



USAID/JAMAICA

**BILATERAL
ASSISTANCE
STRATEGY**

FY 2000 - FY 2004

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SUMMARY ANALYSIS OF ASSISTANCE ENVIRONMENT AND RATIONALE FOR FOCUSING ON PARTICULAR AREAS

Introduction

This document presents the proposed USAID Strategic Plan for the Jamaica bilateral program from FY2000 through FY2004. It represents the culmination of a process that began over a year ago with AID/W's assistance to redefine and focus our bilateral program. Achieving results set forth in this plan will require approximately \$10.76 million of development assistance funds for FY00, and \$14.26 million (per FY01 BBS request) for FY01. Approximately \$11.76 million will be required for each of the last three fiscal years. In addition it will require at least \$3.0 million in Economic Support Funds (ESF) for the five-year strategic plan period. DA resources will support four strategic objectives (SOs): SO1 economic growth, SO2 natural resource management, SO3 reproductive health, and SO4 basic education. The ESF resources will support a special objective, (SpO) focusing on inner city development and conflict resolution.

US Foreign Policy Interests

As reflected in the Embassy's FY00-01 Mission Performance Plan (MPP), USAID's FY00-04 Strategic Plan is keyed to achieving the following priority interests:

- effective law enforcement and a reduction in crime (much of it connected with the production and transshipment of illegal drugs) – principal aims of a five-year “inner city” special objective,
- educational initiatives that reach young school dropouts, and improve literacy and numeracy,
- economic growth that will further strengthen our trade and investment ties with Jamaica, supported by several USAID activities, including basic education and micro and small business support,
- the protection of the island's rich natural environment – global threats and local discharge of pollutants into the environment and other resource management issues are a critical threat to sustainable growth in Jamaica's tourist-based economy;
- promotion of good governance and democratic principles,
- public health – the health of Americans is directly served by reducing the risk of infectious diseases.

The Development Context

Jamaica's key development challenges include high unemployment (over 15% of Jamaicans are unemployed or underemployed) with a third of the population living in poverty, a highly fragile and economically critical natural resource base, and an entire generation of Jamaican youth placed “at risk” by low educational attainment, high teenage pregnancy rates, sexually transmitted infections (STIs), crime and violence.

Exacerbating this situation is an economic crisis – 1998 marked the third consecutive year of negative economic growth (GDP), with an erosion of real per capita income (per capita GDP) and a deterioration in living standards for the majority of Jamaicans. All indications are that 1999 will be another year of negative economic growth. Although inflation has been held in check (in the 6 to 8% range), a combination of high interest rates (over 30%), speculative real estate investments and general mismanagement have caused businesses and commercial banks to fail – eroding prospects for growth and associated increased tax revenues. As a consequence the Government of Jamaica (GOJ) intervened heavily in the banking and insurance industries, resulting in further massive public sector borrowing.

Official debt is the largest millstone on the Jamaican economy. Total public debt is approximately J\$ 250 billion (more than the J\$ 231 billion GDP) and will consume J\$ 100 billion of the J\$ 160 billion GOJ budget this year. Public spending will increase from 46% of the GDP in 1998 to an estimated 60% this year, primarily to service debt. Moreover, despite a projected reduction in real public sector discretionary spending (most Ministries face a 2% budget cut), there will still be a 7 to 8% fiscal deficit this year. With tax rates already high, an increase in revenues will need to be achieved primarily through improved tax compliance and the selling of public sector assets.

Another serious development challenge facing Jamaica is the widespread degradation of its unique environmental heritage on which a thriving tourist industry and agriculture depend. The Mission's strategy calls for environmental improvements by 2004 and requires a strong commitment on the part of the GOJ, other donors/lenders and USAID. Jamaica's population and economic activity is concentrated in urban coastal areas, where natural resources and habitats have been destroyed by solid and chemical wastes, deforestation and degradation of upland watersheds, untreated wastewater and the pollution of coastal waters.

A third critical development challenge is preparing Jamaica's youth for the future. The education system – characterized by chronic poor attendance, perennial under achievement, low levels of literacy and numeracy at the end of six years of primary schooling, and low secondary school enrollment – is failing thousands of young Jamaicans. 52% of primary school graduates are functionally illiterate and innumerate. Approximately 10,000 10-14-year-olds are not enrolled in school and an additional 4,000 10-18-year-olds drop out each year (1992 data). Moreover, despite a decline in the fertility rate for all other age groups, the rate among 15-24-year-olds has risen from 107 live births (1993) to 112 live births per 1,000 women (1997), and 15-24-year-olds have among the highest HIV and STI infection rates.

Discussion of Development Constraints and Opportunities

Improved performance of the Jamaican economy is a "critical assumption" that underlies the Mission's entire strategy. So long as the economy continues to stagnate, little if any real growth in public sector spending will be possible. GOJ agreement with international financial institutions and donors on a policy agenda (and debt rescheduling) is essential to reversing Jamaica's continued economic decline. Moreover, the negative growth in the past three years follows a history of relatively poor performance. Over the past 25 years Jamaica's per capita GDP fell at an average annual rate of 0.7%, and Jamaica moved from being near the top of the CARICOM league to being second to last. In this context, Jamaica's growing crime – resulting from an inability of the educational system to keep kids in school, provide a more trainable work force (secondary school

enrollment is only 66%), and the inability of the economy to create new jobs – serves as a further deterrent to private investment and growth

Another critical constraint to development is the relatively weak institutional capacity of our partners. Jamaica is burdened by an extensive and inefficient bureaucracy in the public sector and by the relatively weak institutional capacity of our NGO partners in all sectors. The new strategy envisions a further strengthening of USAID-supported NGOs.

Finally, GOJ will play an important role that could significantly affect individual strategic objectives.

- SO1 results will hinge upon the GOJ's ability to improve the business environment while fostering competition.
- SO2 results will hinge on the GOJ's ability and commitment to enact and consistently enforce a host of policy and regulatory reforms, and environmental and economic policies while decentralizing day-to-day natural resources (protected areas) management authority to the level of NGOs and community municipal authority.
- SO3 results presume a GOJ commitment to defining and supporting an adolescent reproductive program, and strengthening linkages with the Ministry of Education and Culture to bring appropriate Adolescent Reproductive Health (ARH) information into schools.
- SO4 results will require additional GOJ investments in education - which for the most part will need to come from efficiency savings. About 95 % of the Education budget covers salaries and administrative costs.

Role of Other Donors

The United States continues to be the largest bilateral donor in terms of new commitments. Other bilateral donors in Jamaica include the European Union, UNDP/EP, Canada (CIDA), UK (DFID), Japan. The Dutch who have been primarily involved in micro-enterprise development are now phasing out. The key multilateral donor is the IDB. The UNDP has facilitated the establishment of a donor coordinating group that meets at least once a year to discuss issues and shared goals. In addition, throughout the year, sectoral, sub-sectoral and special interest working groups bring together technical specialists and program officers to the "donor working group", which focuses on special areas of interest, including education, environment, productivity/growth, poverty alleviation and macro-economics. USAID participates in all groups relevant to the Mission's strategic objectives.

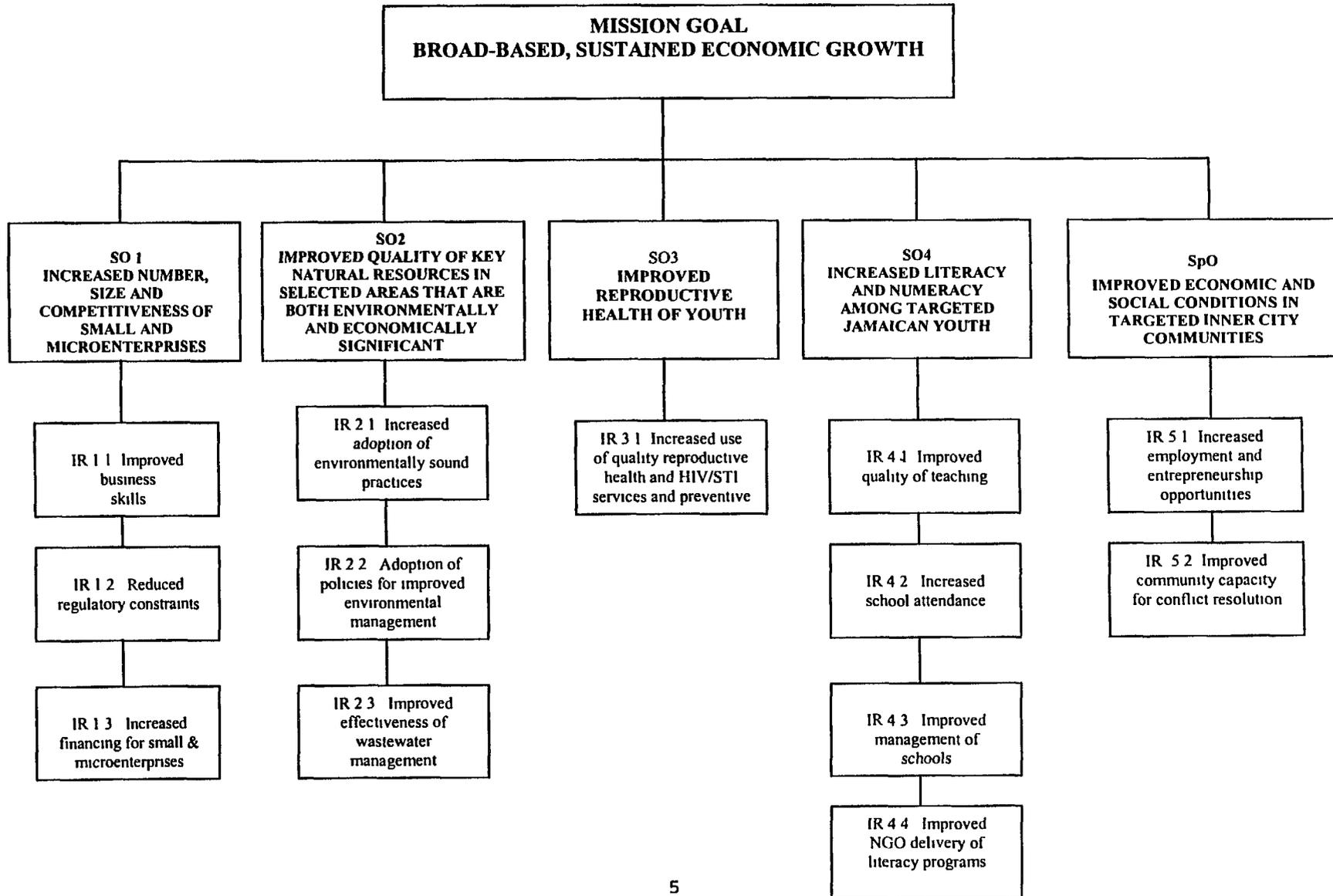
Donor coordination has been relatively strong in the education sector (which includes USAID's and the IDB's focus on primary education and the World Bank focus on secondary education) with donors, and the Ministry of Education, making good progress towards establishing a common sectoral framework. Coordination has been less successful in the health sector due in large part to a lack of leadership by the MOH. USAID is the major donor in the health sector, specifically in reproductive health and HIV/AIDS with UNFPA and GTZ providing assistance on a much smaller scale. The IDB is largely supporting the MOH efforts in the area of health reform.

USAID regards effective donor coordination as an increasingly important and relevant issue. We are committed to further strengthening donor coordination in Jamaica, and, where feasible, to establishing common sectoral frameworks (such as that being developed in education) which can help us identify programmatic gaps and priorities, eliminate program and policy contradictions, and

rationalize the use of scarce donor and GOJ counterpart resources. We have benefited from the technical assistance of AID/PPC, which provided an indepth analysis/assessment of donor coordination, and will continue to draw on their expertise in this area.

USAID/JAMAICA

MISSION RESULTS FRAMEWORK: FY 2000-2004



USAID/JAMAICA STRATEGIC OBJECTIVES

In support of Agency and Bureau goals and objectives, the Mission will support four strategic objectives and a special strategic objective

- SO1 Improving the Business Environment and Developing the Small, Medium and Micro Enterprise (SMME) Sectors,
- SO2 Improved Quality of Natural Resources,
- SO3 Improved Reproductive Health of Youth,
- SO4 Increased Literacy and Numeracy, and
- SpO Improved Economic and Social Conditions in Targeted Inner City Communities

These strategic objectives build on past investments but represent greater focus and accountability

SO1 – USAID’s program will support broad-based economic growth by reducing regulatory constraints to doing business in Jamaica, improving the skills of selected Jamaican businesses to better allow them to compete in the global economy, and promoting increased private sector financing to the micro and small business sectors

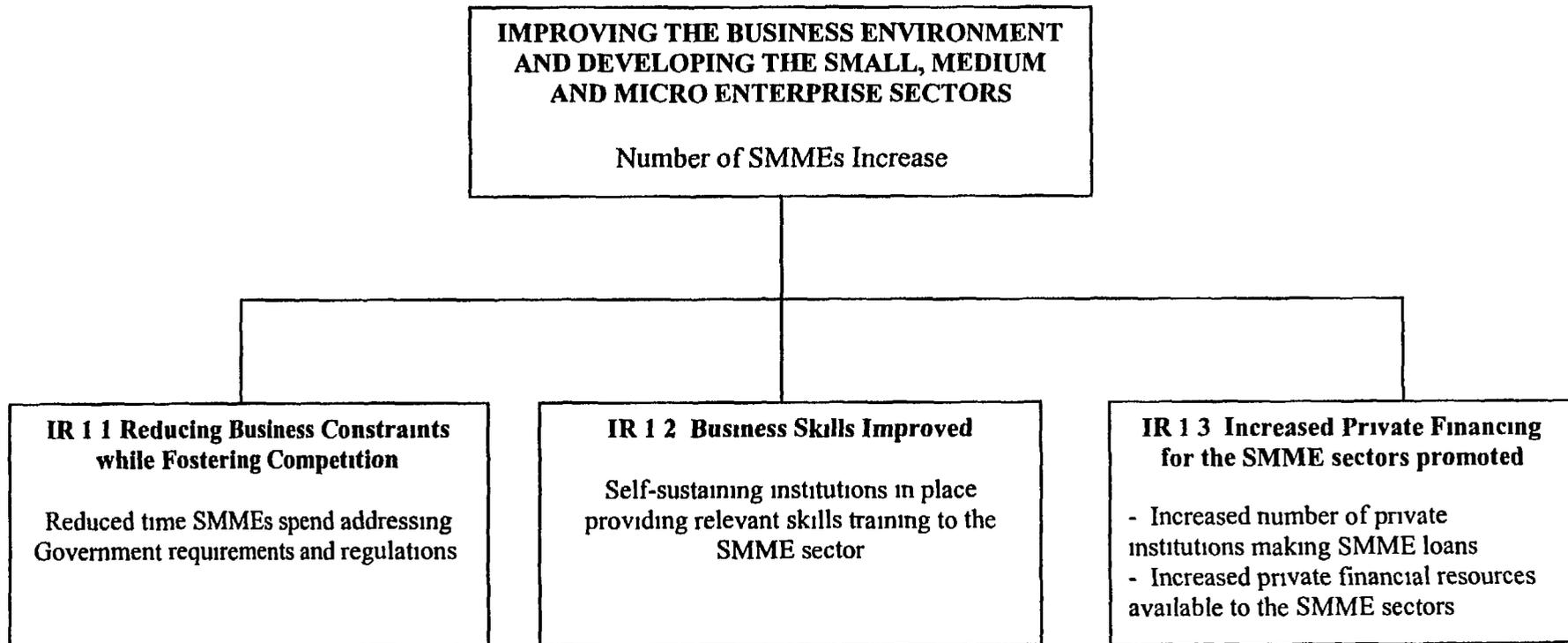
SO2’s response to environmental threats is an integrated “Ridge-to Reef” natural resource management program that assists community-based NGOs to implement activities, i.e. agroforestry, eco-tourism, appropriate on-site sanitation solutions and environmental audit programs, that will improve the quality of coastal waters and upland watersheds. Other interventions will focus on improving the policy framework and wastewater/sewage management

SO3 – USAID’s effort to improve reproductive health will focus on the high-risk adolescent population. Assistance will be aimed at increasing availability and access to youth-friendly reproductive health services, developing and disseminating educational materials and innovative approaches to encourage changes in high-risk behaviors, improving the clinical and interpersonal skills of health workers, and strengthen reproductive health policies

To improve human capacity, SO4 will support a comprehensive program to improve literacy and numeracy levels among both primary school students and out-of-school youth. At the primary school level, USAID will provide 72 schools in poor communities with in-service teacher training in mathematics and reading, parent education, health and nutrition programs, and leadership training for school principals, communities and parents. To improve the prospects of a targeted 80,000 out-of-school adolescents, SO4 will also aim to improve the social and job skills through an activity package of services designed to promote self-esteem, reduce teenage pregnancy and HIV/AIDS/STDs, increase literacy and re-instate “drop-outs” into schools

To help reduce crime and violence and create an avenue for employment among inner city youth, USAID’s SpO will work with the private sector to provide employment opportunities for inner city residents. USAID will also provide assistance in conflict resolution and improved community relations

STRATEGIC OBJECTIVE No. 1 ECONOMIC GROWTH RESULTS FRAMEWORK



SO1 IMPROVING THE BUSINESS ENVIRONMENT AND DEVELOPING THE SMALL, MEDIUM AND MICRO ENTERPRISE SECTOR

The Challenge An Overview of the Situation and Trends

All major productive sectors, including agriculture, manufacturing and finance (insurance and banking) have been adversely affected by Jamaica's third consecutive year of decline in GDP, with no sign of reversal in 1999. Tourism is the sole exception, with continued growth, albeit at a lower rate than other Caribbean nations.

The country's poor economic performance can be attributed to the following factors:

- An overvalued exchange rate
- Government borrowing crowding out the needs of the private sector making for a high interest rate environment. This results in savings being invested in government paper rather than productive activities.
- Deteriorating infrastructure
- Crime and violence
- Private and public sector corruption
- A financial crisis requiring massive intervention in the financial system, a large proportion of its revenue being used to prop it up. As a result, they have become the unwilling owners of large portions of Jamaica's productive sector. The Financial Sector Adjustment Company (FINSAC) was created to restructure banking and insurance systems.
- A relatively high cost labor force with productivity problems
- A large government workforce
- A rising rate of emigration by the more educated middle class

The result of the above has been a worsening recession with ever increasing unemployment, a reduction in exports and a low demand by the private sector for credit.

In order to achieve positive economic growth over the next few years, the public and private sectors will have to carefully coordinate activities in order to encourage increased local and international investment in Jamaica. The Government will have to create the environment to attract this investment and foster competition, and the private sector will have to focus its energies on increasing productivity. Protecting and giving special dispensations to existing industry will not produce the growth rates required in the long-term. In such an environment, history has shown that it is the smaller enterprises that will provide the job growth and be nimble enough to rapidly make the necessary changes to compete globally.

USAID will target its efforts at this sector of the economy, focusing on

- Reducing regulatory constraints to doing business in Jamaica while fostering competition,
- Improving the skills of selected Jamaican businesses to better allow them to compete in the global economy, and
- Promoting increased private sector financing to the micro and small enterprise sectors

Strategic Objective and Intermediate Results

Over the past three years, the Mission has honed its economic growth strategy to ensure that, in the face of Jamaica's unfavorable economic environment, its program is adequately focused to achieve significant, feasible development impact

In 1997, against the backdrop of Jamaica's serious structural problems and an ongoing program that focused on policy change and expansion of non-traditional export firms to achieve "increased participation for economic growth," the Mission conducted a comprehensive assessment of its growth strategy. This took into account the Mission's areas of proven expertise and success in the field, other donor support to the sector and stakeholder/customer demand. The Mission determined that the most effective way to bring its economic growth program within its manageable interest and ensure achievement of significant development results was to narrow its strategic focus to micro and small business promotion. SO1 was redefined as "increased employment in micro and small enterprises," reflecting a targeted strategy for increasing participation by the poor – the hardest hit sector – in Jamaica's economy. This strategy responded directly to USAID's and GOJ's declared priority of reducing poverty. The SO and its results framework were presented in the Mission's FY2000-2001 R4

If a customs official decides that a valuation is needed for incoming goods to the country, the valuation process can take between one and two weeks. During this period, the goods are held by customs, tying up large amounts of capital.

Unofficial estimates are that the GOJ should be collecting between 1/3 and 2/3 more in customs duties on goods entering the country. There is a strong perception that many goods entering the country do so outside of formal channels.

In 1998 and 1999, that results framework was revisited to determine its continued validity. While there should unquestionably be a focus on micro and small enterprises, there was a realization that 1) medium sized enterprises were being severely affected by the recession, and 2) the environment in which businesses operated had to be addressed. Rules and regulations affecting businesses have to be examined, independent regulators put in place to regulate utilities such as telecommunications. Bottlenecks in government approval processes (such as opening a business, importing or exporting goods) have to be identified and eliminated, processes simplified. This, in turn, will reduce corruption and business costs.

Thus, this SO is titled "Improving the Business Environment and Developing the Small, Medium and Micro Enterprise (SMME) Sectors." At this level, the SO will seek to improve the overall operating environment where all businesses in Jamaica can grow, prosper and generate employment, while also ensuring competition. It will also help put in place systems and mechanisms to develop the SMME sectors, with a strong focus on sustainability.

The framework's intermediate results are as follows IR 1 1 Reducing business constraints while fostering competition, IR 1 2 Improving business skills, and IR 1 3 Promoting increased private sector financing for micro- and small businesses

IR1 1 Business Constraints Reduced While Fostering Competition. One consistently cited constraint to small and medium business development is the overlying and redundant bureaucratic requirements related to such issues as registering new businesses, obtaining business licenses, import and export permits, and clearing goods through the ports Streamlining approval processes and identifying and eliminating bottlenecks in a process are instrumental to creating a thriving business environment Opportunities for corruption are also reduced as streamlined processes have fewer places where something can be stopped and placed on indefinite hold

In addition, the need for broader competition in the telecommunication sector is a necessity if the sector is to grow and support the ever-increasing demands of the private sector A new regulatory body could create the environment to attract the private sector and its capital to invest and foster competition among different groups working in this sector Broader competition would also improve quality of service and reduce costs to customers SO1 will work closely with the public and private sectors to address these constraints The key will be to obtain buy-in for any proposed changes that are tabled

IR1 2 Business Skills Improved Mediocre product quality and poor service are key impediments to the competitiveness and growth of SMMEs in Jamaica To improve on these, both SMME owners and their employees will have to learn to be more efficient in their tasks In particular, business owners will need to put in place the management tools to allow them to track the different operations of their company They will have to improve plant layout, focus on the needs of the customer, reduce costs and provide continuous training to employees to produce high quality goods and services

This IR would explore ways of better producing products in the rural/urban environment of Jamaica Such activities as mobilizing a community to produce a particular item that would be used in a final assembly process will be explored, for example, tying the straw together to produce brooms The tying could be done in community households and this product then finished in a factory This would create job opportunities without having to expand factory space and also allow individuals (such as single mothers) to work at home and thus not have to rely on others for day care services

SO1 will work with for-profit and non-profit organizations to develop the necessary skills and infrastructure to assist the SMME sector in the above areas The services provided will be demand driven

IR13 Increased Private Financing for Micro and Small Enterprise Sectors Promoted The micro and small enterprise sectors, traditionally the employment generators of economies coming out of recession, are becoming increasingly important to the growth of Jamaica This sector has provided opportunities for self-starting individuals or those laid off by larger companies who need to have greater access to capital for revolving lines of credit or for expansion purposes

In Jamaica, there is liquidity in the financial sector but few bridges that link the micro and small business sectors to this liquidity. SO1 will seek to build these bridges by clearly demonstrating to the financial sector that lending to these sectors is a profitable undertaking and builds up a long-term client base.

Illustrative Approaches

Ongoing/illustrative approaches to achieve the above-mentioned IRs, include

IR 1.1 Business Constraints Reduced While Fostering Competition Under this IR, SO1 will carry out a comprehensive roadmap of the government requirements that businesses in Jamaica are subjected to in carrying out their day-to-day operations. Bottlenecks will be identified as well as procedures that require streamlining. SO1 will then work with all involved parties to obtain their buy-in to any changes that are required. Changes will then be implemented.

SO1 will also assist the GOJ in broadening competition and lowering costs in such key utilities as telecommunications. Expertise to develop draft laws and regulations to open up portions of this sector to competition as well as training opportunities to key private sector and GOJ officials may also be provided.

IR 1.2 Business Skills Improved SO1 will identify for-profit as well as non-profit organizations that are interested in taking the lead in developing training programs to improve the business skills of the SMME sector. Information will also be gathered on the training needs of the sector and the value SMMEs would place on particular products offered. The business sector will be expected to pay a fair share of the costs, increasing over time. It is anticipated that there will be extremely profitable portions of the training that for-profit companies will want to take on and carry out throughout the Island. Non-profit organizations would be involved in carrying out training programs that would eventually pay for themselves but not be as profitable. The concept of subsidizing training to micro-entrepreneurs from profits made from small and medium business training programs will also be examined.

IR 1.3 Increased Private Financing For The Micro and Small Enterprise Sectors Promoted SO1 has an ongoing Micro-Enterprise Development Project (MDP) which has had remarkable success in lending and maintaining a low default rate. Unfortunately, the private bank where it was housed is in default and was taken over by the Government. Even with the takeover, lending has continued and the portfolio has continued to grow. However, in order for this program to expand both financially and geographically, it must be privatized. The company taking it over will have to have the necessary access to capital to increase the portfolio. The Government is in full agreement with this and SO1 will work with the commercial regulators to sell the portfolio to the appropriate private sector. In addition, there is a growing interest from the banking sector in exploring how best to go about addressing the financing needs of the micro and small business sectors. SO1 will encourage this by providing observation trips to other countries for key individuals to see how different financial institutions are successfully and profitably providing funding to this sector. It will also explore the possibility of providing limited seed capital to selected financial institutions in order to encourage them to enter the micro and small enterprise sectors of the market. The seed capital would partially offset the risk that these institutions perceive when entering these markets. The seed

capital could be in the form of partially paying for the operating expenses of lending units involved in these sectors and/or to develop a guarantee fund

Tactics for Achieving Sustainability

The SO1 program is formulated to identify and implement approaches that can have a positive, long-term development impact, despite the macro-economic problems facing Jamaica. Tactics for achieving that sustainable impact include working with the private sector to provide financial resources for the SMME sectors and working through and strengthening key for-profit and non-profit organizations so that they in turn provide the training to improve the business skill levels of the SMME sectors. Furthermore, the results of reforming Jamaica's regulatory framework to encourage private sector investment and business expansion, should create conditions conducive to the establishment and growth of the SMME sectors. Assuming the sustainability of the results achieved for all the IRs, these businesses would have access to the financing and technical assistance necessary for their long-term success.

Judging Achievements

The following indicators are proposed for the strategic objective

- Increased financing for the micro and small enterprise sector,
- Self-sustaining organizations in place providing relevant skills training to the SMME sectors, and
- Reduced time that SMME individuals spend addressing Government requirements and regulations

PERFORMANCE MEASUREMENT PLAN FOR SO1

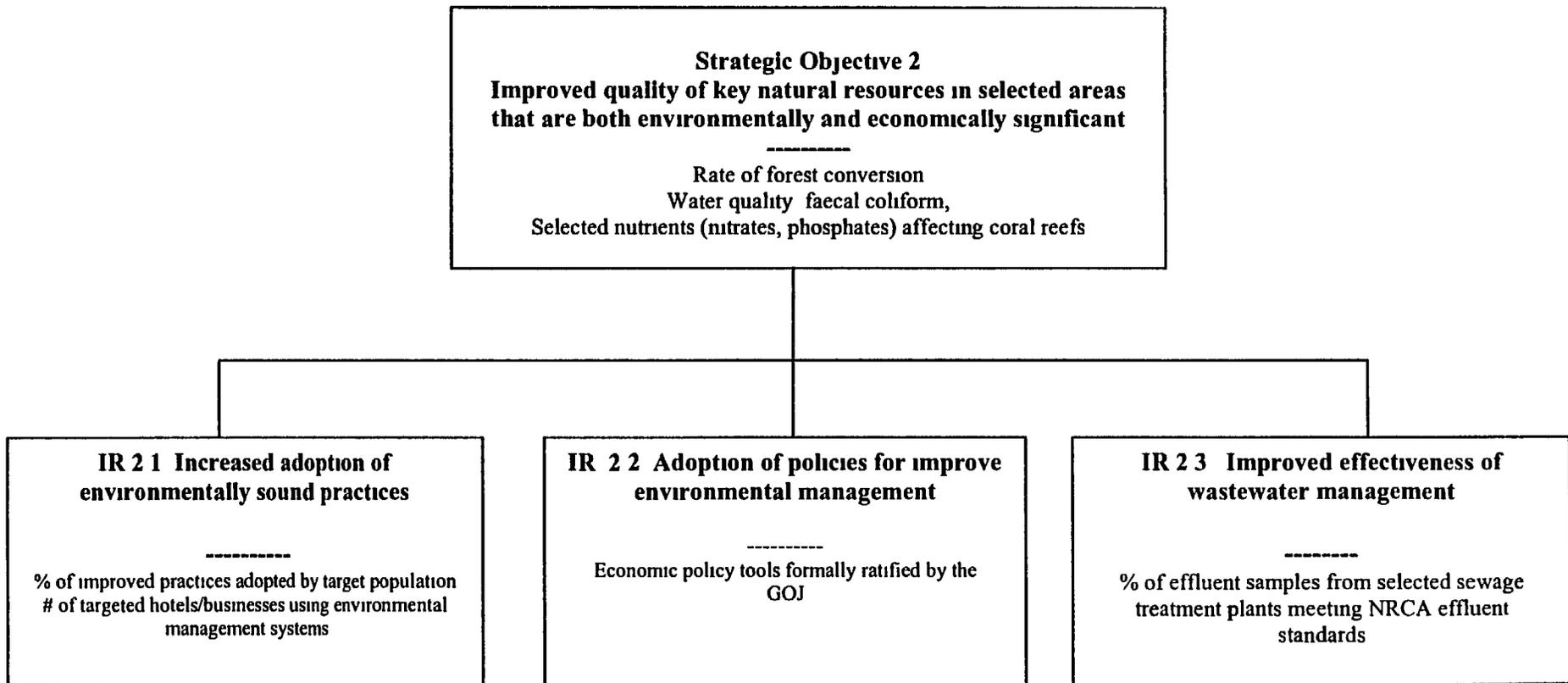
PERFORMANCE INDICATOR	INDICATOR DEFINITION AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/ APPROACH OF DATA COLLECTION	DATA ACQUISITION BY MISSION		DATA REGULARLY AVAILABLE AT MISSION	ANALYSIS & REPORTING	
				SCHEDULE/ FREQUENCY	RESPONSIBLE OFFICER		SCHEDULE BY REPORT	RESPONSIBLE OFFICE
STRATEGIC OBJECTIVE 10 Improving the business environment and developing the small, medium and microenterprise (SMME) sector								
Number of SMMEs increased		Government Reports	Reports from implementing institutions	Annually	Deputy Team Leader	Yes	Annually	Licensing Officer
INTERMEDIATE RESULTS 11 Reducing Business Constraints while Fostering Competition								
Reduced time SMMEs spend addressing Government requirements and regulations	Definition % reduction in time spent by SMME personnel in addressing Government requirements and regulations Unit %	Custom surveys	Survey of selected SMMEs	Annually	SMME Activity Manager	Yes	Annually	Office of Economic Growth

PERFORMANCE MEASUREMENT PLAN FOR SO1

PERFORMANCE INDICATOR	INDICATOR DEFINITION AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/ APPROACH OF DATA COLLECTION	DATA ACQUISITION BY MISSION		DATA REGULARLY AVAILABLE AT MISSION	ANALYSIS & REPORTING	
				SCHEDULE/ FREQUENCY	RESPONSIBLE OFFICER		SCHEDULE BY REPORT	RESPONSIBLE OFFICE
INTERMEDIATE RESULTS 1 2 Business Skills Improved								
Self-sustaining institutions in place providing relevant skills training to the SMME sectors	Definition # of institutions Unit #	Chamber of Commerce Reports	Surveys	Annually	Deputy Team Leader	Yes	Annually	Chamber of Commerce
INTERMEDIATE RESULTS 1 3 Increased Private Financing for the SMME Sectors Promoted								
Increased number of private institutions making SMME loans Increased private financial resources available to the SMME sectors	Definition % of private institutions making SMME loans Unit #	Reports from financial institutions	Interviews and survey reports from implementing institutions	Semi-annually and Annually	SMME Activity Manager	Yes	Semi-annually and annually	Government agency or Ministry, banking association

STRATEGIC OBJECTIVE No. 2

ENVIRONMENT RESULTS FRAMEWORK



SO2 IMPROVED QUALITY OF NATURAL RESOURCES

The Challenge An Overview of the Situation and Trends

Jamaica's economic and social well being are inextricably linked to the state of its fragile natural resource base, given the importance of tourism and agriculture. As Jamaica's population and economic activity become increasingly concentrated in coastal and urban areas, the natural habitats and resources in these areas are placed under increasing threats from deforestation and degradation of upland watersheds and pollution of coastal waters and degradation of the island's coral reefs.

Jamaica's watersheds play a vital role in creating and maintaining the country's water supply. However, with deforestation reportedly occurring at more than 3% per year, the watersheds are facing rapid degradation. The main causes of deforestation are agricultural development, charcoal production and infrastructure development. As deforestation has increased, flooding has become more frequent and erosion of topsoil is reducing agricultural productivity and causing siltation of coral reef systems.

In the coastal areas, major environmental threats are posed by unplanned and informal human settlements, large-scale agriculture, sand mining, draining of ecologically fragile wetlands, and poor wastewater management. Wastewater discharge is particularly problematic for the beaches and coral reef systems which are Jamaica's major tourist attraction. Ineffective sewage management systems throughout the country, particularly in urban areas and major tourism centers, are the single largest source of coastal water pollution, cause groundwater pollution and extensive growth of harmful algae on coral reef ecosystems.

A number of policy issues limit the adoption of environmentally sound, sustainable resource use practices. One of the key constraints to better resource management is that natural resources, including water captured by forests, timber and biodiversity, are not valued or are undervalued by resource managers. For example, the price charged by the National Water Commission (NWC) for water delivery and wastewater management do not reflect their economic values or even the cost of production. Also, no incentives to encourage appropriate disposal of wastewater and connections to sewerage systems exist. Other constraints to sustainable resource management include lack of secure land tenure, a lack of awareness and application of appropriate technologies, and lack of incentives and financing for long-term investments.

Strategic Objective and Intermediate Results

The Mission's environmental strategic objective (SO2), "improved quality of key natural resources in selected areas that are both environmentally and economically significant", must achieve tangible results and show impact. Because Jamaica's coastal waters are the foundation of Jamaica's tourism industry - having earned \$1.2 billion in 1998, it is the country's largest foreign exchange earner - the SO2 program focuses on coastal waters as the "key" natural resource. Progress towards achieving the SO will be measured against the following performance indicators:

Water quality – as it impacts on human health and coral reef ecosystems It will be measured in terms of (i) fecal coliform and (ii) selected nutrients (e.g. nitrates and phosphates) which affect coral reefs

Percentage of land under sustainable management – to include the management of protected areas and other ridge-to-reef target sites, considering factors such as forest cover, erosion, agricultural practices, land use planning, and water resources management

These two indicators serve as proxy indicators and a barometer for the overall ecological health of the entire watershed. Any environmental degrading in the upland watershed (e.g., deforestation, fertilizer/pesticide misuse, poor land management) is likely to ultimately manifest itself and affect specific aspects of the coastal water quality.

Based on an assessment of strategic options conducted by the Mission and a comprehensive consultative process which included a wide range of partners, the Mission defined three key results as necessary and sufficient to achieve this objective. They include increased adoption of environmentally sound practices (IR1), adoption of policies for improved environmental management (IR2), and improved effectiveness of wastewater management (IR3).

IR 2.1 Increased Adoption of Environmentally Sound Practices – is supported by two lower level intermediate level results, “increased effectiveness of environmental institutions”, and “increased economic incentives for environmentally sound practices”. The effectiveness of NGOs is judged in relationship to their management, administrative capacity and demonstrated ability to implement field activities. Stronger NGOs and private entrepreneurs involved in environmental activities will help to increase adoption of environmentally sound practices. Economic incentives such as tax breaks, land tenure, market determined prices will encourage resource users to adopt environmentally sound practices.

IR 2.2 Adoption of Policies for Improved Environmental Management – The improved policies that are required are in two categories— (1) policies to improve the regulatory framework and (2) policies that provide market-based economic incentives. The program strives to strike a balance between command and control mechanisms and economic measures. The latter will encourage hoteliers, manufacturers and local communities to adopt environmentally sound practices which are in compliance with environmental regulations and reduce the emphasis on command and control/enforcement to ensure compliance and adoption.

IR 2.3 Improved Effectiveness of Wastewater Management – reflects the fact that sewage is a major influence on coastal water quality. There are two lower level intermediate results, “improved operation and maintenance of wastewater treatment plants” and “wastewater management infrastructure constructed”. Although the Mission is not engaged in the construction of wastewater treatment plants, having the plants in place is critical to the achievement of “improved effectiveness of wastewater management”. Plant construction is being funded by the European Union and the Japanese Technical Cooperation. USAID’s comparative advantage is in providing technical assistance to guide highly specialized personnel in improving the operation and maintenance of the treatment plants.

Illustrative Approaches

Until recently, the Mission's approach to implementation has been to work principally with the relevant government institutions, non-governmental organizations (NGOs) and community-based organizations (CBOs). Much emphasis has been placed on working with NGOs and CBOs to build their institutional capacity to manage environmental activities, which will continue, while increasingly broadening its scope to include greater involvement of the private sector. A number of organizations representing the private sector, such as the Jamaica Hotel and Tourist Association (JHTA), the Jamaica Manufacturers' Association (JMA) and the Private Sector Organization of Jamaica (PSOJ) will be called on to become more fully integrated in the implementation of environmental programs. The Mission has already started to work with the JHTA and JMA to increase their awareness of environmental issues in the tourism and manufacturing industries. In addition, the SO2 program has facilitated the establishment of implementation partnerships between the private sector and environmental NGOs, while simultaneously broadening its collaboration with government statutory institutions.

Most of the Mission's ongoing work is in collaboration with the Natural Resources Conservation Authority (NRCA), which is the legally authorized body responsible for environmental protection and policy formulation. The involvement of other key government agencies whose mandates give them an inherent responsibility for natural resource management (e.g. the Tourism Product Development Company, the Prime Minister's Office of Tourism, the Forestry Department, the Bureau of Standards and the Environmental Control Division of the Ministry of Health) is also being pursued.

As the Mission makes the transition from implementing discrete projects, the SO2 team is adopting a more integrated approach to natural resource management as embodied in its Ridge-to-Reef strategy. This approach recognizes and addresses the interrelationships between upland practices and coastal water quality, i.e. that upland and upstream practices may adversely affect quantity and quality of downstream and coastal waters.

Important elements of the integrated approach are rural community income generation, close collaboration among the government agencies responsible for wastewater management, environmental health and environmental management, improved donor coordination and donor co-complementation, a high level of community involvement, and encouragement of public/private partnerships for wastewater management.

To maximize impact, within the funding levels for the program, activities will be limited to three or four sites selected on the basis of environmental and economic criteria. Impact will be further maximized by improving and replicating existing successful field activities.

Environmental awareness is an important long-term element in achieving SO2. Though not explicit in the results framework, environmental awareness is a cross-cutting theme affecting the achievement of all the intermediate results. More emphasis will be placed on environmental awareness, working through the NGOs, schools and broad media campaigns.

An active participant in donor coordinating committees for the environment and watershed management, the Mission will continue to work closely with the donor community to maximize resources. Currently, donors are jointly discussing strategies and common policy issues.

Tactics for Achieving Sustainability

The sustainability of USAID activities will depend on the stakeholders assuming ownership of the program, increased income being generated by environmental NGOs and communities, and economic policy reforms being implemented by the GOJ. Economic policies that encourage appropriate valuation of economic resources and the collection/retention of user fees from resource users are particularly important. Within this policy framework, NGOs will be encouraged to develop environmentally sustainable commercial enterprises that allow them to recover operating expenses and reduce their dependency on the donor community. The environmental strategy, therefore, emphasizes broad stakeholder participation and the facilitation of economic policy reforms and the provision of business opportunities.

It is illegal for parks and protected areas to charge user fees in Jamaica. User fees could provide up to 20% of the operating cost for protected areas. This is a big loss for the park management entities.

The SO2 team has established a broad-based Inter-Agency Steering Committee which includes relevant government agencies to make important decisions about program implementation. It is responsible for the review of annual work plans and budgets, and semi-annual reports from the technical assistance contractor. The GOJ has assigned a counterpart to our program to ensure close collaboration and provide institutional memory within the government.

In addition to the government, the private sector and NGOs will continue to be involved in program development, activity design, implementation of activities and program monitoring and evaluation. Much is being done to strengthen the capacity of local community groups, NGOs and government to manage environmental activities, including training in management and administration, as well as the technical areas related to environmental management.

The Mission's environmental education program is built around the local communities and involves the schools. This ensures that environmental awareness is inculcated in the very young and that local communities are cognizant of the benefits of improved environmental management. The SO2 program will engage local community groups and the private sector in the implementation of field activities.

Donor collaboration again is another important element of achieving sustainability. It facilitates the development of a common agenda among the donors and long-term planning.

Judging Achievement

The following indicators are proposed for the strategic objective. Baseline data are currently being collected to determine the targets.

- Percentage of land under sustainable management
- Nutrient levels in land-based pollution sources (rivers, gullies, drains)
- Percentage of samples within EPA limit for faecal coliform in target sites increasing by 10% each year

PERFORMANCE MEASUREMENT PLAN FOR SO 2

PERFORMANCE INDICATOR	INDICATOR DEFINITION AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/ APPROACH OF DATA COLLECTION	DATA ACQUISITION BY MISSION		DATA REGULARLY AVAILABLE AT MISSION?	ANALYSIS & REPORTING	
				SCHEDULE/ FREQUENCY	RESPONSIBLE OFFICE		SCHEDULE BY REPORT	RESPONSIBLE OFFICE
STRATEGIC OBJECTIVE 2 0 Improved quality of key natural resources in selected areas that are both environmentally and economically significant								
1 Rate of forest conversion to other land use	Definition Vegetation density and wildlife habitats increasing, decreasing or stabilized Vegetation and habitat may include on farm and off farm resources Unit of measurement Percent change in target area	NRCA	a Aerial photography b Farmer surveys	Annual	H Batson	Yes	Annual	NRCA
2 Nutrient levels in land based pollution sources (rivers, gullies, drains)	Definition Selected nutrients from sewage (e g , phosphate, nitrogen) Unit of measurement Percent change	NWC	Standard water sampling techniques already used by the National Water Commission	Semi-Annual	H Batson	Yes	Semi Annual	NRCA
3 % samples within EPA limit for faecal coliform in target sites	Definition Water quality for both human health and coral reef ecosystem maintenance Unit of measurement Percent change	NWC	Standard water sampling techniques already being used by the National Water Commission	Semi-Annual	H Batson	Yes	Semi-Annual	NWC

PERFORMANCE MEASUREMENT PLAN FOR SO 2

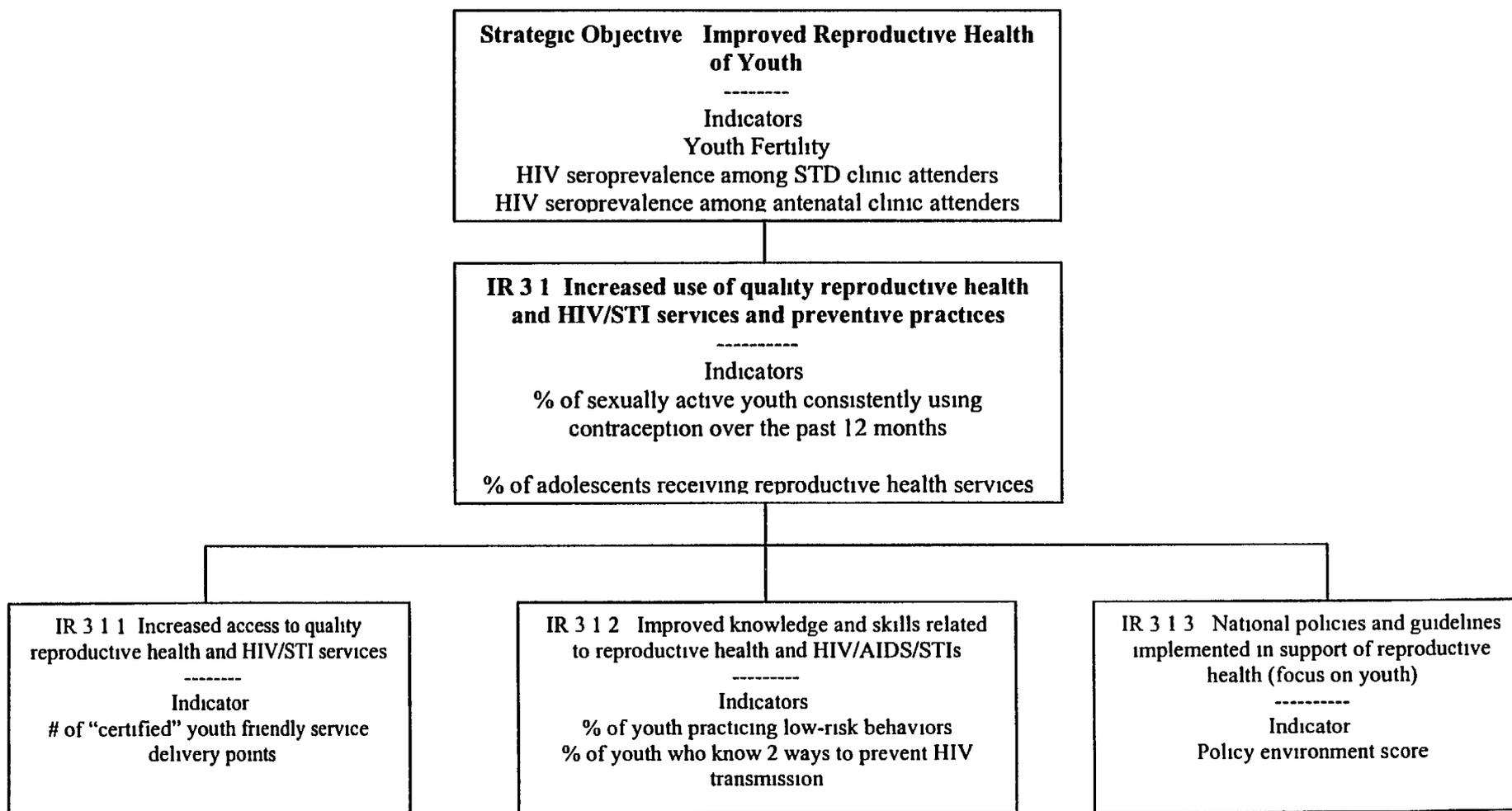
PERFORMANCE INDICATOR	INDICATOR DEFINITION AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/ APPROACH OF DATA COLLECTION	DATA ACQUISITION BY MISSION		DATA REGULARLY AVAILABLE AT MISSION?	ANALYSIS & REPORTING	
				SCHEDULE/ FREQUENCY	RESPONSIBLE OFFICE		SCHEDULE BY REPORT	RESPONSIBLE OFFICE
INTERMEDIATE RESULT 2 1 Increased adoption of environmentally sound practices								
1 % of improved practices adopted by target population	Definition Specific practices will be identified for each geographical location Unit Percent change	Contractor Quarterly Reports	Resource user survey Data will be gathered on either individuals or communities	Annual	H Batson	Yes	Annual	Contractor
2 Targeted hotels/businesses using environmental management systems	Definition Environmental management systems include the adoption of improved technologies tracking of income saved Unit Percent change	Contractor Quarterly Reports	Contractor conducts periodic environmental audits and assessments	Semi annual	H Batson	Yes	Semi annual	Contractor

PERFORMANCE MEASUREMENT PLAN FOR SO 2

PERFORMANCE INDICATOR	INDICATOR DEFINITION AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/ APPROACH OF DATA COLLECTION	DATA ACQUISITION BY MISSION		DATA REGULARLY AVAILABLE AT MISSION?	ANALYSIS & REPORTING	
				SCHEDULE/ FREQUENCY	RESPONSIBLE OFFICE		SCHEDULE BY REPORT	RESPONSIBLE OFFICE
INTERMEDIATE RESULT 2 2 Adoption of policies for improved environmental management								
1 Economic policy tools formally ratified by the GOJ	Definition Tax breaks, land tenure, income earning opportunities Unit Number	GOJ agencies	Facilitate and track GOJ agency legal process	Annual	H Batson	Yes	Annual	Contractor

PERFORMANCE INDICATOR	INDICATOR DEFINITION AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/ APPROACH OF DATA COLLECTION	DATA ACQUISITION BY MISSION		DATA REGULARLY AVAILABLE AT MISSION?	ANALYSIS & REPORTING	
				SCHEDULE/ FREQUENCY	RESPONSIBLE OFFICE		SCHEDULE BY REPORT	RESPONSIBLE OFFICE
INTERMEDIATE RESULT 2 3 Improved effectiveness of wastewater management								
1 Effluent samples from selected sewage treatment plants meeting NRCA effluent standards	Definition N/A Unit Percent	NWC Reports	Effluent samples collected by NWC and analyzed	Semi-annual	H Batson	Yes	Semi-annual	Contractor

STRATEGIC OBJECTIVE No. 3 RESULTS FRAMEWORK IMPROVED REPRODUCTIVE HEALTH OF YOUTH



HEALTH AND EDUCATION STRATEGY OVERVIEW

The social sector core beneficiaries are Jamaican youth 6 to 24 years of age. USAID/Jamaica selected this target group(s) after an in-depth assessment of the institutional and program deficiencies/weaknesses in the health and education sectors and the adverse effects on the youth. This assessment clearly showed that

- (1) youth are one of the most vulnerable populations to HIV/AIDS and other sexually transmitted diseases,
- (2) youth fertility rates are increasing, and
- (3) literacy and numeracy skills among the younger age groups (6 through 12 years) within the lower socio-economic strata is less than optimal

Numerous factors influence or have an impact on the health status and educational attainment of a population. These include the socio-economic status of individuals/families as well as the country's macro-economic situation, the capacity of the government to provide the requisite education and health services along with ensuring the quality, accessibility and equity of those services, cultural norms, existing policies and commitment to support enactment and monitoring of compliance with those policies, donor support, among others.

During the strategy period, USAID/Jamaica's key role will be to influence those factors which directly relate to improving/strengthening the Ministry of Health and Ministry of Education & Culture to increase access and equity to quality primary education and reproductive health services (focused on youth) and ensure that policies and guidelines are in place which will support the sustainability of program interventions. The strategy in the social sector is based on the premise that attacking problems using a preventive model will be the most cost-effective approach. Moreover, youth are at a stage of (human) development when individuals are most malleable to learning and behavior modification which, in turn, will have the greatest potential for long-term impact.

SO3 IMPROVED REPRODUCTIVE HEALTH OF YOUTH

The Challenge An Overview of the Situation and Trends

Jamaica's health indicators are generally more favorable than those of other countries, at similar levels of income in Central America and the Caribbean. Life expectancy at birth is 72 years for males and 76 for females, infant mortality is relatively low at 24/1,000 live births with approximately 69% of those deaths occurring during the neonatal period. Jamaica is well along in the epidemiological transition reflecting both an aging population due to declining fertility and mortality and changes in risks attributable to urbanization, industrialization and lifestyle. Non-communicable diseases, such as heart disease and cancer account for approximately 60% of the total disease burden as measured by disability adjusted life years (DALYS). Injuries (including traffic accidents and homicides) and communicable diseases make up the remaining percentages (25% and 15%, respectively). Given this health profile, USAID/Jamaica's program during the past 20 years has focused mainly on family planning, HIV/AIDS and health reform.

Reproductive Health

The definition of reproductive health used in Jamaica's 1995-2015 *National Plan of Action on Population and Development (National Plan of Action)* is "A state of complete physical, mental and social well-being not merely the absence of disease or infirmity in all matters relating to the reproductive health system, its functions and process." This definition implies a complex program with a multi-sectoral approach. However, in practice, the MOH interventions and programs continue to focus on family planning and HIV/AIDS/STIs. Reasons for these program limitations may be that the MOH has not formally developed an overall strategy/program to address reproductive health, and that the MOH has a very limited budget (approximately 8% of overall GOJ budget).

A recent (1997) Reproductive Health Survey (RHS) highlights the progress Jamaica, with USAID assistance, has had in developing and implementing a successful family planning program (ended July 1999). As a result of the program, contraceptive prevalence steadily increased to 65% in 1997 and total fertility rates (TFR) decreased from a high of 6.7 (1970), to 2.9 in 1989, to the current 2.8 births per 1000. Another major accomplishment is that since 1997, the MOH has assumed complete responsibility for contraceptive procurement.

The general decline in the fertility rate is more or less mirrored in the age-specific rates for most age groups, except among the 15-24 year olds. Specifically, the fertility rate for women 15-19 was higher in 1997 than it was in 1989 (112 and 102 births respectively) and now one in ten teenagers give birth each year. It is also significant that the proportion of births to mothers under 20 years of age has remained at about 25-30% of all births since the 1970's. The proportion of births that adolescent mothers reported as planned declined from 16% to 13% (1989 and 1997, respectively). Eight out of 10 pregnancies were mistimed. Fifty-nine percent of the women aged 15-19 is currently using a family planning method - condoms are the method of choice, followed by the pill. Between 1993 and 1997, there was an increase in the proportion of female adolescents (15-19 years) reporting contraceptive use at first intercourse.

According to the RHS, age at first intercourse has not changed significantly over the past 10-15 years. The national mean is still reported at 16 years for females and 14 years for males even though

reports from community-based workers suggest that these ages can be as low as 8-9 years in some areas. Although levels of reproductive health knowledge appear to be relatively high, there is an evident gap between knowledge and practice. The reasons behind this gap and for the increase in the birth rate amongst adolescents are poorly understood even though the MOH has carried out knowledge, attitudes, practices and behavior surveys (KAPB) every two years for the past ten years.

The HIV/AIDS Threat

For the past ten years, USAID/Jamaica also assisted the Ministry of Health in addressing the problem of HIV/AIDS and other sexually transmitted diseases through the AIDS/STD Prevention and Control Program. HIV in Jamaica is primarily heterosexually-transmitted with young men and women between the ages of 20 and 39 accounting for approximately 59% of all AIDS cases. The epidemic is still in the "concentrated stage" where HIV prevalence is high (World Health Organization defines as 0.5-2.0%) in high-risk groups. Among commercial sex workers in Jamaica, seroprevalence is as high as 24%. The LAC/RSD/PHN office ranked Jamaica (among USAID presence countries) fifth as far as severity of the problem – after Haiti, Guyana, Dominican Republic and Honduras. By September 1998 there were approximately 3,000 reported AIDS cases most of which come from urban areas and major tourist centers. The number of reported pediatric AIDS cases continues to rise with the number of new cases being more than double the rate of new cases in earlier years. The MOH sentinel surveillance system (HIV) for both high-risk and low-risk populations will continue to be supported by the USAID/MOH AIDS/STD Prevention and Control Program until September, 2001 (end of project).

Other sexually transmitted infections (STIs) such as gonorrhoea and chlamydia are also on the increase with the 20- to 24-year-olds having the highest incidence followed by the 15- to 19-year-olds. Inconsistent condom use and low usage at first sexual encounter (50%) have been cited as reasons for the higher rates among these age groups. However, there has been significant success in decreasing the incidence of infectious syphilis, due in part to the very effective treatment and proactive contact investigation carried out under the USAID/MOH program.

Health Reform

After almost 15 years of assistance in the area of health management and health sector reform, USAID/Jamaica's Health Sector Initiative Project (HSIP) came to an end in September 1998. The MOH finally made the decision to implement decentralization through policy initiatives such as

- a) Management structure and systems,
- b) Improved hospital management,
- c) restructuring and re-organization of the Head Office (MOH),
- d) restructuring of field activity and
- e) the budget. In October 1997, four Regional Health Authorities were established and were given the authority and autonomy to deliver services, which will be more responsive to local needs.

The Government of Jamaica (GOJ) is also pushing the reform agenda forward as a result of mounting financial pressures and the inability to provide sufficient resources to the health sector. A recent external assessment (December, 1998) was commissioned by the GOJ and carried out on three of the largest Ministries (Health, Education and National Security and Justice) with the view to "improve significantly the value for money delivered by the public service"¹. The Inter-American Development Bank (IDB) recently began implementation of a long-term Health Sector Reform Program which will

¹ KPMG Strategic Performance Review December 1998

assist the GOJ in defining a financing strategy, including a National Health Insurance Plan, promoting the process of decentralization, and improving human resource management. However, according to the IDB and the MOH, activity and resource gaps continue to exist and will prove to be an impediment to achieving efficiency and effectiveness in the health sector. It will be critical for the MOH to clearly define and address these gaps. Although USAID/Jamaica no longer supports a separate "health reform program", it is envisioned that the reproductive health and the HIV/STI programs will continue to assist efforts in strengthening the decentralization process. This support will be provided through training and technical assistance to the regional and parish level managers and service delivery personnel as well as supporting activities for policy reform related to service delivery (e.g. support a study which looks at the ability to pay for family planning services)

Strategic Objective and Intermediate Results

Poor, unemployed youth are prone to high-risk behaviors, such as drug abuse, leading to pregnancy and high levels of STIs and HIV, and given the institutional weaknesses in the healthcare system, USAID/Jamaica refocused its program on an improvement in the reproductive health of youth with a multisectoral approach. Building on the previous successful family planning, HIV/STI, and health reform programs, the strategic decision was made to improve the reproductive health of youth primarily through the health sector while strengthening the linkages already established with the education sector. As a first step in aligning this program within the health sector, USAID/J (R4 1998) separated the combined health and education Strategic Objective of "Young Jamaicans better equipped for the 21st century"

The Strategic Objective for health is now "**Improved Reproductive Health of Youth**". Two activities will support achievement of SO3: (1) a newly designed Strategic Objective Agreement (SOAg) signed September 1998, focused on reproductive health of youth (implementation projected to begin in August 1999), and (2) an ongoing AIDS/STD Prevention and Control program slated to end September, 2001. To a varying extent, both programs will assist in achieving each of the four Intermediate Results (IRs). The complementarity of activities in the two programs will be required throughout the strategy period. USAID/J envisions implementing a smaller scale AIDS/STI program extending the AIDS/STI Prevention and Control Program an additional four years to September 2005. If approval is granted and resources are available, projected at approximately \$10 million/year, USAID/Jamaica anticipates the design of the follow-on program to begin next year. Likely areas which will need continued support include strengthening the decentralization of training capacity in clinical management and contact investigation for HIV/STIs, monitoring the trends of HIV prevalence and disease burden in general and targeted populations and promoting low-risk behaviors. Great strides have been made in each of these areas during the past three years. However, as decentralization becomes further entrenched, continued progress in addressing HIV/STIs will depend on regional and parish authorities' priorities and commitment to sustain program efforts. Therefore, follow-on activities will focus on strengthening regional capacity to implement HIV/STI programs.

IR 3.1 Increased Use of Quality Reproductive Health and HIV/STI Services and Preventive Practices – is most directly linked to the SO. Performance indicators at this level will measure the actual "use" of the various services and activities implemented under each of the lower level IRs. More specifically, use of services will depend on the accessibility to quality services, knowledge of when to use services or preventive practices, and policies and guidelines to support the sustainability of the programs.

IR 3 1 1 Increased Access to Quality Reproductive Health and HIV/STI Services – There are virtually no youth-friendly service delivery sites either in a formal clinic setting or more informal settings such as that provided by NGOs. The intention of activities under this IR is to create an environment where “youth needs” are taken into consideration such as times for services are convenient, sufficient privacy is provided and health care staff are sensitive to the youth and provide care in a respectful and knowledgeable manner.

These approaches will lead to

- (1) an increase in the availability and access to youth-friendly reproductive health services,
- (2) improved quality of these services based on accepted protocols and/or standards (e.g. provider performance and supervision),
- (3) strengthened MOH and NGO institutional capacity to design/implement RH services/programs, and
- (4) increased availability/acceptability of approaches to safe sex, including condom use.

IR 3 1 2 Improved Knowledge and Skills Related to Reproductive Health and HIV/AIDS/STIs – By supporting this result, USAID/Jamaica anticipates that appropriate/accurate knowledge of key health behaviors will continue to improve but more importantly, that the gap between knowledge and practice (use of services and practices) is decreased. It is expected that the approaches under this Result will assist youth in making rational, informed choices that impact on their reproductive health. This IR overlaps with several activities under IR 3 1 as it also relates to improved capacity of the MOH and NGOs (e.g. training health workers).

IR 3 1 3 National Policies and Guidelines Implemented in Support of Reproductive Health (Focus on Youth) – Policies and guidelines establish a basis or grounding for sustainability of a program. Although they can be revised, policies/guidelines imply permanence or at least a commitment to a program. They also provide the opportunity to strengthen analytical and program planning capabilities.

Illustrative Approaches

Illustrative approaches to achieve the above-mentioned IRs will include

A comprehensive package of technical assistance and training will be provided to the Ministry of Health and NGOs and medical and nursing schools to improve their clinical and interpersonal communication skills as well as upgrading facilities with a limited amount of medical equipment/supplies, develop educational/informational materials appropriate for youth, and strengthen medical and nursing school curricula in the area of adolescent health. Activities will be implemented through an Institutional Contractor (reproductive health SOAg), USAID/Global Bureau projects and the Epidemiology Unit of the MOH under the AIDS-STD program.

Technical assistance will also be provided to the Ministry of Health to assess existing policies and to develop a reproductive health policy which will guide program development and support for conferences/workshops to sensitize policymakers. Although the GOJ/MOH is the major provider

of health services, linkages with the Medical Association of Jamaica will be further developed in order to garner support for policy development/implementation as well as for advocacy efforts

Tactics for Achieving Sustainability

Health reform is the bulwark of ensuring sustainability of programs. Although “health reform” is not a major component of USAID/Jamaica’s program, we will maximize the potential for program sustainability through implementing “reform” activities in the area of decentralization by increasing equitable access to health services, improving the quality and efficiency of services, and strengthening the management capabilities from the central level down through the regional authorities and parish levels. We will also establish an Inter-Agency Steering Committee which includes not only the MOH (central and regional/parish levels) but also the Ministry of Education, the National Family Planning Board and other relevant government and non-governmental agencies. This broad stakeholder participation will more fully ensure a “buy-in” and commitment to program activities.

Specific activities which will enhance sustainability include

1 Human Resource Development/Institutional Strengthening

This implies a change in existing “systems” and therefore our partners will have to be committed to these changes and actively engage in implementing the activities. As a result, it is more likely that these activities will continue after USAID/J assistance ends.

- Revision/strengthening of existing curricula in medical and nursing schools (pre-service education) and in-service education programs to address reproductive health of youth
- The skills/capacity of relevant persons in the Ministry of Health will be strengthened in the area of program planning, supervision and monitoring

2 Improved services

Improvements in service to youth will be accomplished by strengthening existing MOH or NGO facilities by providing training to managers and health workers, commodities, and technical assistance. Improvements will be embedded in existing services and therefore will be sustainable through the MOH or NGO institutional structure. However, the importance of the GOJ/MOH’s effort in the area of health reform, cannot be overstated. Significant improvements in cost-containment/recovery and alternative sources of financing, need to be made for these services to be sustainable.

3 Policy strengthened/developed

The appropriate policies in place will have long-term implications for how the MOH addresses and finances reproductive health.

Judging Achievements

The following indicators are proposed for the strategic objective. Baseline data are currently being collected to determine the targets.

- HIV seroprevalence rate among STI clinic attenders (high-risk)
- Percentage of HIV seroprevalence rate among antenatal clinic attenders (low-risk)
- Youth Fertility – number of live births/1000 women age 10-14 and 15-19 years

PERFORMANCE MONITORING PLAN

Highlighted in the Performance Monitoring Plan which follows are the indicators that USAID/Jamaica will report to Washington on an annual basis and best reflect progress towards achievement of Strategic Objective No 3 Improved Reproductive Health of Youth. Several indicators both at the SO level and the IR level require data disaggregated by age groups (focus on the 10-14 and 15-19 year olds) and at present the MOH's health information system does not have the capacity to provide this information. To address this weakness, USAID/Jamaica has recently initiated an activity (under a USAID/Global activity) to strengthen the system. Furthermore, another Global Bureau activity is assisting the Mission with defining the specific parameters for the indicator on the policy environment score (IR3 1 3) which will be completed by August 1999. We anticipate that all other baseline data and targets will be available by September/October 1999.

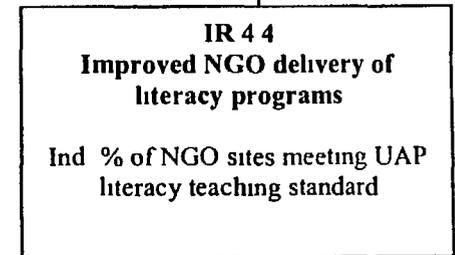
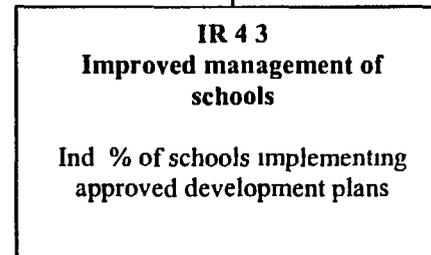
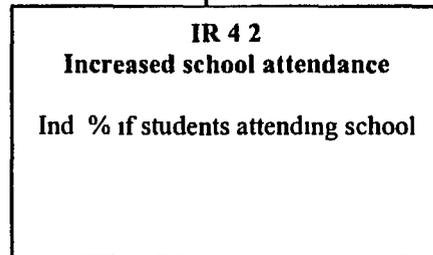
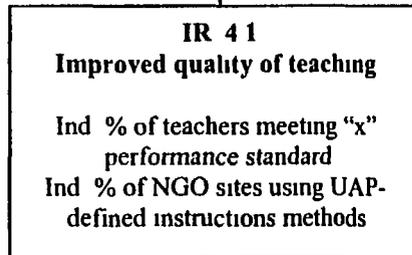
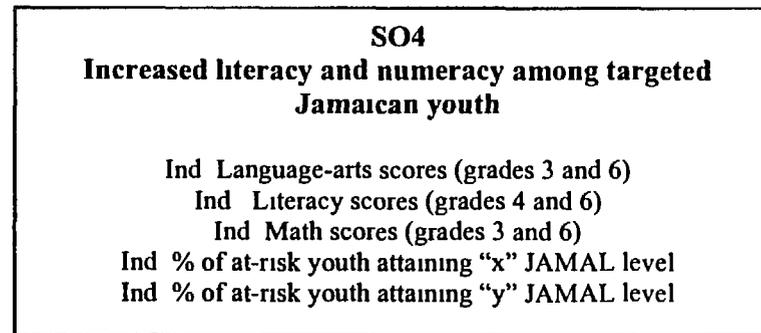
We fully anticipate that the new Reproductive Health Program as well as the ongoing HIV/STD Prevention and Control Program will assist the Ministry of Health to achieve their goal of a one percent or less increase in HIV seroprevalence among STI clinic attenders, and a three percent reduction in births among adolescents (15-19 years of age) by the end of the Strategic Objective period (2004).

PERFORMANCE MONITORING PLAN SO 3 and Related Intermediate Results

PERFORMANCE INDICATOR	INDICATOR DEFINITION AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/ APPROACH OF DATA COLLECTION OR CALCULATION	DATA ACQUISITION BY MISSION		ANALYSIS USE & REPORTING	
				SCHEDULE/ FREQUENCY	RESPONSIBLE PERSON(S) AND TEAM	SCHEDULE BY MANAGEME NT EVENT	RESPONSIBLE PERSON(S) AND TEAM
Strategic Objective 3 0 IMPROVED REPRODUCTIVE HEALTH OF YOUTH							
*1 HIV seroprevalence rate	Definition HIV sero-prevalence among STI clinic attendees (high-risk) (15-19) & (20-24) Unit per 1000	MOH Epi Unit	National Sentinel Surveillance	Bi-annual	ARH Project Officer	R4	Drs Ashley/ Braithwaite/Lewis-Bell
*2 HIV seroprevalence rate	Definition % HIV sero-prevalence among antenatal clinic attendees	MOH Epi Unit	National Sentinel Surveillance	Bi-Annual	ARH Project Officer	R4	Drs Ashley/ Braithwaite/Lewis-Bell
*3 Youth Fertility	Definition Reported # of live births (10-14, 15-19) Unit per 1,000	MOH Health Information System	Service Delivery Statistics Reports	Annual	ARH Project Officer	R4	Dr Deanna Ashley
IR 1 Increased use of quality reproductive health and HIV/STI services and preventive practices							
1 Adolescents receiving quality reproductive health services	Definition % of adolescents receiving reproductive health services Unit %	ARH program	Service Delivery Statistics Reports	Annual & Every four years	ARH Project Officer	R4	Institutional Contractor (ARH)
2 Adolescents contraceptive use	Definition % of sexually active youth consistently using contraception over the past 12 months	MOH & ARH Program	BSS & YARH Survey	Annual & Every four years	ARH Project Officer	R4	Dr Ashley/ Ms Byfield & Inst Contrac
IR 3 1 Increased access to quality reproductive health & HIV/STI services							

PERFORMANCE INDICATOR	INDICATOR DEFINITION AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/ APPROACH OF DATA COLLECTION OR CALCULATION	DATA ACQUISITION BY MISSION		ANALYSIS USE & REPORTING	
				SCHEDULE/ FREQUENCY	RESPONSIBLE PERSON(S) AND TEAM	SCHEDULE BY MANAGEMENT EVENT	RESPONSIBLE PERSON(S) AND TEAM
*1 Youth Services Delivery Points	Definition # of "certified" youth friendly service delivery points Unit #	ARH Program	Program Reports	Annual	ARH Project Officer	R4	Institutional Contractor (ARH)
IR 3 1 2 Improved knowledge & skills related to reproductive health & HIV/AIDS/STIs							
1 Youth knowledge and behavior	Definition % of youth practicing low-risk behavior 12 months with a single partner or 3 months consistent condom use (10-14, 15-19, 20-24) Unit %	MOH Epi Unit & ARH Program in Selected Parishes	BSS and ARH YARHS	Annual & Every four years	ARH Project Officer	R4	Dr Ashley/ Ms Byfield & Inst Cont (ARH)
2 Youth knowledge of HIV prevention	Definition % of youth who know two or more ways to prevent HIV transmission Unit %	MOH Epi Unit & ARH Program in Selected Parishes	BSS & ARH YARH Survey	Annual & Every four years	ARH Project Officer	R4	Dr Ashley/ Ms Byfield & Inst Cont (ARH)
IR 3 1 3 I National policies and guidelines implemented in support of reproductive health (focus on youth)							
*1 Policy Environment Score	Definition Policy Environment Score Unit #	MOH/NFPB & Inst Contractor	Questionnaire	Annual	ARH Project Officer	R4	Drs Figueroa/ Ashley/Mrs Chevannes & Inst Cont
COMMENTS/NOTES * These indicators will be reported to USAID/W annually See Attachment I							

STRATEGIC OBJECTIVE NO. 4 EDUCATION RESULTS FRAMEWORK



SO4. INCREASED LITERACY AND NUMERACY AMONG TARGETED JAMAICAN YOUTH

The Challenge An Overview of the Situation and Trends

Jamaica's education system continues to struggle from the effects of economic stagnation and macroeconomic imbalances of recent years. Growing public debt and fiscal deficits have contracted public spending on education. However, in spite of its relatively low GNP per capita of \$1,600 (lower-middle-income), Jamaica's education system compares favorably to other countries in Latin America and the Caribbean Region. The Government of Jamaica has been able to provide broad access to early childhood, primary, and junior secondary education – they achieved universal primary education and an increased secondary enrollment by the early 1980's.

Over the last ten years, public expenditure on education fluctuated between a low of 3.3% of the GDP in 1993 to 7% in 1998 (reached 16 percent in 1989). Recurrent expenditures account for about 90% of the total expenditures with capital expenditures the remaining ten percent. External financing accounts for about ten percent of a total public expenditure – i.e. roughly equivalent to all capital expenditures. Moreover, this percentage may in reality be higher because grant funds used for developing policy frameworks, studies, model projects and design work are not included in the external capital expenditures.² These expenditures are further divided by level of education: 38% for secondary and 29% for primary education.

The government of Jamaica, through the Ministry of Education and Culture (MOE&C), is the principal provider and a major source of funding for education. Education is free up to age 11 and is provided largely through the public system (791 primary and all-age schools), with private institutions providing only about 5% of primary school enrollment. Although education is "free" in the public sector, parents are still required to pay for some text books, pencils, paper, school uniforms, transportation and lunches. At the secondary level schools charge fees to defray the costs of books, supplies, utilities, sports, and laboratories, among other costs. Limited resources are set aside to assist those students unable to meet the fees.

The educational system is one of a decentralized authority with the MOE&C being responsible for policy and planning, curriculum development and materials production, staff development and monitoring of the overall system. There are six regional offices responsible for supervision of schools, support for teachers, and garnering community support and participation in schools. School boards are responsible for the management and operation of the schools.

Access to the education system is universal and is reflected in the present net enrollment rate of 78% in early childhood education, 98% in primary education, 85% in lower secondary education (12-15 years of age), 49% in upper secondary education (15-17 years of age), and 7.5% in tertiary education. There is a noticeable decline in enrollment after age 12 years and a more significant decline after age 15. However, despite this high enrollment in primary and lower secondary schools, attendance rates

² World Bank Report (draft) "A Study of Secondary Education in Jamaica: Improving Quality and Expanding Access" December 1998
pg. 44

are poor. Only about 70% of children attend the public primary and all age schools (grades 7 to 9) regularly. The children who are “dropping out” of school and whose daily attendance is poor are from the lowest consumption quintile³. As a consequence of an automatic promotion policy, children have been moving through the system without ever obtaining the requisite basic skills. This is reflected in perennial under achievement and low levels of literacy and numeracy (52% are illiterate and innumerate) at the end of six years of primary schooling.

The MOE&C recently initiated a new diagnostic test at grade 3 (one of the National Assessment Program tests) to help address the problem of automatic promotion. The Ministry intends to provide remedial education to students who perform poorly on this grade 3 test. This will be followed by a grade 4 literacy test to determine whether or not to hold back poor performers to improve their literacy proficiency.

At grade 6 children take the Grade Six Achievement Test (GSAT), a curriculum-based test, which sorts students for placement in one of the four secondary education tracks:

- (1) academic,
- (2) mixed academic and technical,
- (3) mixed academic and vocational, and
- (4) prevocational.

The quality of education, both in terms of teacher performance and curriculum, decreases from a high in track (1) to the lowest in track (4). For the most part, the best students tend to come from better-off families and are tracked into the academic or Secondary Highs, the urban poor attend the prevocational or “New Secondaries”, and the rural poor All-Age Schools with only grades 7 to 9. There are other tests at Grade 11 level which include the Secondary Schools Certificate exams – national certification tests, or the Caribbean Examination Council (CXC) Exams – regional tests for entry into the tertiary level.

The problems in the school system are further compounded by inadequate places in the schools (grades 7 and up) presently providing the higher quality education. Of the 56,000 primary grade 6 students who take the GSAT, there are places for only 14,000 in the Secondary Highs, although there are spaces for each of the other children in schools under the other inferior tracks. Other problems include the lack of resources to fund infrastructure improvements, low quality of instruction, lack of teaching materials and equipment and the large number of “untrained” teachers (i.e. teachers who complete secondary school but do not obtain a teacher training diploma and are working, for the most part in primary schools). By this definition, 20% of teachers in the 894 primary schools in the country are untrained, yet have the same responsibilities for teaching the curriculum as “trained” teachers. According to academic qualifications, the highest class of instructor is the trained teacher (the majority) who are graduates of the Teachers Colleges, followed by trained graduates who have a university degree and pedagogical training, then untrained graduates who have a university degree but no pedagogical training, and finally the “untrained” teachers. According to a World Bank report (1998), there has been a decline in the total numbers of trained teachers in primary and secondary education – the level in 1997 was down by 11% from 1991 – while pre-trained teachers increased by 28%. Furthermore, only 34% of the instructors in the Teachers Colleges have a Masters degree or higher.

³ Ibid pg 3

There is a generally voiced concern regarding the number, quality (reliability and validity) and usefulness of the myriad of tests which Jamaican students take during their educational “careers” The MOE&C has attempted to improve testing procedures/tests and to decrease the number In the past, this heavy tracking has been useful because it targets scarce public resources on the more promising students – a trade-off which is not uncommon in developing countries However, as always, it is usually the children from the poorest quintiles in society who have the least opportunities for quality education and therefore the perpetual cycle of poverty continues Furthermore, the multiple testing may no longer be an appropriate strategy in view of the changes in the global environment and demographic trends that call for different emphases and approaches to education

“Because countries now have to compete for foreign trade and investment on the basis of cost and quality of their goods and services, the skills and productivity of the workforce can change the trajectory of a country’s development. As the pace of technological change accelerates, upgrading the skills of the future workforce will require higher cognitive skills and more advanced levels of education and training”⁴

The MOE&C has embarked on a 15-year program of Reform of Secondary Education (ROSE) program, through which the MOE&C is addressing some of the inequities by implementing a common curriculum in all schools grade 7 to 9 and offering to those who have completed grade 9 the opportunity to continue on to grades 10 and 11 The first phase ended in 1998 with 121 out of 595 junior secondary schools adopting the ROSE curriculum. The second phase will expand the curriculum to the remaining 474 schools as well as beginning efforts to reform the upper secondary education program.

The donor/lender group is also working with the MOE&C on a proposal to implement a Sector Wide Approach to development assistance This approach is expected to significantly improve the effective use of resources in the education sector and entails the development by the MOE&C of a long-term plan prioritizing the needs in the sector It also requires commitment of donors/lenders, the public and private sector to provide sufficient resources to concentrate on the areas prioritized in the plan Apart from the donor/lender group, the Jamaican private sector also provides significant support to the education sector through special education tax including 3% of employees salary contributed by employers to the Human Employment And Resource Training (HEART/NTA) institutions training program and 2.5% of salary budgets for all private/public sector entities for education tax. They also provide a wide range of scholarships and reading materials for schools The Jamaica Daily Gleaner, for instance, following on a donor-funded activity, has been printing student reading and workbooks annually for all primary schools

The donor/lender group operates in a successful coordinated and cooperative sectoral framework that has resulted in achievements in the education sector through synergistic activities/programs There was a common understanding that innovations under the USAID/Jamaica-supported Primary Education Assistance Project (PEAP) II would be adapted to the activities under the IDB funded Primary Education Improvement Project (PEIP) II This was accomplished in many respects with the development of assessment procedures, the revision of the primary school curriculum, the development of modern assessment procedures and the training of Resource Teachers There is also close collaboration between the current USAID/Jamaica supported New Horizons for Primary

⁴ Ibid pg 2

Schools (NHA) activity and the Department for Foreign and International Development (DFID) funded activities, and a new activity being developed by the IDB. The DFID will concurrently implement a similar set of interventions to those under New Horizons in 100 primary schools to improve performance standards among both teachers and students. The IDB will provide teacher education, training of school management teams, implementing of primary school curriculum, and development and provision of teaching materials for schools not included in the NHA or DFID. This program will come on stream approximately two years after the start-up of NHA and will benefit from successful innovations from the NHA.

Strategic Objective and Intermediate Results

Based on an assessment of the primary education sector in 1997⁵ and an earlier report developed for the design of another project, USAID/Jamaica made the strategic decision to target the education sector program towards youth, and specifically children ages 6 to 14. The Mission decided on a mainly preventive approach to address some of the issues raised in the sections above and to focus on improving two core subjects – reading and math skills.

The new national 4 th grade literacy test was given in June of this year. Approximately 50% of the students were identified as illiterate.

Although the weaknesses in the educational system become more apparent in the secondary school level, the issues of poor performance and equity arise in the primary school setting. Taking this into account, USAID/Jamaica planned a five-year strategy using a two-pronged approach to improve numeracy and literacy. The major focus of the strategy is to use a school-based model implemented through the public sector and to a lesser extent, a remedial or curative approach through NGOs.

USAID/Jamaica's Strategic Objective is "Increased Numeracy and Literacy among Targeted Jamaican Youth." In order to achieve SO4, USAID/Jamaica is implementing two programs: the New Horizons for Primary Schools Activity (NHA, 1997-2004), and the Uplifting Adolescent Project (UAP, 1996 – 2000). Specifically, the NHA will assist children (ages 6-12) from lower socio-economic backgrounds in 72 primary schools, where performance scores are low, to improve their achievements in mathematics and reading. Twenty-eight thousand primary school students, 1900 teachers, 72 principals and 504 primary school board members and community representatives will benefit directly from the program.

The UAP provides technical assistance to strengthen the capacity of local NGOs to deliver a package of services to at-risk youth. Specifically, 11,000 youth (ages 10-14), who have dropped out or are at risk of dropping out of school because of poor performance are provided with remedial education which will help re-instate them in school. This project is slated to end in December 2000 and will impact on those children who are most at risk of entering into a life of crime and violence – there is a positive association between male youths' low educational attainment and crime. Given this connection, it will be important to continue a program that reaches these "at-risk" youth over the full strategic planning period.

IR 4.1 Improved Quality of Teaching – Thirty percent of the teachers in the selected target schools has received no formal teacher training. It is planned that eventually, through attrition,

⁵ Evans D. Miller E. Final Report: Assessment of Primary Education in Jamaica and options for USAID Investment, prepared for USAID/Jamaica, Kingston, 1997.

trained teachers will replace these teachers. According to the law, untrained teachers are only hired to fill immediate staff needs and can only stay in the system six years, during which time they should be trained. Other problems with the current situation include lack of child-centered instructional planning in a setting which requires remedial approaches, lack of knowledge and skills in innovative instructional strategies, failure of principals to assume the instructional leadership role, lack of resource materials, especially those amenable to the "real world," instructional approach that takes into account the indigenous situation, inadequacy of the current system to provide a "clinical supervision" that encourages growth rather than policing of the system, and inability of teachers to identify and refer students with special needs. The PEIP II investigation found that in a sample of 45 primary schools (1998) only 70% of teachers had teachers texts, 60% had insufficient curriculum guides, 85% had reading books for students, and only 10% had adequate libraries.

IR 4.2 Increased school attendance – As previously noted, school attendance is also a significant problem, particularly in the rural and peri-urban areas. Reasons cited for not coming to school include students' frustration at their inability to effectively participate in the instructional environment, poverty-stricken students' lack of money for lunches and uniform/shoes, and helping their parents with economic activities either in the field or in the market. Those who are absent are the poorest performers and need help the most. Improved attendance will require more innovative child/parent centered approaches to attract and retain them in school.

IR 4.3 Improved management of schools – Boards of Management play a critical role in the functioning of public schools in Jamaica by their power to hire, and fire teachers, discipline students, control the use of the school plant and manage the financial affairs of the school. These functions in public schools are highly decentralized. Boards are composed of a broad section of the community, hence are linked to essential resources for school development. Apart from the board chairman and schools principals, most board members are untrained and ignorant of their roles, rights, responsibilities and reporting relationships. They are therefore at a considerable disadvantage and often ineffective in discharging their leadership and responsibilities for the improvement of schools in their portfolio. The leadership of Parent Teachers Associations, Past Students Associations and other groups linked to the school also has little knowledge of the governance as carried by the Education Act and the Code of regulations. This lack of knowledge is often reflected in poor management of schools, irregular decision making and other problems that could have been avoided given training of school board and community members.

IR 4.4 Improved NGO delivery of literacy programs – 14 NGOs have been significantly strengthened through training and technical assistance provided by the Institutional Contractor under the UAP. These NGOs deliver innovative literacy programs, as well as other programs, to at-risk youth at 16 sites islandwide. A recent review of the program indicated the need for USAID support to continue beyond the PACD of the UAP. This is based on the fact that the companion preventive measures being applied under the NHA are not expected to be felt until approximately three years after the UAP is slated to end.

Illustrative Approaches

Technical assistance will be provided through the NHA Institutional Contractor to train teachers in innovative, modern methods of delivering instruction including cooperative learning strategies, improved assessment standards and integrating teaching materials/technology in the learning environment. Training will be focused on the application of the new primary school curriculum that was developed under prior joint initiatives by USAID and the IDB. Teachers will be provided with participant training/observational tours to the U.S. to gain international experiences that are adaptable to their local situation. Limited amounts of teaching materials and equipment will be provided.

The contractor will also work with the schools, teachers and parents to develop incentive programs for students and teachers (e.g. recognition of "good" work). Creative approaches to bring in parents and community leaders into school activities will be implemented. The Institutional Contractor will also initiate school feeding (breakfast) programs. A proactive approach will be used to identify and refer special cases (e.g. children with hearing or visual problems) so that they have the necessary aids to return to school.

The National Council on Education, supported by the Institutional Contractor, will provide training for school board chairmen and members, principals and other administrators in effective methods of management. Improved management of schools will occur by the transfer of international experiences through observational tours of Jamaican schools and the greater involvement of parents and representatives of both the private and public sectors in the activities of the primary schools.

Tactics for Achieving Sustainability

Sustainability of program efforts will be achieved through strengthening the capacity of local institutions, both public and private as well as including stakeholders (broad-based) as members of the Project Implementation Unit (PIU). The MOE&C has also assigned human resource counterparts to the long-term staff of the Institutional Contractor as specialists in reading and mathematics. The staff members will be retained by the MOE&C in the post-activity phase to assist with sustaining the achievements, as was the case under the prior PEAP II where the MOE&C continued to train Resource Teachers after USAID funding ceased, and achieved a reasonable increase in the number of Resource Teachers in the schools.

Additionally, technical assistance is being provided to specific departments of the MOE&C while they implement certain elements of the activity which assists with building capacity to more fully ensure sustainability. Under the NHA for instance, the Professional Development Unit (PDU) of the MOE&C will train Resource Teachers in mathematics and reading for the 72 project schools. They will continue to do this for all schools in the post activity phase, applying knowledge and skills acquired. Similarly, the National Council on Education (NCE) that now has responsibility for the training of school boards will be provided with technical assistance to develop and implement such a program.

Technical Assistance will also be provided to the Tertiary Unit of the MOE&C to revise the primary school curriculum in Teachers Training Colleges. Apart from the sustained use of this revised curriculum, the individuals trained as curriculum writers and implementers of the new curriculum will remain in the education system to provide technical support as needed for the application and further development of the curriculum.

Another strategy is to include the Territorial and Regional Education Officers in the workshops and training events under the project and reinforce their roles as the technical support arm of the teachers. This will help to ensure that new teaching methods introduced under the project are monitored for continuity in the post-activity phase.

Under the UAP, a Policy Analyst is supported for one year at the Youth Unit of the Ministry of Local Government, Youth and Community Development (MLGY&D) with an agreement that that position will be incorporated into and retained as part of the normal organizational structure of the Youth Unit. This arrangement will also ensure that a continued link between the Youth Unit and the NGOs that have been strengthened under the program and that services will continue to be provided by the NGOs.

The continued difficulties of the economic situation indicate that further funding support will be required to strengthen the NGOs, and the Mission has therefore decided to conduct an external evaluation of the UAP program in late 1999 preparatory to designing a follow-on activity. It is projected that additional basic education funding of \$1.0 million per year over the strategic framework period will be required to implement the follow-on activity in support of this very vulnerable group of youngsters.

Judging Achievements

The following indicators are proposed for the strategic objective. Baseline data is currently being collected to determine the targets.

- Language-arts scores (grades 3 and 6)
- Literacy scores (grades 4 and 6)
- Math scores grades (grades 3 and 6)
- Percentage of at-risk youth attaining “x” JAMAL level
- Percentage of at-risk youth attaining “y” JAMAL level

PERFORMANCE MONITORING PLAN

Highlighted in the Performance Monitoring Plan that follows are the indicators that USAID/Jamaica will report to Washington on an annual basis that best reflect progress towards achievement of Strategic Objective #4: Increased Literacy and Numeracy among targeted Jamaican Youth. Baseline data for the New Horizons activity are currently being collected through surveys by the institutional contractor and the National Assessment Program. We anticipate that all baseline data will be available by December 1999.

The New Horizons for Primary Schools Activity and the Uplifting Adolescents Project will assist the Ministry of Education and Culture increase the literacy scores in the targeted primary schools, by 2% per year starting in year 01 to approximately 10% through the Strategic Objective period (2004).

PERFORMANCE MONITORING PLAN FOR SO 4

Strategic Objective No 4 and Related Intermediate Results

PERFORMANCE INDICATOR	INDICATOR DEFINITION AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/ APPROACH OF DATA COLLECTION OR CALCULATION	DATA ACQUISITION BY MISSION		ANALYSIS USE & REPORTING	
				SCHEDULE/ FREQUENCY	RESPONSIBLE PERSON(S) AND TEAM	SCHEDULE BY MANAGEMENT EVENT	RESPONSIBLE PERSON(S) AND TEAM
Strategic Objective No 4 Increased literacy and numeracy among Jamaican youth in targeted primary schools							
1 Language arts scores grades 3 and 6	Definition Scores disaggregated by gender and rural/urban on standardized exam given to students in grades 3 and 6 Unit %	National Assessment Program	Schools will be chosen by NHP baseline data exists at NAP	Annual	Institutional/ Evaluation and Research Contractor	R4	Institutional/ Evaluation and Research Contractor
2 Literacy scores grades 4 and 6	Definition Scores, disaggregated by gender and rural/urban on standardized exam given to students in grades 3 and 6 Unit %	National Assessment Program	Schools will be chosen by NHP pilot exam to be tested	Annual	Evaluation and Research Contractor	R4	Institutional/ Evaluation and Research Contractor
3 Mathematics scores grades 3 and 6	Definition Scores disaggregated by gender and rural/urban on standardized exam given to students in grades 3 and 6 Unit %	Schools will be chosen by NHP baseline data exists at NAP	Schools will be chosen by NHP baseline data exists at NAP		Evaluation and Research Contractor	R4	Institutional/ Evaluation and Research Contractor
4 % of at risk youth attaining X JAMAL level	Definition Scores disaggregated by gender on standardized test applied to NGO sites Unit %	UAP*	At NGO sites	Annual	Development Assoc Contractor	R4	Development Associates Contractor
5 % of at risk youth Attaining Y JAMAL level	Definition Scores disaggregated by gender on standardised test applied to NGO sites Unit %	UAP	At NGO sites	Annual	Development Assoc Contractor	R4	Development Associates Contractor
IR 4.1 Improved quality of teaching ** Ind % of teachers meeting X' performance standard	Definition NGO sites using UAP defined instruction methods Unit %	NHA	Project Schools	Annual	Juarez & Associates	R4	Juarez & Associates
Ind % of NGO sites using UAP defined instruction methods	Unit %	UAP	At NGO sites	Annual	Development Assocs Contractor	R4	Development Associates Contractor

PERFORMANCE MONITORING PLAN FOR SO 4

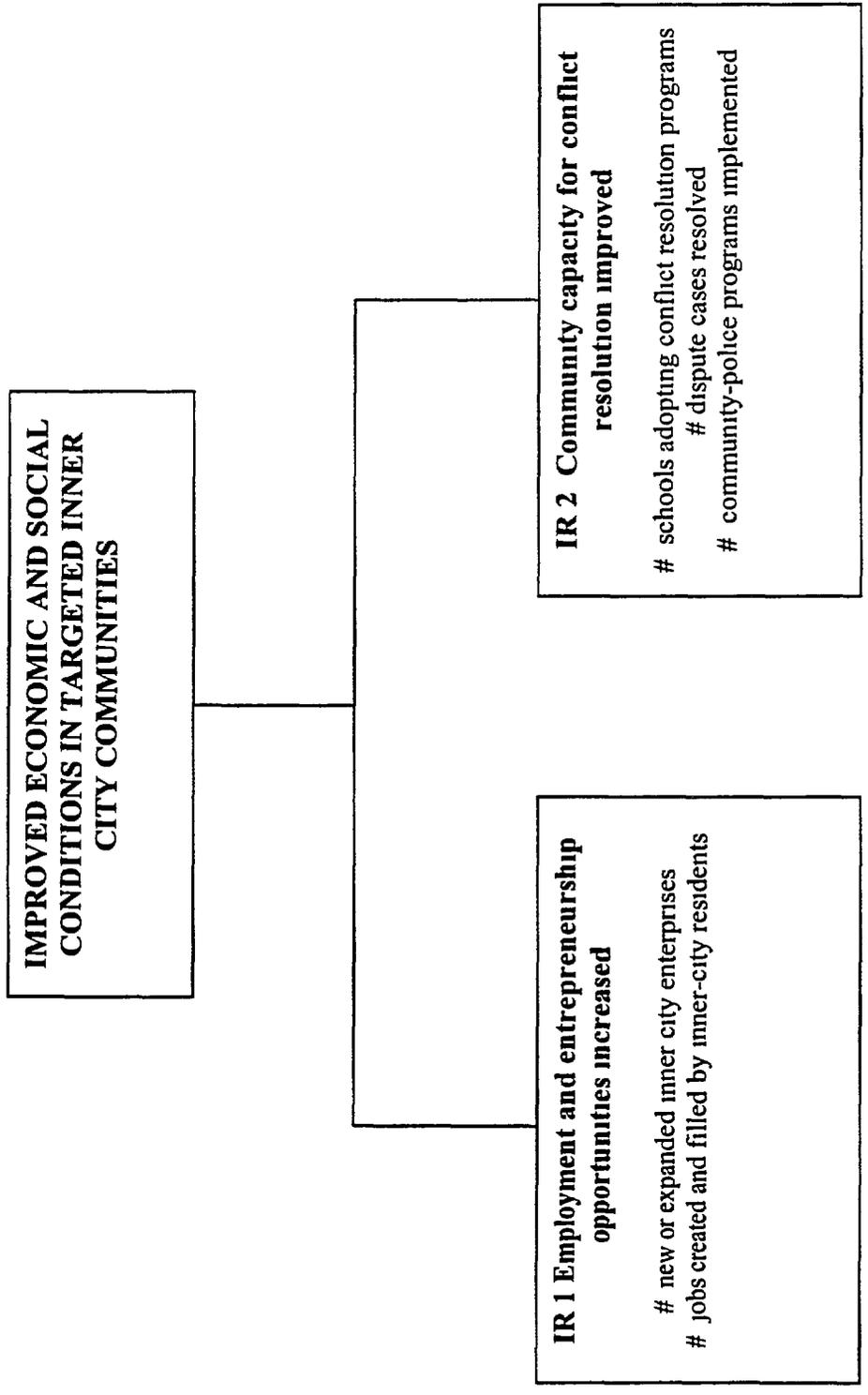
Strategic Objective No 4 and Related Intermediate Results

PERFORMANCE INDICATOR	INDICATOR DEFINITION AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/ APPROACH OF DATA COLLECTION OR CALCULATION	DATA ACQUISITION BY MISSION		ANALYSIS USE & REPORTING	
				SCHEDULE/ FREQUENCY	RESPONSIBLE PERSON(S) AND TEAM	SCHEDULE BY MANAGEMENT EVENT	RESPONSIBLE PERSON(S) AND TEAM
IR 4 1 Improved quality of teaching Ind % of teachers meeting X performance standard	Definition NGO sites using UAP defined instruction methods Unit %	NHA	Project Schools	Annual	Juarez & Associates	R4	Juarez & Associates
Ind % of NGO sites using UAP-defined instruction methods	Unit %	UAP	At NGO sites		Development Assocs Contractor	R4	Development Associates Contractor
IR 4 2 Increased school attendance Ind % of students attending school	Definition students disaggregated by gender and rural/urban in targetted schools attending schools 5 days per week Unit %	NHP	Assessment/Survey	Annual	Institutional/Evaluation and Research Contractor	R4	Institutional/ Evaluation and Research Contractor
IR 4 3 Improved Management of Schools Ind % of schools implementing approved development plans	Definition Schools implementing approved development plans Unit %	NHP	Assessment/Survey	Annual	Development Assocs Contractor	R4	Development Associates Contractor
IR 4 4 Improved NGO delivery of literacy programs Ind % of NGO sites meeting UAP literacy teaching standard	Definition Schools implementing development Plan Unit %	UAP	Assessment/Survey	Annual	Development Associates Contractor	R4	Development Associates Contractor

** These results and indicators will be reported to AID\W annually See attachment 1 comments/notes

- (UAP) Uplifting Adolescent Project
- (NHP) New Horizons for Primary Schools

SPECIAL OBJECTIVE FRAMEWORK



SPECIAL OBJECTIVE· IMPROVED ECONOMIC AND SOCIAL CONDITIONS IN TARGETED INNER CITY COMMUNITIES

The Challenge An Overview of the Situation and Trends

Violent crime is one of the principal deterrents to growth and investment in the Jamaican economy. Furthermore, it directly reduces the quality of life for the citizens who must cope with a reduced sense of personal and proprietary security. With over 800 murders last year, Jamaica had the highest murder rate in the region and urban communities are particularly affected as more than 50% of violent crimes is concentrated in the Kingston/St. Andrew metropolitan area. The harsh conditions of poverty, including low income, a lack of economic opportunities, poor housing and community infrastructure, and inadequate access to quality education and health care lure the communities' youth toward crime. In fact, the geographic source of most of Kingston's violent crime is concentrated within 15 inner city neighborhoods, and is perpetrated mostly by either unemployed teenagers and school 'drop-outs' or 21- to 25-year-old youth, depending on the statistical source. The concentration of the problem gives hope for a solution based on an integrated approach within targeted communities.

Perpetuating the plight of depressed inner city communities is their tendency to be controlled by one of the two dominant political parties. As such, "garrison" communities have fostered inequality and thwarted economic growth through intimidation and violence, granting favors for political supporters and threatening anyone with opposing political views. This culture of intimidation has had impact not only on the integrity of the election process, but on the ability of citizens to perform basic activities. Those who are gainfully employed feel unsafe conducting their daily business or travelling at night to return home from work or school. Small businesses are particularly vulnerable because they are unable to pay for the security systems and infrastructure necessary to mitigate the threat of crime and are consequently forced to pay 'security money' to henchmen to maintain their operations. In addition, drug trafficking has become a major problem in these communities.

A further obstacle to the reduction of crime in Jamaica is the poor reputation and mistrust of the police as purveyors of the law. Corruption is widespread and police often alienate inner city residents. They are not trusted to carry out the law fairly, to offer security and protection to citizens. This causes a strained relationship between the police and inner city residents.

Special Objective and Intermediate Results/Illustrative Approaches

A recent study by the World Bank identifies growing income inequality as an important determinant of violent crime – poverty reduction is associated with declines in crime rates. The same study indicates that a strong police and judicial system, represented by the rate of policemen per inhabitant and the crime conviction rate, also lead to declines in violent crimes. Recent successes in American

cities have demonstrated that crime can be reduced through a combination of community policing, job creation and job placement

The Mission's Special Objective (SpO), Improved Economic and Social Conditions in Targeted Inner City Communities, directly addresses the need to improve income equality and the quality of life within Kingston's poverty-racked inner city. Improving interaction with the police within the communities and developing mechanisms for alternative dispute resolution will be important components of the program for achieving the objective. By reducing violent crime and improving the socioeconomic conditions of the inner city, this SpO will improve the business/investment environment of the area, thereby supporting the achievement of the Mission's SO1, "Improving the Business Environment and Developing the Small, Medium and Micro enterprise Sectors"

To accomplish this SpO, two intermediate results must be achieved (IR1) Increased employment and entrepreneurship opportunities, and (IR2) Improved community capacity for conflict resolution. Approaches for achieving these results are as follows:

IR 1 Increased Employment and Entrepreneurship Opportunities - To achieve this IR, the Mission will work with qualified NGOs (particularly those with successful track records of working in these volatile communities), the private sector and financial institutions to create partnerships that will

- (1) generate jobs,
- (2) provide technical skills training, job preparation and job placement, and
- (3) provide credit and business support services to micro enterprises

These approaches are targeted to

- (1) create and expand small and micro enterprises in the inner city;
- (2) increase the number of job opportunities for inner city residents,
- (3) improve the productive skills (technical and vocational) of inner city residents, and
- (4) develop a strong private sector commitment to the improvement of inner city communities

IR 2 Improved Community Capacity for Conflict Resolution - One of the reasons that individuals resort to violent acts is their inability to effectively resolve conflict in a peaceful manner. To improve community capacity to resolve conflict peacefully, activities under this SpO will build on and complement the work of ongoing civic education programs in conflict resolution. Ongoing programs include the successful Peace and Love in Schools (PALS) program which is implemented within primary and secondary schools (originally with USAID assistance) and the Dispute Resolution Foundation's program (also started with USAID support) which trains community mediators to facilitate dispute resolution. These programs provide mediation tools as an alternative to violence when conflicts and/or disagreements develop.

Again, working with qualified NGOs, CBOs, community youth groups and school faculties, conflict resolution tools will be taught in the schools as part of the participating schools' curricula. In addition, mechanisms will be developed to assist community residents to resolve conflicts by using alternative dispute resolution techniques. These techniques offer an alternative to litigation which can be an extremely lengthy and costly process. USAID will focus on assisting organizations with the capacity to provide guidance and assistance, lobby and conduct awareness and advocacy campaigns. This activity is intended to increase knowledge and decrease the number of cases reported.

To address the issue of strained relations between the police and these communities and to enhance their role in peaceful conflict resolution, the Mission will use the successful Gold Street Police Community Policing Program as a model for replication within other inner city communities. This USAID-supported activity had remarkable success in improving police-community relations, strengthening neighborhood spirit and reducing the incidence of crime and violence (domestic, sibling, parent-child conflict). As a result of this program, mutual trust was fostered and community-police issues were collaboratively explored and many resolved.

Another approach for achieving this SpO is expanding upon USAID's Lessons Without Borders (LWOB) initiative. The Mission will explore opportunities for twinning Kingston's inner city communities with similar communities in the US to share successful approaches to overcoming obstacles of inner city life. USAID/Jamaica will work with CBOs, including police stations, qualified NGOs, and inner city residents to develop focus groups to facilitate the exchange of information, issues and ideas, with the ultimate goal of improving relations and trust among community factions.

Community Participation Initiative

Kingston's inner city communities traditionally have been closed communities, difficult for "outsiders" to penetrate. Focus groups consulted in developing this strategy indicated that communities were often unaware of services/activities that were available to them. To ensure broad community participation in the activities to be supported under this SpO, the Mission will undertake a special community involvement and marketing initiative.

As part of the initiative, the program will be promoted and implemented through respected individuals/groups from within the targeted communities. Information, education and communication (IEC) interventions will be used to ensure awareness among community residents of the services/activities that they can access. Residents will have opportunities to receive public information, exchange ideas for solutions for the social and economic problems in the communities, and learn about the availability of programs to assist them.

Approaches will include disseminating educational materials on formal and informal programs, development of and access to an information network database containing programs and assistance being provided to the inner city communities, presentations by well-known professional and prominent figures (particularly by former inner city residents who have become successful athletes, musicians, politicians, etc.), and the use of drama and music to address crime and violence issues. These activities will be augmented by programs that will open discussion among young people and the community at large about the critical issues related, but not limited, to abuse and violence.

Tactics for Achieving Sustainability

The sustainability of this SpO is dependent on the active and long-term participation of private businesses, the non-governmental organizations (NGOs) and community-based organizations (CBOs) and, most importantly, the commitment of the inner city residents. The approach, therefore, must be demand-driven with broad-based stakeholder participation in activity design and implementation.

Judging Achievements

By its nature, this SpO is high risk. The first several months of implementation will involve bringing together the government officials, representatives of companies that carry out business in these communities as well as resident representatives to develop a detailed work plan. Once completed, USAID/Jamaica will be able to specifically define indicators and obtain baseline data to measure progress towards the results it expects to achieve.

RESOURCE REQUEST

Required Program Funds

To achieve the target results indicated in this Strategic Plan, the Mission will require \$3 0 million in ESF plus annual DA obligations of \$10 76 million in FY00, \$14 26 million in FY01 (per BBS request) and \$11 76 million in FY02-04. This budget would be distributed roughly as follows:

- SO1 Improving the Business Environment and Developing the Small, Medium and Micro Enterprise Sectors \$2 5 million (FY 00-04),
- SO2 Improved Quality of Natural Resources \$3 0 million (FY 00 and FY 02-04), \$4 0 million (FY 01)
- SO3 Improved Reproductive Health for Youth \$2 8 million (FY 00 and FY 02-04), \$3 8 million (FY 01)
- SO4 Increased Literacy and Numeracy among targeted Jamaican Youth \$2 5 million (FY00), \$4 0 million (FY 01) and \$3 5 million (FY 02-04)
- SpO Improved Economic and Social Conditions in Targeted Inner City Communities \$1 5 million ESF in FYs 00 and 01

This proposed allocation would fully fund each of the four SOs as well as permit follow-up to the Uplifting Adolescents Program, and to the AIDS/STD Program slated to end in CY 2000. It would also finance a policy component under the Basic Education Program.

Programming Options/Priorities

The levels of priority the Mission attaches to its SOs and IRs are based on an analysis of several important factors. These include US foreign policy interests in Jamaica, Agency and Bureau priorities, USAID's strengths and comparative advantages, development needs and opportunities, commitment and capability of partners, planned activities by other donors and NGOs, and staff and budget resources.

Highest Priority Poverty Alleviation The Mission's highest priorities are activities that directly contribute to poverty alleviation. These activities include SMME development, basic education, community-based youth support programs, and its adolescent reproductive health program. In the case of adolescent reproductive health, USAID is the major donor.

High Priority Environmental programs Given the importance of tourism and agriculture to Jamaica's economy, protecting its fragile natural resource base is a very high priority. USAID has played a leadership role in this field – both in relation to the GOJ and by serving in two donor working groups.

Workforce Requirements

As indicated in this year's R4, the Mission reviewed its workforce and OE resource requirements and submitted the revised requirements in a memorandum dated 8/23/99 to LAC/AA. In global terms, the workforce requirements are as follows

USDH Positions	9
US, TCN and FSN PSC Contracts - OE Funded	46
US, TCN and FSN PSC Contracts - Program Funded	22

During the period FY2000 to FY2004, the Mission expects the bilateral program will require this same number of positions

Note The number OE Funded Contracts included 20 Executive Office support positions that were formally covered under a Services Contract (CATC) The Mission has decided to terminate this contract at the end of FY1999 to save the significant administrative burden rate charged in the contract

PROGRAM LINK WITH AGENCY GOALS AND OBJECTIVES

