the government of the recipient country been in default for more than six months on interest or principal of any loan to the country under the FAA? (b) Has the country been in default for more than one year on interest or principal on any U.S. loan under a program for which the FY 1994 Appropriations Act appropriates funds?

9. **Military Equipment** (FAA Sec. 620(s)): If contemplated assistance is development loan or to come from Economic Support Fund, has the Administrator taken into account the percentage of the country's budget and amount of the country's foreign exchange or other resources spent on military equipment? (Reference may be made to the annual "Taking Into Consideration" memo: "Yes, taken into account by the Administrator at time of approval of Agency OYB." This approval by the Administrator of the Operational Year Budget can be the basis for an affirmative answer during the fiscal year unless significant changes in circumstances occur.)

N/A

10. **Diplomatic Relations with U.S.** (FAA Sec. 620(t)): Has the country severed diplomatic relations with the United States? If so, have relations been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption?

No

11. **U.N. Obligations** (FAA Sec. 620(u)): What is the payment status of the country's U.N. obligations? If the country is in arrears, were such arrearages taken into account by the A.I.D. Administrator in determining the current A.I.D. Operational Year Budget? (Reference may be made to the "Taking into Consideration" memo.)

The payment status of the GOJ's U.N. obligations are up to date

12. **International Terrorism**

a. **Sanctuary and support** (FY 1994 Appropriations Act Sec. 529; FAA Sec. 620A): Has the country been determined by the President to: (a) grant

No

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sanctuary from prosecution to any individual or group which has committed an act of international terrorism, or (b) otherwise support international terrorism, unless the President has waived this restriction on grounds of national security or for humanitarian reasons?

b. **Airport Security** (ISDCA of 1985 Sec. 552(b)): Has the Secretary of State determined that the country is a high terrorist threat country after the Secretary of Transportation has determined, pursuant to section 1115(e)(2) of the Federal Aviation Act of 1958, that an airport in the country does not maintain and administer effective security measures?

No

13. **Countries that Export Lethal Military Equipment** (FY 1994 Appropriations Act Sec. 573): Is assistance being made available to a government which provides lethal military equipment to a country the government of which the Secretary of State has determined is a terrorist government for purposes of section 40(d) of the Arms Export Control Act?

No

14. **Discrimination** (FAA Sec. 666(b)): Does the country object, on the basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. who is present in such country to carry out economic development programs under the FAA?

No

15. **Nuclear Technology** (FAA Secs. 669, 670): Has the country, after August 3, 1977, delivered to any other country or received nuclear enrichment or reprocessing equipment, materials, or technology, without specified arrangements or safeguards, and without special certification by the President? Has it transferred a nuclear explosive device to a non-nuclear weapon state, or if such a state, either received or detonated a nuclear explosive device? If the country is a non-nuclear weapon state, has it, on or after August 8, 1985, exported (or attempted to export) illegally from the

No

United States any material, equipment, or technology which would contribute significantly to the ability of a country to manufacture a nuclear explosive device? (FAA Sec. 620E permits a special waiver of Sec. 669 for Pakistan.)

16. **Algiers Meeting** (ISDCA of 1981, Sec. 720): Was the country represented at the Meeting of Ministers of Foreign Affairs and Heads of Delegations of the Non-Aligned Countries to the 36th General Assembly of the U.N. on Sept. 25 and 28, 1981, and did it fail to disassociate itself from the communique issued? If so, has the President taken it into account? (Reference may be made to the "Taking into Consideration" memo.)

No

17. **Military Coup** (FY 1994 Appropriations Act Sec. 508): Has the duly elected Head of Government of the country been deposed by military coup or decree? If assistance has been terminated, has the President notified Congress that a democratically elected government has taken office prior to the resumption of assistance?

No

18. **Exploitation of Children** (FAA Sec. 116(b)): Does the recipient government fail to take appropriate and adequate measures, within its means, to protect children from exploitation, abuse or forced conscription into military or paramilitary services?

No

19. **Parking Fines** (FY 1994 Appropriations Act Sec. 574): Has the overall assistance allocation of funds for a country taken into account the requirements of this section to reduce assistance by 110 percent of the amount of unpaid parking fines owed to the District of Columbia as of September 30, 1993?

Yes

B. COUNTRY ELIGIBILITY CRITERIA APPLICABLE ONLY TO DEVELOPMENT ASSISTANCE ("DA")

Human Rights Violations (FAA Sec. 116): Has the Department of State

No

determined that this government has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, can it be demonstrated that contemplated assistance will directly benefit the needy?

C. COUNTRY ELIGIBILITY CRITERIA APPLICABLE ONLY TO ECONOMIC SUPPORT FUNDS ("ESF")

Human Rights Violations (FAA Sec. 502B): Has it been determined that the country has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, has the President found that the country made such significant improvement in its human rights record that furnishing such assistance is in the U.S. national interest?

No

5C(2) - ASSISTANCE CHECKLIST

Listed below are statutory criteria applicable to the assistance resources themselves, rather than to the eligibility of a country to receive assistance. This section is divided into three parts. Part A includes criteria applicable to both Development Assistance and Economic Support Fund resources. Part B includes criteria applicable only to Development Assistance resources. Part C includes criteria applicable only to Economic Support Funds.

CROSS REFERENCE: IS COUNTRY CHECKLIST UP TO DATE?

Yes

A. CRITERIA APPLICABLE TO BOTH DEVELOPMENT ASSISTANCE AND ECONOMIC SUPPORT FUNDS

1. **Host Country Development Efforts (FAA Sec. 601(a)):** Information and conclusions on whether assistance will encourage efforts of the country to:
(a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations;

- a) No
- b) Yes
- c) No
- d) No
- e) No
- f) No

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(d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture, and commerce; and (f) strengthen free labor unions.

2. **U.S. Private Trade and Investment (FAA Sec. 601(b)):** Information and conclusions on how assistance 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

3. **Congressional Notification**

a. **General requirement (FY 1994 Appropriations Act Sec. 515; FAA Sec. 634A):** If money is to be obligated for an activity not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified (unless the Appropriations Act notification requirement has been waived because of substantial risk to human health or welfare)?

Yes

b. **Special notification requirement (FY 1994 Appropriations Act Sec. 520):** Are all activities proposed for obligation subject to prior congressional notification?

Yes

c. **Notice of account transfer (FY 1994 Appropriations Act Sec. 509):** If funds are being obligated under an appropriation account to which they were not appropriated, has the President consulted with and provided a written justification to the House and Senate Appropriations Committees and has such obligation been subject to regular notification procedures?

N/A

c. **Cash transfers and nonproject sector assistance (FY 1994 Appropriations Act Sec. 537(b)(3)):** If funds are to be made available in the form of cash transfer or nonproject sector assistance, has the Congressional notice

N/A

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included a detailed description of how the funds will be used, with a discussion of U.S. interests to be served and a description of any economic policy reforms to be promoted?

4. Engineering and Financial Plans (FAA Sec. 611(a)): Prior to an obligation in excess of \$500,000, 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?

a) Yes
b) Yes

5. Legislative Action (FAA Sec. 611(a)(2)): If legislative action is required within recipient country with respect to an obligation in excess of \$500,000, what is the basis for a reasonable expectation that such action will be completed in time to permit orderly accomplishment of the purpose of the assistance?

N/A

6. Water Resources (FAA Sec. 611(b)): If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See A.I.D. Handbook 3 for guidelines.)

N/A

7. Cash Transfer/Nonproject Sector Assistance Requirements (FY 1994 Appropriations Act Sec. 537). If assistance is in the form of a cash transfer or nonproject sector assistance:

N/A

a. Separate account: Are all such cash payments to be maintained by the country in a separate account and not commingled with any other funds (unless such requirements are waived by Congressional notice for nonproject sector assistance)?

b. Local currencies: If assistance is furnished to a foreign government under arrangements which result

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in the generation of local currencies:

(1) Has A.I.D. (a) required that local currencies be deposited in a separate account established by the recipient government, (b) entered into an agreement with that government providing the amount of local currencies to be generated and the terms and conditions under which the currencies so deposited may be utilized, and (c) established by agreement the responsibilities of A.I.D. and that government to monitor and account for deposits into and disbursements from the separate account?

(2) Will such local currencies, or an equivalent amount of local currencies, be used only to carry out the purposes of the DA or ESF chapters of the FAA (depending on which chapter is the source of the assistance) or for the administrative requirements of the United States Government?

(3) Has A.I.D. taken all appropriate steps to ensure that the equivalent of local currencies disbursed from the separate account are used for the agreed purposes?

(4) If assistance is terminated to a country, will any unencumbered balances of funds remaining in a separate account be disposed of for purposes agreed to by the recipient government and the United States Government?

8. **Capital Assistance** (FAA Sec. 611(e)): If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the project effectively?

N/A

9. **Multiple Country Objectives** (FAA Sec. 601(a)): Information and conclusions

on whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, 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.

- a) No
- b) Yes
- c) No
- d) No
- e) No
- f) No

10. **U.S. Private Trade (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).

Project provides for the procurement of services and commodities from the U.S. and Jamaica.

11. **Local Currencies**

a. **Recipient Contributions (FAA Secs. 612(b), 636(h)):** 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.

N/A

b. **U.S.-Owned Currency (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?

No

12. **Trade Restrictions**

a. **Surplus Commodities (FY 1994 Appropriations Act Sec. 513(a)):** 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

b. **Textiles (Lautenberg**

No

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Amendment) (FY 1994 Appropriations Act Sec. 513(c)): Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel?

13. Tropical Forests (FY 1991 Appropriations Act Sec. 533(c)(3) (as referenced in section 532(d) of the FY 1993 Appropriations Act): Will funds be used for any program, project or activity which would (a) result in any significant loss of tropical forests, or (b) involve industrial timber extraction in primary tropical forest areas?

a) No

b) No

14. PVO Assistance

a. Auditing and registration (FY 1994 Appropriations Act Sec. 568): If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of A.I.D., and is the PVO registered with A.I.D.?

N/A

b. Funding sources (FY 1994 Appropriations Act, Title II, under heading "Private and Voluntary Organizations"): If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government?

N/A

15. **Project Agreement Documentation** (State Authorization Sec. 139 (as interpreted by conference report)): Has confirmation of the date of signing of the project agreement, including the amount involved, been cabled to State L/T and A.I.D. LEG within 60 days of the agreement's entry into force with respect to the United States, and has the full text of the agreement been pouched to those same offices? (See Handbook 3, Appendix 6G for agreements covered by this provision).

This will be done

16. **Metric System** (Omnibus Trade and Competitiveness Act of 1988 Sec. 5164, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy): Does the assistance activity use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

N/A

17. **Abortions** (FAA Sec. 104(f); FY 1994 Appropriations Act, Title II, under heading "Population, DA," and Sec. 518):

a. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions?

No

b. Are any of the funds to be used to pay for the performance of

No

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involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations?

c. Are any of the funds to be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization?

No

d. Will funds be made available only to voluntary family planning projects which offer, either directly or through referral to, or information about access to, a broad range of family planning methods and services? (As a legal matter, DA only.)

Yes

e. In awarding grants for natural family planning, will any applicant be discriminated against because of such applicant's religious or conscientious commitment to offer only natural family planning? (As a legal matter, DA only.)

No

f. Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning?

No

g. Are any of the funds to be made available to any organization if the President certifies that the use of these funds by such organization would violate any of the above provisions related to abortions and involuntary sterilization?

No

18. **Cooperatives (FAA Sec. 111):**
Will assistance help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward a better life?

No

19. **U.S.-Owned Foreign Currencies**

a. **Use of currencies (FAA Secs. 612(b), 636(h); FY 1994 Appropriations Act**

N/A

Secs. 503, 505): Are steps being taken to assure that, to the maximum extent possible, foreign currencies owned by the U.S. are utilized in lieu of dollars to meet the cost of contractual and other services.

b. **Release of currencies** (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?

No

20. **Procurement**

a. **Small business** (FAA Sec. 602(a)): Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed?

No

b. **U.S. procurement** (FAA Sec. 604(a)): Will all procurement be from the U.S., the recipient country, or developing countries except as otherwise determined in accordance with the criteria of this section?

Yes

c. **Marine insurance** (FAA Sec. 604(d)): If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company?

N/A

d. **Non-U.S. agricultural procurement** (FAA Sec. 604(e)): If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.)

N/A

e. **Construction or engineering services** (FAA Sec. 604(g)): Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible under Code 941 and which have attained a

N/A

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competitive capability in international markets in one of these areas? (Exception for those countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries.)

f. **Cargo preference shipping** (FAA Sec. 603)): Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates?

No

g. **Technical assistance** (FAA Sec. 621(a)): If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? Will the facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?

Yes

h. **U.S. air carriers** (International Air Transportation Fair Competitive Practices Act, 1974): If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available?

Yes

i. **Consulting services** (FY 1994 Appropriations Act Sec. 567): If assistance is for consulting service through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)?

Yes

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j. Metric conversion

(Omnibus Trade and Competitiveness Act of 1988, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy): Does the assistance program use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

N/A

k. Competitive Selection

Procedures (FAA Sec. 601(e)): Will the assistance utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

Yes

1. Chemical Weapons (FY 1994

Appropriations Act Sec. 569): Will the assistance be used to finance the procurement of chemicals that may be used for chemical weapons production?

No

21. Construction

a. Capital project (FAA Sec.

601(d)): If capital (e.g., construction) project, will U.S. engineering and professional services be used?

N/A

b. Construction contract (FAA

Sec. 611(c)): If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable?

N/A

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c. Large projects, Congressional approval (FAA Sec. 620(k)): If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the Congressional Presentation), or does assistance have the express approval of Congress?

N/A

22. U.S. Audit Rights (FAA Sec. 301(d)): If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights?

N/A

23. Communist Assistance (FAA Sec. 620(h)). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries?

N/A

24. Narcotics

a. Cash reimbursements (FAA Sec. 483): Will arrangements preclude use of financing to make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated?

N/A

b. Assistance to narcotics traffickers (FAA Sec. 487): Will arrangements take "all reasonable steps" to preclude use of financing to or through individuals or entities which we know or have reason to believe have either: (1) been convicted of a violation of any law or regulation of the United States or a foreign country relating to narcotics (or other controlled substances); or (2) been an illicit trafficker in, or otherwise involved in the illicit trafficking of, any such controlled substance?

1) Yes

2) Yes

25. Expropriation and Land Reform (FAA Sec. 620(g)): Will assistance preclude use of financing to compensate owners for expropriated or nationalized

Yes

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property, except to compensate foreign nationals in accordance with a land reform program certified by the President?

26. **Police and Prisons** (FAA Sec. 660): Will assistance preclude use of financing to provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? Yes

27. **CIA Activities** (FAA Sec. 662): Will assistance preclude use of financing for CIA activities? Yes

28. **Motor Vehicles** (FAA Sec. 636(i)): Will assistance preclude use of financing for purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? Yes

29. **Export of Nuclear Resources** (FY 1994 Appropriations Act Sec. 506): Will assistance preclude use of financing to finance--except for purposes of nuclear safety--the export of nuclear equipment, fuel, or technology? Yes

30. **Publicity or Propaganda** (FY 1994 Appropriations Act Sec. 557): Will assistance be used for publicity or propaganda purposes designed to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propaganda purposes not authorized by Congress? No

31. **Marine Insurance** (FY 1994 Appropriations Act Sec. 531): Will any A.I.D. contract and solicitation, and subcontract entered into under such contract, include a clause requiring that U.S. marine insurance companies have a fair opportunity to bid for marine insurance when such insurance is necessary or appropriate? Yes

32. **Exchange for Prohibited Act** (FY 1994 Appropriations Act Sec. 533): Will No

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any assistance be provided to any foreign government (including any instrumentality or agency thereof), foreign person, or United States person in exchange for that foreign government or person undertaking any action which is, if carried out by the United States Government, a United States official or employee, expressly prohibited by a provision of United States law?

33. Commitment of Funds (FAA Sec. 635(h)): Does a contract or agreement entail a commitment for the expenditure of funds during a period in excess of 5 years from the date of the contract or agreement?

No

34. Impact on U.S. Jobs (FY 1994 Appropriations Act, Sec. 547):

a. Will any financial incentive be provided to a business located in the U.S. for the purpose of inducing that business to relocate outside the U.S. in a manner that would likely reduce the number of U.S. employees of that business?

No

b. Will assistance be provided for the purpose of establishing or developing an export processing zone or designated area in which the country's tax, tariff, labor, environment, and safety laws do not apply? If so, has the President determined and certified that such assistance is not likely to cause a loss of jobs within the U.S.?

No

c. Will assistance be provided for a project or activity that contributes to the violation of internationally recognized workers rights, as defined in section 502(a)(4) of the Trade Act of 1974, of workers in the recipient country, or will assistance be for the informal sector, micro or small-scale enterprise, or smallholder agriculture?

No

B. CRITERIA APPLICABLE TO DEVELOPMENT ASSISTANCE ONLY

1. Agricultural Exports (Bumpers

N/A

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Amendment) (FY 1994 Appropriations Act Sec. 513(b), as interpreted by conference report for original enactment): If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities: (1) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (2) in support of research that is intended primarily to benefit U.S. producers?

2. **Tied Aid Credits** (FY 1994 Appropriations Act, Title II, under heading "Economic Support Fund"): Will DA funds be used for tied aid credits?

No

3. **Appropriate Technology** (FAA Sec. 107): Is special emphasis placed on use of appropriate technology (defined as relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

N/A

4. **Indigenous Needs and Resources** (FAA Sec. 281(b)): Describe extent to which the activity recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government.

This activity was designed at the request of the GOJ in consultation with a variety of private and public sector Jamaicans who will be involved in its management and implementation. The design of this activity was based on a recent USAID-funded study conducted by a Jamaican firm (i.e. THA) which demonstrates that over 200,000 adolescents are vulnerable and contributing to increasing social and economic descriptions.

5. **Economic Development** (FAA Sec. 101(a)): Does the activity give reasonable promise of contributing to the

Yes

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development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?

6. **Special Development Emphases** (FAA Secs. 102(b), 113, 281(a)): Describe 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, dispersing investment 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 appropriate U.S. institutions; (b) encourage democratic private and local 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.

7. **Recipient Country Contribution** (FAA Secs. 110, 124(d)): Will the recipient country provide at least 25 percent of the costs of the program, project, or activity 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)?

8. **Benefit to Poor Majority** (FAA Sec. 128(b)): If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?

9. **Contract Awards** (FAA Sec. 601(e)): Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

Item B.6

a) The purpose of this activity to increase the number & range of economic and social opportunities available to Jamaica's marginalized and out-of-school youth (most of whom are poor) so that they may come more responsible and productive citizens.

b) This activity will provide J. funding to existing and sustain non-governmental organizations that work with marginalized adolescents throughout Jamaica.

c) This activity directly supports the GOJ's policies strategies, and self-help efforts to alleviate poverty and stimulate growth. I "DRAFT Government's Policy Toward Poverty Reduction in Jamaica" (Jan. 1995) targets unemployed young persons under 25 as the primary population group for its poverty program. The GOJ's "National Youth Policy" (Dec. 1994) is directed at creating an environment in which young people can develop their full potential through the provisions economic and training opportunities.

d) Over one-half of the 10,000 to 20,000 direct beneficiaries of the activity are expected to be girls in the 10 to 14 age groups.

e) N/A

Item B.8

Yes. Implementing agents (i.e. sub contractors) will be Jamaican NGOs. Interventions will focus on the approx. 80,000 marginalized and out of school youth in the 10 to 14 age group. It is estimated that a minimum of 10,000 to 20,000 individuals most of whom are poor, will benefit directly from this activity.

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10. **Disadvantaged Enterprises** (FY 1994 Appropriations Act Sec. 558): What portion of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, colleges and universities having a student body in which more than 40 percent of the students are Hispanic Americans, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?

There are no set-asides for these groups.

11. **Biological Diversity** (FAA Sec. 119(g): Will the assistance: (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas?

- a) No
- b) No
- c) No
- d) No

12. **Tropical Forests** (FAA Sec. 118; FY 1993 Appropriations Act Sec. 533(c) as referenced in section 532(d) of the FY 1993 Appropriations Act):

N/A

a. **A.I.D. Regulation 16:** Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16?

b. **Conservation:** Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent feasible: (1) stress the importance of conserving and sustainably managing forest resources; (2) support activities which offer employment and income alternatives

to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (3) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (4) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (5) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded; (6) conserve forested watersheds and rehabilitate those which have been deforested; (7) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (8) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (9) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (10) seek to increase the awareness of U.S. Government agencies and other donors of the immediate and long-term value of tropical forests; (11) utilize the resources and abilities of all relevant U.S. government agencies; (12) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land; and (13) take full account of the environmental impacts of the proposed activities on biological diversity?

c. **Forest degradation:** Will assistance be used for: (1) the procurement or use of logging equipment, unless an environmental assessment

N/A

indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; (2) actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas; (3) activities which would result in the conversion of forest lands to the rearing of livestock; (4) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undergraded forest lands; (5) the colonization of forest lands; or (6) the construction of dams or other water control structures which flood relatively undergraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

d. Sustainable forestry: If assistance relates to tropical forests, will project assist countries in developing a systematic analysis of the appropriate use of their total tropical forest resources, with the goal of developing a national program for sustainable forestry?

e. Environmental impact statements: Will funds be made available in accordance with provisions of FAA Section 117(c) and applicable A.I.D. regulations requiring an environmental impact statement for activities significantly affecting the environment?

13. Energy (FY 1991 Appropriations Act Sec. 533(c) as referenced in section 532(d) of the FY 1993 Appropriations Act): If assistance relates to energy, will such assistance focus on: (a) end-use energy

N/A

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efficiency, least-cost energy planning, and renewable energy resources, and (b) the key countries where assistance would have the greatest impact on reducing emissions from greenhouse gases?

14. **Debt-for-Nature Exchange** (FAA Sec. 463): If project will finance a debt-for-nature exchange, describe how the exchange will support protection of: (a) the world's oceans and atmosphere, (b) animal and plant species, and (c) parks and reserves; or describe how the exchange will promote: (d) natural resource management, (e) local conservation programs, (f) conservation training programs, (g) public commitment to conservation, (h) land and ecosystem management, and (i) regenerative approaches in farming, forestry, fishing, and watershed management.

N/A

15. **Deobligation/Reobligation** (FY 1994 Appropriations Act Sec. 510): If deob/reob authority is sought to be exercised in the provision of DA assistance, are the funds being obligated for the same general purpose, and for countries within the same region as originally obligated, and have the House and Senate Appropriations Committees been properly notified?

N/A

16. **Loans**

a. **Repayment capacity** (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. **Long-range plans** (FAA Sec. 122(b)): Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?

c. **Interest rate** (FAA Sec. 122(b)): If development loan is repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at

least 3 percent per annum thereafter?

d. Exports to United States
(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 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest?

17. Development Objectives (FAA Secs. 102(a), 111, 113, 281(a)): Extent to which activity will: (1) effectively involve the poor in development, by expanding 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; (2) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (3) support the self-help efforts of developing countries; (4) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (5) utilize and encourage regional cooperation by developing countries?

See Item B.6

18. Agriculture, Rural Development and Nutrition, and Agricultural Research
(FAA Secs. 103 and 103A):

N/A

a. Rural poor and small farmers: If assistance is being made available for agriculture, rural development or nutrition, describe extent to which activity is specifically designed to increase productivity and income of rural poor; or if assistance is being made available for agricultural research,

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has account been taken of the needs of small farmers, and extensive use of field testing to adapt basic research to local conditions shall be made.

b. **Nutrition:** Describe extent to which assistance is used in coordination with efforts carried out under FAA Section 104 (Population and Health) to help improve nutrition of the people of developing countries through encouragement of increased production of crops with greater nutritional value; improvement of planning, research, and education with respect to nutrition, particularly with reference to improvement and expanded use of indigenously produced foodstuffs; and the undertaking of pilot or demonstration programs explicitly addressing the problem of malnutrition of poor and vulnerable people.

c. **Food security:** Describe extent to which activity increases national food security by improving food policies and management and by strengthening national food reserves, with particular concern for the needs of the poor, through measures encouraging domestic production, building national food reserves, expanding available storage facilities, reducing post harvest food losses, and improving food distribution.

19. **Population and Health (FAA Secs. 104(b) and (c)):** If assistance is being made available for population or health activities, describe extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems, and other modes of community outreach.

20. **Education and Human Resources Development (FAA Sec. 105):** If assistance is being made available for education, public administration, or human resource

A part of the target group in this activity are the teenage mothers and teenage girls who are at risk of becoming pregnant. Assistance will be made available and activities that emphasize low cost integrated health delivery systems and family planning for the at risk, mostly poor youth.

B.20 a) This activity makes formal education more relevant for the poor marginalized and out-of-school youth by addressing the variety of problems which are responsible for poor academic performance and drop-out from school. It also provides for non-formal/vocational education for some of these youth.

B.20 b) N/A

development, describe (a) extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, and strengthens management capability of institutions enabling the poor to participate in development; and (b) extent to which assistance provides advanced education and training of people of developing countries in such disciplines as are required for planning and implementation of public and private development activities.

21. **Energy, Private Voluntary Organizations, and Selected Development Activities** (FAA Sec. 106): If assistance is being made available for energy, private voluntary organizations, and selected development problems, describe extent to which activity is:

N/A

a. concerned with data collection and analysis, the training of skilled personnel, research on and development of suitable energy sources, and pilot projects to test new methods of energy production; and facilitative of research on and development and use of small-scale, decentralized, renewable energy sources for rural areas, emphasizing development of energy resources which are environmentally acceptable and require minimum capital investment;

b. concerned with technical cooperation and development, especially with U.S. private and voluntary, or regional and international development, organizations;

c. research into, and evaluation of, economic development processes and techniques;

d. reconstruction after natural or manmade disaster and programs of disaster preparedness;

e. for special development problems, and to enable proper utilization

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of infrastructure and related projects funded with earlier U.S. assistance;

f. for urban development, especially small, labor-intensive enterprises, marketing systems for small producers, and financial or other institutions to help urban poor participate in economic and social development.

22. **Capital Projects (Jobs Through Export Act of 1992, Secs. 303 and 306(d)):** If assistance is being provided for a capital project, is the project developmentally sound and will the project measurably alleviate the worst manifestations of poverty or directly promote environmental safety and sustainability at the community level?

N/A

C. **CRITERIA APPLICABLE TO ECONOMIC SUPPORT FUNDS ONLY**

N/A

1. **Economic and Political Stability (FAA Sec. 531(a)):** Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA?

2. **Military Purposes (FAA Sec. 531(e)):** Will this assistance be used for military or paramilitary purposes?

3. **Commodity Grants/Separate Accounts (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? (For FY 1994, this provision is superseded by the separate account requirements of FY 1994 Appropriations Act Sec. 537(a), see Sec. 537(a)(5).)

4. **Generation and Use of Local Currencies (FAA Sec. 531(d)):** Will ESF funds made available for commodity import programs or other program assistance be used to generate local currencies? If so,

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will at least 50 percent of such local currencies be available to support activities consistent with the objectives of FAA sections 103 through 106? (For FY 1994, this provision is superseded by the separate account requirements of FY 1994 Appropriations Act Sec. 537(a), see Sec. 537(a)(5).)

5. Capital Projects (Jobs Through Exports Act of 1992, Sec. 306, FY 1993 Appropriations Act, Sec. 595): If assistance is being provided for a capital project, will the project be developmentally-sound and sustainable, i.e., one that is (a) environmentally sustainable, (b) within the financial capacity of the government or recipient to maintain from its own resources, and (c) responsive to a significant development priority initiated by the country to which assistance is being provided. (Please note the definition of "capital project" contained in section 595 of the FY 1993 Appropriations Act. Note, as well, that although a comparable provision does not appear in the FY 94 Appropriations Act, the FY 93 provision applies to, among other things, 2-year ESF funds which could be obligated in FY 94.)

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