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USAID/JAMAICA

**HUMAN RESOURCE DEVELOPMENT
STRATEGY**

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EXECUTIVE SUMMARY

The Human Resource Development Strategy (HRDS) proposed in this report is designed to help maximize the impact of USAID/Jamaica social sector expenditures on the goals of diversifying and strengthening the productive sectors of Jamaica. This maximization of impact will be achieved by encouraging the human resource development activities in all sector accounts to focus on the creation and enhancement of the specific human capital skills and knowledge which are concomitant requirements for Jamaican aggregate economic development and for increased equity in the distribution of opportunities to participate in and benefit from a strengthened economic sector.

This HRDS is based on the development needs of Jamaica. While Jamaica has made significant progress in this decade toward achieving a market-based, export-driven economy, the structural reforms of the 1980's have not yet solved the continuing debt burden problems which constrain the government's budget options. In addition, the 1980's have seen continued inadequate delivery of and access to basic social services -- most critically in the areas of health and education. However, general identification with the reform process does appear to have been achieved as both the newly elected government and opposition party accept the need for general fiscal discipline and increased efficiency in resource utilization.

The USAID/Jamaica Country Development Strategy Statement (CDSS) cites three themes which are being pursued: (1) more effective development of human capital; (2) expansion of domestic and international markets; and (3) increased opportunities and broader participation. This HRDS stresses the means for accomplishing the human capital development theme, but also emphasizes how this can be achieved so as best to serve the USAID's four goals as well*.

For the foreseeable future, economic conditions in Jamaica require that human resource development expenditures be supported as investment, not consumption, activities. Also, the human resource investments should occur in those operations which promise the greatest gains in long-term real economic growth and greater distributive justice (through enhanced economic and, thus, social mobility). Expenditures which focus on short-term payoffs in terms of partisan political advantage, rewards to inefficient bureaucracies, or only cosmetic changes in social access should be avoided. Expending additional scarce donor, government, and private funds to promote increased participation in poor quality (irrelevant and/or inefficient) education and training does an immediate disservice by reducing the funding available for more beneficial activities and only postpones and exacerbates the inevitable social realization of inequitable treatment as graduates find they cannot achieve success in the labor market with the inadequate human capital skills the current education and training system provides.

* (1) short term economic stabilization, (2) basic structural reforms leading to rapid and sustained growth, (3) wider sharing of the benefits of growth, and (4) strengthening of democratic institutions.

This HRDS is designed to emphasize more than just education and training activities as human resource concerns. Rather, it explicitly considers investments in health, nutrition, population planning and housing as part of the overall Mission strategy to improve the quality and effectiveness of human resources in Jamaica. The investments in these social sectors have immediate relevance in terms of the Jamaican work force. Just as education and training investments are important for producing human resources, improvement in the other social sectors can help preserve and improve the human resource supply. Even productive sector investments, in such areas as agriculture or private sector development, must be considered because they help determine the demand for and utilization of the human resources.

The discussion presented here emphasizes formal and direct sources of human resource development because they are the most visible and costly. However, throughout the HRDS, a broad definition of the linkage between potential Mission activities and the relationship of the HRDS to the economy's needs is maintained.

The HRDS reviews the economic and bureaucratic environment within which education and training takes place in Jamaica. Due attention is given to social and cultural factors which facilitate or constrain the human resource development process. The HRDS also assesses the USAID/Jamaica options for this sector in the context of other significant donor participation in education and training activities.

The HRDS concludes by stating the specific HRD goals and strategies adopted by USAID/Jamaica, as well as the identification of areas of emphasis by USAID in investing scarce resources. Criteria to be used in selecting areas of emphasis include:

- (1) an emphasis on sustainability;
- (2) an emphasis on human capital utilization as well as human capital production;
- (3) a multi-sectoral orientation;
- (4) maximization of leveraging USAID funds through effects on government, private sector, and other donor expenditures;
and
- (5) development of an integrated, action-oriented strategy which will be adaptable to changes in Jamaica's political, economic, or social environment.

In summary, the HRDS for Jamaica endeavors to use a number of new initiatives in the social sectors to achieve AID's four main development goals of:

- (1) improving the policy environment for a stable and productive government structure;
- (2) enhancing Jamaican institutional capacities to accelerate growth potential;
- (3) generating, transferring, and applying new technology; and
- (4) stimulating private sector activities.

The discussion which follows clarifies how the HRDS, operating in the evolving Jamaican economic environment, will produce an HRD package of activities which will promote these four goals in an effective and synergistic manner.

A. Conditions and Constraints

1. The Macroeconomic Environment - The Jamaican economy has undergone an impressive recovery in the last three years. However, the economic costs of the policies pursued by government during prior years still represent a considerable burden for the government and citizens of Jamaica. The substantial structural adjustment reforms of recent years have reduced the overall public sector deficit from 15 percent of gross domestic product (GDP) in 1984/85 to 5.4 percent of GDP in 1987/88.

The GOJ tax reform program has reduced personal and corporate income tax rates as part of a larger effort to create new incentives for individual enterprise and private sector entrepreneurial investments. Concomitant reforms to those in tax structures have occurred in Jamaican capital markets including increased access to capital for a wide range of small-scale entrepreneurial enterprises. In addition, the economy has become more open with the foreign exchange rate more competitively determined and access to foreign exchange more competitive and equitable. Finally, significant reductions in trade restrictions have been achieved. Export encouragement has replaced import substitution as a central government strategy.

As a result of this program of reforms, and with favorable changes in international prices, the economy has made a strong recovery. Exports of non-traditional manufactured goods to the United States have increased over ten-fold since 1981; both inflation and unemployment, while still high, are increasingly under control, and GDP over the last two years has grown at a rate of five percent per year in real terms.

However, the aftermath of Hurricane Gilbert has been a damaging one for Jamaica. Material damage directly attributable to the hurricane is estimated at US\$1 billion to 1.5 billion. In addition, the disruption to the agriculture, manufacturing, and tourism sectors was severe even given the remarkable recovery achieved in six months. The immediate effect of the hurricane was to exaggerate what already was a serious liquidity problem for the government in terms of international obligations. USAID, along with other donors, has played a major role in assisting the Jamaican government to meet this liquidity problem while maintaining the successful momentum of the structural reform effort.

A major perceived cost of the structural reforms of the 1980's is the continued inadequate performance of the education and health sectors in Jamaica. In both instances, already serious problems of retaining qualified personnel have been aggravated by the wage constraints of the public sector and the increased demand and remuneration in the private sector and overseas. The solution to this problem cannot be simply to increase pay and thus worsen the deficit problem; increased expenditures will have to be financed by new

economic growth or by reallocations of government expenditures from other areas. Rather, a more complete reform of the incentives for recruitment and/or retention and utilization of personnel in health and education is required.

Policy analyses, reform of inappropriate practices, and implementation of greater private sector and community participation will all be required to improve the quality of services given the existing resource constraints. The long-term success of any economic stabilization measures can be achieved through four steps:

- (1) maintaining a basic and equitable provision of appropriate opportunities through education, training, and health institutions;
- (2) broadening the base of support through effective encouragement of community, private organizations;
- (3) individual financing (through contributions and user fees) and;
- (4) by assuring that human resource development is made more externally efficient (relevant to market demand). Only in this way will human resource development be an impetus for further economic advancement rather than a constraint upon it.

2. Labor Market Structures and Operations

The structure and operation of the Jamaican labor market has evolved in response to the incentives generated from three major sources: (1) the government, (2) the domestic private sector, and (3) international demand. The government effects have changed dramatically in recent years as public employment has been reduced and wage and compensation (including job security) premiums in the public sector have declined or been eliminated.

The result has been a dramatic cut back in the aggregate size of the public labor force (from 103,800 -- 13.2 percent of the employed labor force -- in 1985 to 94,900 -- 11.1 percent of the employed labor force -- in 1987). These recent declines are part of a longer term, secular decline resulting from the structural adjustment reforms. In addition, the composition of the public labor force has changed as well, shifting toward public sector workers who are younger and less experienced.

As the government incentives for public sector employment have declined (and this is seen most dramatically in the cases of teachers and medical personnel), the relative prosperity of the private sector has encouraged recruitment of new personnel in that sector. The biggest increases in labor demand have occurred in manufacturing (especially the export garment industry), non-traditional export agriculture (ornamental horticulture), hotel management and services, urban transport, and construction and utilities. An especially large increase in management services and in small scale

self-employment has been achieved in the last decade. While the private service sector may appear to be large relative to the total private sector, this is reflective of the tourist industry's "export" of personal services and of the fact that services employment has expanded to provide administrative support for the increase in manufacturing and distribution activities.

The third major determinant of labor force changes in Jamaica has been the adjustment in foreign demand for Jamaican products and workers. Tourism has made a major recovery from the depressed levels of the late 1970's and this is best evidenced by the large scale of private investment occurring in this industry. The export of foodstuffs has not increased in a substantial manner, but there have been improvements in the foreign market for Jamaican horticulture and for Jamaican produced garments.

A final foreign effect has been the liberalized immigration rules in Canada and the United States which have facilitated the emigration of Jamaican citizens to those countries. Because of the selective bias of these regulations toward skilled and more highly educated workers, the emigration phenomenon has had the effect of reducing the domestic availability of certain workers with specialized skills (even though the emigration often is credited with assisting in containing aggregate population and employment pressures). The effects of the whole emigration and returnee phenomenon are not clearly understood. Reality may be more complex than conventional wisdom suggests, however.

The demand for workers in the labor market is affected by either direct employer recruitment or through the use of labor brokers. However, the current structure of the Jamaican labor market does not provide either the supply or demand side of the market with adequate or timely information to promote efficient rationing of labor. This lack of information and poor articulation of incentives also constrains the ability of the education and training institutions (discussed in the next section of this report) to anticipate the emerging patterns of demand for their graduates.

The major public labor market regulatory agencies consist of the Ministry of Labour (MOL), the Ministry of Youth and Community Development (MYCD), the Ministry of Public Service (MPS), and the Ministry of Education (MOE). The MOL establishes regulations and ensures compliance with labor laws and regulations including:

- (1) minimum wages and working conditions;
- (2) protection of worker health and safety; and
- (3) issuance of work permits and supervision of overseas employment, operation of employment agencies, and provision of labor arbitration services.

The major labor market function of the MYCD is the operation of the national apprenticeship programme including establishment of standards and supervision of individual programs.

For public sector employment, the MPS promotes market regulation through the establishment and enforcement of a job classification scheme and a parallel salary scale for civil service employees. The role of the MOE is restricted to production of human resources. Substantial controversy exists concerning the ability of the MOE to assure the quality of graduates from the various forms and levels of the education and training system. Employers report a general decline in the quality of graduates over the last decade with a simultaneous widening in the dispersion of quality. The net effect of these changes is to place a greater burden on employers to identify and screen appropriate candidates for employment.

As would be expected, private sector regulation of employment is a more diffuse process. Among the major regulatory actors in terms of high level manpower are such professional organizations as the Institute of Chartered Accountants of Jamaica, the Bar Association, and the Life Underwriters Association of Jamaica; each of these, and similar organizations for other professions, regulate entry requirements and establish rules for continued membership (including ethical standards). In many cases, the regulations of these organizations are coordinated with those of the public Office of Service Commission which sets and enforces entry standards, effects job transfers, and is responsible for disciplinary actions for professional and technical staff in public service.

For unskilled and semi-skilled workers, labor unions, where they exist, help establish basic agreements covering wages, other benefits, working conditions, and employment guarantees (including seniority rights). Where unions do not exist or are ineffective, the employer's personnel policy governs these matters within the general controls exerted by market conditions and labor laws.

Labor brokers exist in both the public and private sector although their influence and effectiveness is greater in the latter. In addition to individual employers' personnel departments, the three main forms of labor brokerage are executive placement firms, public and private employment agencies, and human resource divisions of private consulting firms. The major labor market tasks performed are validation of credentials, skill, intelligence, and aptitude testing; and employment counseling. For skilled and less skilled workers both the MOL and OSC maintain job vacancy registers. However, individual ministries also engage in their own recruitment activities through their personnel departments.

The two most commonly cited failings of the Jamaican labor market are (1) the paucity of accurate and timely information on detailed supply and demand information and (2) the socio-economic bias which operates in favor of advantaged subgroups in seeking and acquiring employment. In fact, these two problems are directly related. A major advantage which accrues to higher socio-economic status job seekers (in addition to their probability of having acquired a better education) is their access to and ability to use labor market information.

In surveys on labor market information, respondents consistently identify "family and friends" over newspapers, employment brokers, and employer personnel offices as the critical source for such information. Jamaican analysts have long appreciated this effect for middle and high level manpower, but only in recent years has there been a recognition of the influence of family and friends on low skill employment and small entrepreneurial activities. A poorly educated worker with low technical skills will have enhanced employment opportunities if a relative or friend already is employed. Because of the dependence of employers on personal references (and their tendency to value references from current employees), an employment networking effect is created, especially in smaller private sector firms.

The role of information is critical in attempts to create a meritocratic basis for employment. Interestingly enough, meritocratic standards are more important for obtaining employment in the public sector, but appear to operate as more powerful standards for maintaining employment in the private sector (this is directly related to the different nature of employment guarantees between the two sectors after initial recruitment).

In summary, it would appear that the structure and operation of the Jamaican labor market, while not so inefficient as to be a major constraint on development, is failing to fulfill its responsibility to facilitate economic growth. Any strategy designed to promote human resource development must decide whether to accept the current labor market effects on worker utilization or to include labor market reform as an explicit part of the human resource development strategy. The latter appears to be the preferable alternative; without labor market reform, the education and training investments made in the social sectors will have a less certain positive effect on the joint goals of aggregate economic development and improved equity in opportunities for economic and social mobility.

3. Education and Training Institutions

a. Structures - The formal education system of Jamaica has both a public and private sector. The system begins with Basic schools (mainly private and community operated) and Infant schools (public) for three to five year olds. There are 11,419 total Basic and Infant schools with 104,538 students enrolled in the former and 10,387 in the latter. In addition, an estimated 7,239 students are enrolled in pre-primary programs in 45 primary and 30 All-Age (Grades 1 - 9) schools.

Primary schooling covers grades 1 to 6. There are 290 primary and 493 all-age schools with a total student population estimated at 340,000. In the private sector there are 81 preparatory primary schools with approximately 9,000 students.

Six major forms of secondary education exist. In descending order of perceived status they are:

- (1) Secondary high schools (Grades 7 - 11) - academic orientation, some vocational preparation (enrollment = 55,749);
- (2) Technical high schools (Grades 8 - 11) - technical/vocational emphasis with some academic courses (enrollment = 7,965);
- (3) New Secondary schools (Grades 7 - 11) - academic and vocational focus (enrollment = 94,593);
- (4) Comprehensive secondary schools (Grades 7 - 11) - equal balance of academic and technical emphasis in curriculum (enrollment = 7,976);
- (5) All-Age schools (Grades 7 - 9) - academic and vocational mix similar to New Secondary schools but with less rigorous requirements (enrollment = 70,000); and
- (6) Vocational/Agricultural schools (Grades 10 /11) vocational, agricultural or joint curriculum (enrollment = 600).

Beyond secondary education a range of tertiary institutions are available for the Jamaican student. Four community colleges with an enrollment of 2,113 exist. These institutions provide a two year, pre-University program with skill emphases oriented towards local community needs. There also are 8 general teachers' colleges with total enrollment of 2,695 offering pre-service training for early childhood, primary, and secondary education. G.C. Foster Sports College exists as a special teachers college (enrollment = 150) to prepare sports coaches and physical education teachers.

Among the other tertiary institutions are the College of Agriculture (204 students), the Cultural Training Centre (200 students receiving training in dance, music, drama, etc.), the College of Arts, Science and Technology (CAST - enrollment = 3,208), and the University of the West Indies (UWI - enrollment at Mona campus = 5,000). CAST offers primarily technical and management training with some teacher preparation courses while UWI is a fully accredited higher education institution with both undergraduate and graduate programs.

The tertiary institutions in the private sector with specialized training functions include the Jamaican Institute of Management and the Institute of Management and Production. The other special skills training institutions of greatest importance are the Human Employment and Resource Training (HEART) Trust, the Vocational Training Development Institute (VTDI), the Apprenticeship Board, and the University Council of Jamaica.

HEART was organized in 1982 to supervise programs of "training for employment" and to function as a National Training Board for the non-formal skills training sector. HEART operates both residential and non-residential programs in addition to serving as a funding conduit for basic skills development activities of the MYCD and the MOE. In 1987/88 HEART had 5,774 participants in its "school leavers" program, 490 in building skills training, and 641 in commercial skills development. Other smaller HEART programs include resort skills, sewn products and crafts, garment manufacturing skills, cosmetology, and training for self employment.

The VTDI has been developed as a training center for instructors in such trades as electricity, masonry, automechanics, and carpentry. It operates under the auspices of the MYCD and provides trainers for both formal and non-formal programs. The Apprenticeship Board was created in 1985 to monitor apprenticeship regulations. In 1984 there had been 336 apprentices in training in ten different fields with 87 new entrants to apprenticeship recorded. In recent years both numbers have declined as apprenticeship training has lost favor among new labor market entrants.

In 1987, legislation was approved to create the University Council of Jamaica (UCJ) to promote education and training at the tertiary level (UWI was specifically excluded from control of the Council). The UCJ was to focus on the fields of science, technology, and the arts. It is a regulatory rather than instructional organization and has the authority to approve courses and to award academic degrees, awards and distinctions. As a new and politically controversial organization, the UCJ has yet to play a major role; however, given the probable expansion of tertiary education in the next two decades, the UCJ has the potential to be a very influential part of Jamaica's overall education and training structure.

In summary, the overall organizational structure of the education and training system is reasonably designed with the possible exception of an unduly segmented secondary education level. A more unified lower secondary system (emphasizing the application of literacy and numeracy, as well as an introduction to vocational and technical skills) would better serve the needs of students who are preparing immediately for the job market or for out-of-school training and those students who are preparing for further formal schooling. Unification of the lower secondary system is being studied by the MOE and IBRD.

A second apparent weakness of the system is an excessive dependence on bureaucratic regulation rather than market discipline. However, the lack of accurate and timely information on costs and effects of the myriad education and training programs makes it difficult to imagine how either bureaucratic or individual decision making can operate effectively in this "market". If HRD activities are to be derived from employment needs rather than student aspirations, or the preferences of suppliers, there will be a need for both better information and a more rational pricing system in regard to education and training. If these two reforms are made, there will be a narrowing of the gap between private and social returns to education.

b. Access and Achievement - With approximately 98 percent of the primary school age cohort enrolled in schooling, Jamaica has achieved at least the quantitative standard for universal primary education. Unfortunately, the poor quality of primary schooling experienced by many students endangers even this accomplishment if parents become increasingly disenchanted with the education system. For many Jamaicans, the schooling of their children continues to impose significant opportunity costs in terms of foregone family production or income. Unless this sacrifice is offset by probable economic advancement through skills acquisition, parents will have a hard time justifying their sacrifice or that of their child.

At present, approximately 90% of those students who enter Grade 1 will attain Grade 6. However, a survey done in 1986 indicated that 37 percent of the sixth graders would be reading below their grade level (47 percent of males and 28 percent of females). The problem was most serious in rural schools and among students in All-Age schools; this likely is a reflection of both school quality and disadvantaged home and community environments.

The problem of poor performance in primary education appears related to the common issues of quality and availability of resources (especially of facilities, teachers, and instructional materials), but can also be linked directly to problems of low attendance among many enrollees. In 1980, the MOE found that 20 percent of urban students and 34 percent of rural students did not attend primary education on a regular basis. Stricter enforcement of the Compulsory Education Act led to a temporary increase in attendance rates, but these soon fell back to earlier levels. A 1986 study of attendance found that attendance in rural schools averaged between 41 and 70% Monday to Thursday and fell below 50% in most schools on Fridays.

Over 97% of grade six graduates go on to secondary education of some type. Students in All-Age schools continue on in their same institution without any prerequisite examination. Students in public and private primary education select or are assigned to secondary schools based upon their interests, examination results, and the available space in the various secondary institutions.

Detailed data on student progression, attrition, and repetition in secondary education are not adequate to allow any useful analysis. A major complaint reported in the secondary schools is, however, the need to expend an excessive amount of curricular time on remediation of material which should have been learned in earlier grades. This is an important phenomenon in that the internal efficiency of each successive level of the Jamaican educational system is reduced as the cumulative remediation problem increases.

Significant reduction in enrollment numbers does not occur until Grade 10 as the following data show:

<u>Grade</u>	<u>1987/88 Enrollment (000)</u>
7	54
8	54
9	51
10	35
11	31

With the termination of enrollment by most students in the All-Age schools and of those students who do most poorly on the Grade 9 Achievement Examination, aggregate enrollments fall by almost one-third between Grade 9 and Grade 10.

The next major reduction in attendance occurs between Grade 11 and the beginning of tertiary education. While secondary education represents 44 percent of the total formal student population in 1987/88, UWI enrollments equalled only 0.43 percent and other tertiary education only 1.46%. The large majority of secondary school leavers either enter directly into the labor market or engage in some form of pre-employment skill training.

A major weakness of the data system is the lack of information on both in-school achievement and post-school job search and employment success. The latter can best be achieved through tracer studies, but these are rarely done. An example of the potential value of tracer studies is the documentation by a tracer study of All-Age school graduates that the graduates, while trainable, had few if any skills which were immediately marketable in the labor system.

The paucity of data available for formal education is paralleled in training institutions. Although a recent (and rather critical) analysis has been done of the HEART programs, most training activities simply do not have either the motivation or the resources to document the effects of their training on the employment of their graduates.

Equity issues in access and achievement are also difficult to assess. However, available data do indicate significant regional and rural/urban inequities in school quality. Disadvantaged regions and more remote rural areas are likely to have less experienced teachers, more unqualified teachers, and greater problems in terms of facilities quality (including the availability of special use rooms) and access to textbooks and instructional support materials. All-Age schools - the least prestigious - are concentrated in these disadvantaged areas (the lack of other secondary schools in many of these areas often means the All-Age school is the only form of secondary education available).

In terms of gender equity, male/female enrollment is approximately equal at the primary level. At the secondary level in 1987/88 females outnumbered males by a ratio of 3:2. Generally female promotion rates are slightly higher and repetition rates lower than those for males. While girls may appear to perform less well on the Common Entrance Examination than boys, this is not so. Male pass levels are set lower for males than females in order to ensure that at least 40% of high school spaces go to the males.

On the same examination, private preparatory graduates earned 17.3 percent of the free secondary places even though they represented only 6.5 percent of all students taking the examination. This is an indirect indication of the socio-economic inequity which occurs in educational attainment and achievement in Jamaican schools. The advantage of higher socio-economic class is in a higher probability to attend private education and, if one attends public education, the higher probability to attend a superior school. These advantages are compounded with positive home and community influences to create an environment which permits education to reinforce existing social inequities.

Obviously, the immediate policy issue regarding access and achievement is the need for better information. This information, if it is to be generated, should allow for an examination of the effectiveness of programs and institutions in terms of achieving the specific cognitive, behavioral, and attitudinal skills stipulated by the curriculum. Second, it should permit an assessment of how these stipulated skills relate to later employment success. Finally, these two types of information can be combined with cost data to allow for an evaluation of internal and external efficiency of the major levels and forms of education and training.

Obviously, sound judgements of effectiveness must precede attempts to restructure institutions and systems and to remediate curricular weaknesses and improvements in data collection and assimilation must be concomitant with reform.

C. Cost and Financing - The expenditures of the MOE represent almost 15 percent of the Jamaican national budget. The MOE budget is primarily spent (85 percent) on salaries of teachers and administrators (including central MOE staff) with the remainder divided among teaching materials, supplies, school building maintenance, utilities, and miscellaneous costs (including travel). The division of the budget by level of the system for 1987/88 was as follows:

Early Childhood Education	- 1.6%
Primary and All Age	- 36.3
Secondary	- 40.7
Tertiary (except University)	- 7.5
University	- 12.5
Special Education	- 1.4

The unit expenditures (government expenditure per student in Jamaican dollars per year) vary as follows:

Early Childhood Education	- \$ 98
Primary and All Age	- \$ 575
Secondary	- \$ 1,170
Tertiary (except University)	- \$ 3,147
University	- \$ 17,203
Special Education	- \$ 3,999

The government expenditures for tertiary and higher education appear high given Jamaica's per capita income, the size of its national budget, and the level of expenditures for the lower stages of education.

In private education neither unit costs nor total expenditures are readily available. However, informal surveys report a wide range of costs among schools and higher levels of per student expenditure, especially at the tertiary level, than in public education. Since data do not exist on the amount of private supplements (by parents or the community) to public school expenditures, it is not possible to determine whether one form or the other - public or private - is less costly in terms of per student resource utilization.

The financing of pre-primary and primary education basically consists, for both private and public education, of a combination of government grant and private fund raising. The main difference in secondary and tertiary schooling is that school fund raising can consist of direct assessment of fees. The greatest need at the University is to assure that the expense of education per student in terms of public costs is translated into an equivalent quality and relevance of instruction.

Many institutions in both the private and public sector supplement their receipts by operating canteens or other market activities. Also, many rural schools are heavily dependent on community contributions of "goods-in-kind" rather than cash support.

A major cost and financing information gap exists in terms of the training agencies and organizations. However, this problem is general to the sector in that the weakest area of HRD management information is cost and financing data. Reform in the HRD sector will suffer until this information gap is remedied.

B. Proposed Strategy

1. National Human Resource Development Sector Status - The status of the human resource development sector in Jamaica can be summarized in terms of the following dimensions:

- (1) A stable to improving macro-economic environment exists, but the conditions which currently promote increased employment and constrained inflation are subject to rapid change. The economy is extremely vulnerable to external influences (especially to changes in the major North American economies), and is a "price-taker" in terms of its major export commodities.
- (2) The labor market's structures and operations and market incentives need to be improved if worker skill development and efficient job rationing is to take place.
- (3) Aggregate population problems are constrained by emigration patterns, but Jamaica faces a growing crisis as a greater percentage of each succeeding school-age cohort comes from low-income and culturally disadvantaged homes (based on currently available fertility data). The relatively stable age-cohort for primary education is an advantage in the short run but this is offset by the increased proportion of disadvantaged children in the cohort.
- (4) There is a growing realization that the government bureaucracies responsible for development and utilization of human resources are ineffective. The departure of skilled personnel has aggravated the inherent bureaucratic inefficiencies of these organizations. A major problem is the lack of mid-level management personnel and the relatively weak worker characteristics possessed by new entrants to public employment.
- (6) A favorable aspect of the HRD system is the existence of an increasingly diverse private sector. Even more encouraging is the evidence of community mobilization to improve and maintain local schools.
- (7) There is a strong need for better HRD support of the social and productive sectors. Better training for health and agriculture personnel is required as are larger numbers of skilled graduates in these sectors. Training in trade, manufacturing and service skills are needed as well, however, at the advanced skill level and especially in administration and management. The problem is not just to produce graduates in these areas, but also to retain the appropriate number of them in Jamaica once they are produced. Retention will depend upon differentials in wages or salaries and in general working conditions.
- (8) Major problems exist in education and training institutions in terms of inadequately trained personnel, a loss of experienced teachers, weakness in instructional supervision and school management, and in the quality of available facilities, equipment and materials.

(9) The curriculum for most programs appears appropriate and of acceptable quality. There is a need for additional curricular development in the vocational technical area. The availability of textbooks in primary and secondary education has improved dramatically in recent years due to joint Jamaican and donor efforts. School feeding programs are austere but, within constraints of budget, have had positive effects.

(10) For a nation of its size, the HRD training system probably is more diverse than can be justified by the labor market. There needs to be a greater dependence on on-the-job and employer provided training for many of the specialities which currently exist. While general secondary education programs should continue to focus on academic training to provide upward academic mobility, all should give greater attention to the world of work inasmuch as most of the secondary students will not go on to tertiary level programs, but will enter the labor force. Secondary Technical High Schools should improve their programs and develop closer working relations with the private sector and efforts should be made to demonstrate to students that technical high schools are acceptable alternatives to classical academic high school programs.

(11) The single most dramatic characteristic of HRD development in Jamaica is the lack of data or cost and performance information for the education and training institutions. This paucity of information restrains the consideration of policy alternatives and limits the ability to implement meaningful reforms in policy or practice.

2. National Policy Options - As in any other developed and developing nation, Jamaica faces one of three possible policy choices in terms of human resource development:

- (1) to make massive capital and recurrent cost expenditures on the present education and training system in an attempt to improve both participation and quality;
- (2) to maintain a relatively stable real expenditure level on the existing system and accept an inevitable decline in the quality of facilities and of personnel; or
- (3) to develop a long-term strategy toward human resource development which emphasizes (a) broadening the resource base for education and training, (b) the facilitation of greater internal effectiveness and (c) increasing the external relevance of education and training.

The first alternative is the most attractive politically, but involves great financial risk if it is affordable at all. Like many other countries, Jamaica simply does not have the available financial resources, and certainly not in the public sector, to finance such a program of expansion and enhancement. In addition, such an expansionary program would do nothing to correct the existing inefficiencies in the delivery of human resource development services or to improve the utilization of human resources in the economy once they are produced.

While the second alternative is more fiscally conservative (and has been an implicit part of past structural adjustment policies), its continuance would require unacceptable economic and social costs. To finance short-term fiscal needs from an acceptance of the existing inefficiencies and inequities of the education and training system is both bad policy and bad politics. A continuing expenditure of resources in the production of graduates who, once they complete their training, are not readily suited to the development needs of the nation is not an inevitable situation. To deal with this problem only by containing the amount of new expenditures wasted is a minimalist policy and does nothing to advance the long-term human resource development goals of the society.

The best choice must be to broaden the resource base for human resource development simultaneously with improving the efficiency with which resources are used in human resource development. The resource base can be broadened through greater community involvement in the basic levels of education and training and through a wider application of user (student and employers) fees at the higher levels.

However, additional financial support is not a sufficient condition to resolve the problems facing human resource development in Jamaica. Attempts to gain new resources must be concurrent with an examination of opportunities for increased efficiency in the use of resources in education and training programs. Without increased internal efficiency in such programs, the new resources obtained will have no significant effect on either of the goals of greater human capital output or of increased equity in access, retention, and achievement by disadvantaged populations.

These first two choices are rarely stated as the goal of a system, but are often the implicit choices which are made. In Jamaica, any reform must encompass both new resources and reform of the system. The third option details some of the aspects of the reform which should precede or be coordinated with any additional expenditure of resources.

If the third alternative is chosen, there will be a corollary set of opportunities for policy changes concerning the external efficiency of the education and training system, i.e., the ability of human resource programs to produce graduates who have knowledge and skills complementary to the requirements of the labor market. The appropriate view of external efficiency for the Jamaican economy is not a simple, cross-tabular, input-output model wherein one assumes fixed relationships between certain educational levels and training specializations and specific jobs. Rather, the Jamaican labor market is a dynamic process that rations skills to particular openings on the basis of monetary and non-monetary incentives. Jamaican graduates have shown themselves to be adaptable to changing labor market conditions; however, improved dissemination of information and a continuing effort to remove labor market rigidities would further advance this process.

Over the last decade, efficiency enhancement in the education/training sector has had a rhetorical, a conceptual, and a practical context. The rhetorical debate has been maintained between those who see human resource efficiency as the same mechanistic, self-equilibrating process which exists in competitive markets. This view is opposed by those individuals (including a

majority of educational professionals) who perceive "efficiency" as a code word for budget reductions and salary constraints. The conceptual level of the debate is centered on the appropriateness of the technological metaphor of efficiency when applied to an enterprise such as education which has uncertain linkages of inputs to processes, outputs, and outcomes, and where multiple outputs and outcomes exist in an environment of multiple clients. The conceptual debate is often dominated by esoteric issues and semantics and yet has great relevance to the third context of practical applications of efficiency criteria.

The practical debate begins with the premise developed earlier: efficiency improvements are mandatory in an environment of increasing demand and constrained fiscal capacity. The issue in the practical context becomes how to apply efficiency criteria to education and training activities given the conceptual limitations which exist. Increasingly, it is accepted that the efficiency concept exists in macroeducational exercises primarily as a goal or directional emphasis; in microeducational activities, however, efficiency concerns may be operationalized specifically in terms of benefit cost, cost-effectiveness, least-cost, or cost-utility analyses. Whether as a general goal or a specific standard of educational performance, efficiency measures exercise a necessary level of discipline over the frequent excesses of enthusiasm manifested by advocates of social sector expansion.

A major question is whether the emphasis on human resource efficiency does not exclude or unduly curtail a concern with equity and specifically with issues of social mobility. Obviously, at the margin of resource allocation, one could find that a higher marginal cost attaches to the education or training of a disadvantaged participant compared to an advantaged one. However, in an economy such as that of Jamaica, there is a large intra-marginal range where the proper perspective is to view efficiency as defined to incorporate equity and total graduate output considerations simultaneously. The needs of the Jamaican economy cannot be achieved without widening the base of human resource development to include more effective production and use of human capital from formerly disadvantaged populations. This is true at employee, self employed and entrepreneurial levels.

From another perspective, one of the major sources of waste in the Jamaican human resource sector is the large expenditure on programs which do not achieve even their stated purposes. In primary education, MOE reports suggest that the schools have failed to maintain traditional levels of either attendance or retention; in addition, the measured achievement of graduates has declined and the distribution of achievement has widened. This places an increasing burden on secondary education to remediate students at the expense of failing to impart a full range of secondary education instruction. This remediation effect ripples throughout the human resource development system.

Reports on HEART programs, community college training, the University of the West Indies, etc. commonly note the necessity of devoting an inordinate amount of time and resources to bring students up to entry level requirements. This trend is exacerbated in the teacher training field where the traditional problems of recruitment of quality students have been reinforced by the recent declines in real salaries and working conditions.

Only increased efficiency at the prerequisite levels of education and training can free the terminal levels to focus on labor market requirements rather than basic skill remediation.

To summarize, the emerging manpower needs for the Jamaican economy can be met only through a policy choice incorporating a broadening of the financing base and improvement in the internal and external efficiency of education and training expenditures. The next section details the premises for USAID/Jamaica's HRD activities to support this policy agenda.

3. USAID/Jamaica Human Resource Development Goals and Strategic Objectives

The major HRD goals for USAID/Jamaica are:

- (1) To help increase the achievement of internal performance standards in terms of desired cognitive, manual, attitudinal, and behavioral skills;
- (2) To assist in establishing internal human resource requirements which are more closely related to the requirements of the labor market;
- (3) To encourage enhanced social and economic mobility; and
- (4) To help promote the efficiency with which public and private resources are used in the production of human capital skills to support economic development.

The first goal, the improved achievement of internal performance standards in education and training institutions, will be accomplished by means of the following strategic objectives:

- (1) The recruitment and retention of more qualified teachers. This will require an analysis of the best combination of monetary and nonmonetary incentives to promote teacher recruitment and retention. Explicit attention should be given to the issues of perceived social status of teachers, wage structures, working conditions, and the possibilities for career advancement into supervisory, management, and teacher training positions.
- (2) The improvement of instructional facilities availability and their maintenance. This must involve leveraging of donor funds and community resources and be designed so as to minimize the recurrent cost obligations for the MOE. Alternative facilities designs and materials use will be considered in this regard. Community monitoring of local school facilities will be used as a primary means of controlling school vandalism and theft of school materials.
- (3) School administration should become the locus of instructional supervision efforts. A shift should occur from central and regional supervisory efforts to those taking place at the school and classroom level. This will require new training for school administrators in supervisory techniques and will require a greater

status (reflected, in part, in wage payments) for these administrators. An incentive structure (involving both rewards and sanctions) should be instituted at the school level to motivate teachers to respond to the instructional supervision efforts.

- (4) The implementation of the curriculum needs to be made more systematic across subject areas and consistent among schools. Radio and television media are a readily available resource to achieve these goals in Jamaica. Teacher and administrator training through these media, supplemented by regional workshops, may be able to help achieve this objective.

The second goal, the establishment of internal performance standards which are closely related to the requirements of the labor market, will be accomplished by emphasizing the following strategic objectives:

- (1) The development and dissemination of data concerning the cost and effectiveness of the major forms of education and training must be stressed. Evaluation methodologies already exist to permit the estimation of these indicators. Effectiveness measures must emphasize the relationship of the HRD activity to job search and employment success. The present system lacks a feedback mechanism to encourage institutions to reform their programs if they are shown to be unsuited to labor market needs. Consideration must be given to creating incentives (through bureaucratic or consumer decision making) which will force institutions to be more responsive to client needs.
- (2) A policy dialogue needs to be developed which will cause the examination of HRD policy alternatives to become a recurrent activity.

The third HRD goal, the promotion of enhanced social and economic mobility, will require the satisfaction of multiple objectives. The main strategic objectives under this goal are the following:

- (1) Quality improvements, and greater equality in the access to quality, in primary education (the most equitably participatory of all HRD activities) will be emphasized so as to increase the social mobility effects of the formal education system (and to reduce the costly burden of remediation on secondary and tertiary education). This could involve the use of instructional support materials and distance learning techniques (both in school and out-of-school) to help compensate for inadequate school resources and the disadvantaged learning environment outside the school from which many students suffer.
- (2) Reduced general subsidization and increased targeted subsidization at the tertiary level would assure that a greater share of funding reaches those disadvantaged students for whom access to funds is a critical determinant of continued schooling. "Free" education which is unavailable for most disadvantaged students is not an equitable scheme of educational finance. In addition to its equity effects,

greater targeting of subsidies can allow for more explicit incentives for students to pursue those specializations in greatest need by the economy.

- (3) A reduction in the ascriptive advantages available in the current labor market can be achieved by generating and disseminating more information on the link between human resource development and utilization. The dissemination of labor market information will have to involve proactive outreach efforts in order to make the information available to those disadvantaged workers who are most in need of this information.
- (4) Greater use of meritocratic criteria for recruitment, retention, promotion, and payment of workers should be considered; this is a critical concern in the public sector. This will involve specification of job responsibilities, derivation of required skills, and development of evaluation instruments (involving both subjective and objective criteria). In the long term, wider use of meritocratic standards for labor market decision making will allow formerly disadvantaged workers to benefit from the increased opportunities to be made available to them in education and training.

The fourth HRD goal, increasing the efficiency of public and private resource utilization in the production of human capital skills, will be accomplished through achievement of the following strategic objectives:

- (1) Mobilization of greater amounts of personal, community, and employer funds is directly dependent upon persuading these groups of the efficacy of their investment in human resource development. This requires explicit accountability in the management of public and private funds and accountability requires the statement of measurable standards of performance (at the input, process, and output levels). The first strategic objective, then, is for all HRD programs to establish both performance measures and minimum standards of performance and make these known to their clients and sponsors.
- (2) Low-cost, programmed science and mathematics materials should be used to compensate for the shortage of qualified specialist teachers in these fields. This is a critical problem in secondary education where other cost options to improve instruction in these specializations are prohibitive for all but the most advantaged schools.
- (3) School construction and refurbishment must be linked with community, private, and voluntary organizations or agencies so as to reduce the initial fiscal cost, to speed implementation, and to increase maintenance while reducing the dangers of theft or vandalism.
- (4) The cost and benefits of public subsidization of each major level and form of education and training should be examined so as to identify more efficient forms of resource reallocation. Reduced general subsidization of tertiary education and increased support

for pre-primary education for disadvantaged children is an example of the type of reallocation which might be considered.

- (5) Better utilization of public and private sector facilities and personnel can be achieved through work-site training, variable and multi-session scheduling of facilities use, employment of part-time instructional personnel, and the matching of educational sequences to the variation in the demand for family labor in agriculture or other seasonal employment activities.
- (6) Low attendance levels in primary and secondary education need to be corrected so as to assure that high participation rates are translated into greater and more equitable learning experiences. School feeding programs are one means for doing this; however, the strongest incentive to attend school is confidence that the school will have a beneficial effect on one's life chances.

It is obvious from reviewing the list of strategic objectives under the four HRD goals that there is not a rigid and limited linkage of goals to strategies. Most of the strategies, in fact, have effects on more than one of the major goals. For example, utilization of programmed materials can be asserted to improve the achievement of internal standards (through promoting improved learning), link learning standards to the requirements of the labor market (by deriving the programmed material contents from job skill needs), promote enhanced social and economic mobility (by assuring improved opportunities to those in the most disadvantaged schools), and increase the efficiency of resource utilization (by investing funds in materials rather than in more expensive personnel resources). This multiple linkage of goals and strategic objectives suggests that significant synergistic benefits are available in the HRD sector; however, it also suggests that the degree of determinancy between specific causes and effects will be difficult to measure with precision.

These conditions suggest that a human resource development strategy must not be a unitary or uni-dimensional activity. The HRDS must incorporate a program of activities and due attention must be paid to both the joint costs and the joint products of the various activities.

4. Areas of emphasis in USAID/Jamaica's portfolio - in the CDSS planning period, USAID/Jamaica will target its resources and efforts along two tracks in order to maximize efforts in meeting the goals and objectives listed in the previous section of this strategy paper.

One track focuses on basic education in Jamaica. The other track of USAID's program focuses on improving the mobility of labor within a changing economic environment. This part of the program emphasizes the improvement of certain facets of the formal education system to ensure that what is being taught is relevant to labor demand and enhancing skills training outside of the formal education system, i.e. on-the-job training, specific off-shore training. USAID will provide assistance aimed at improving the responsiveness of secondary technical education and management education at the tertiary level to a labor market requiring managers in emerging manufacturing and service industries. Participant training in the US will provide specialized training in areas where domestic institutions are unable to provide it and where benefits to others can be maximized, i.e. the training of trainers offshore.

The two tracks fit together as improving basic education will help to eliminate the need for remedial education at higher levels, while improving labor mobility will take advantage of human resources already in the labor market.

A new area of emphasis for the Mission which is just getting underway at the present time, is assisting the GOJ to conduct policy studies in the area of human resource development. These studies will examine the current status of education and training and examine options in light of new policy directions.

The Mission accords a high priority to assisting at the primary level. This emphasis represents Agency policy as well as the Mission's belief that the primary level represents the base for human capital formation as well as the way by which heretofore disadvantaged individuals can gain initial access to upward social mobility. The Mission will continue to assist community participation efforts in education and other areas as pilot activities are demonstrating the effectiveness of this approach. This permits the Ministry of Education to decentralize the administration of education and concentrate its efforts on a few common, critical functions which it can perform well.

At the secondary level we will attempt to differentiate between technical education and vocational training, elements which have been obscured by subsuming both within the definitional rubric "skill training". We will assist the GOJ in its efforts to introduce into traditional academic secondary programs a greater understanding of and exposure to "the world of work" and the option of technical education as an acceptable alternative to university education.

Jamaica's training thrust is weak in the area of business training and public education to build confidence in government support institutions (schools, customs, department of taxation, etc.) and the private sector as the engine of economic growth. In the area of business training, Jamaican institutions are not responding to those interwoven training needs which are informal and outside of academic theory. These are generally met through on-the-job training programs. This deficiency is common and threaded throughout all economic sub-sectors. Examples are:

- o training programs for professional managers to sharpen their skills in the areas of financial and securities analysis, understanding the theory and practice of security markets, accounting, corporate finance and rudimentary economics;
- o middle management training programs which allow for in-service training at both on-the-job and at the academic level. Such training is technology specific and requires a specific thrust in each sub-sector; and
- o training programs for skilled labor developed around an apprentice model and direct in-plant training.

While there are many economic anomalies and inequities in the Jamaican economic system, the GOJ has instituted many reforms and new policies to promote growth and widen the ownership base. Still there is residual skepticism among the populace about the benefits of export-led growth strategy, the fairness of the rules of the game and the honest functioning of market forces, particularly the financial system. There is a concern that Jamaica's economic growth is not sufficiently broad based, and that the benefits of growth are not widely shared. Thus, there is a requirement for public education programs which explain the need for economic reform and build public confidence in tax reforms, a dynamic stock exchange, foreign exchange earnings through an export led strategy, and an improved work ethic.

Recent assessments of the health sector have highlighted the need for management improvements in public as well as private facilities. Accordingly USAID supported training activities in the health sector will be directed at on-the-job skills upgrading particularly for management and administrative personnel, and targeted short-term training for hospital administrators and other staff to improve the administration and management of the health care services. Support for health manpower development will be targeted to categories of acute shortage such as contact investigators needed to carry out public health programs within USAID's priority areas such as AIDs prevention and control and family planning.

There is need within the construction sector to focus on developing management skills of existing mid-level public and private professionals and to further expose them to new technology appropriate to the sector. This training can be done both in country and in the U.S. In addition, the relevancy of the curricula at the tertiary level at CAST for the skill needs of the sector must be reassessed against the backdrop of the human resource needs of the sector. The College of Arts, Science and Technology needs assistance in the design of short term courses/workshops which can be done during semester breaks. RHUDO/CAR has already begun to focus resources on some of the above areas through its existing programs.

In the agricultural sector, resources will be directed towards short term specialized training focussed on private sector management and, as necessary, public sector support services, targetting production and expansion of non-traditional and traditional agricultural exports.

The proposals here purposefully exclude several sets of activities. Among those deemed of low priority for current Mission involvement are:

- (1) General investments in tertiary education (however, policy analysis to promote greater access and attainment by disadvantaged populations and areas of demand derived from sector account priorities, e.g., management, are acceptable emphases);
- (2) Any program or project involving payment of recurrent expenditure obligations of the government;
- (3) New facilities construction (Mission focus should be on interventions to encourage local community and private maintenance support of new and existing facilities) and maximizing the use of existing plant and staff;

- (4) Direct teacher training, but not the training of teacher trainers;
- (5) Curriculum reform (with exception of possible support in vocational-technical area and final implementation of current efforts at the College of Agriculture); and
- (6) Development of new bureaucratic regulatory agencies.

The Mission is limited both by Agency directives and funding. It must emphasize those areas where Mission experience and personnel represent a comparative advantage relative to other donors. There is no implication here that work on these areas cannot be pursued by the government or other donors, just that these are lower priority areas for the Mission.

The USAID/Jamaica Mission has the advantage of extensive experience working with the major agencies and organizations working in the HRD sector. This is a significant advantage in the design and implementation of new HRD interventions. Preparation of this HRDS has indicated three major constraints and four major facilitating opportunities which should be considered in the context of the Mission's record of experience.

The first constraint is the political/bureaucratic context for HRD activities. The core issue is how realistic the new government's HRD policies will be given the fiscal conditions and the labor market needs of the economy. HRD systems have an almost unlimited capacity to absorb new funds, but do so without any guarantee of useful social or economic benefits. New expenditures on HRD activities must be combined with reform of the institutions and the operation of the labor market; the key question is whether political support will exist for the necessary reforms.

The bureaucratic concern is with the proven inability of the MOE to fulfill its responsibilities in project management. Either management capacity within the MOE must be increased or donors will have to develop implementation schemes which bypass this particular bottleneck.

A second constraint is the question of sustainability of HRD activities once they are initiated. Both the ability and the willingness of the government or the private sector to continue support for a project once donor financing ends is always a project design consideration.

The third constraint is the need for USAID to coordinate its HRD activities with other donors more closely. Significant HRD interventions are normally of a scale beyond the Mission's ability to fund on its own.

The current HRD environment also has some characteristics which facilitate the accomplishment of HRD objectives. First, because of the existing levels of participation, the system does not face large aggregate social demand pressures at the primary and lower secondary levels. This allows an easier focus on the concerns of quality and efficiency which are the critical issues for the sector.

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DONOR	PROJECT	START	END	FUNDING FY 87/88	TOTAL FUNDING	OBJECTIVES/GOALS/BENEFICIARIES
8. WORLD BANK	Fourth Educational Project: Educational Project Preparation and Student Loan Project	05/13/88	06/13/91		W.B. - \$8.3 m GOJ - \$2.8 m	1) To prepare and evaluate options for Basic Education Project (grades 7 - 9); and 2) To strengthen the student loan program for tertiary education.
	Social Sector Development Project	July 89	June 94		W.B. - \$27 m GOJ - \$36.4 m \$32.3 m for Education	1) Upgrading pre-primary schools; 2) Upgrading primary and secondary schools; 3) Providing primary textbooks; and 4) Institutional strengthening for MOE.

EDUCATION/TRAINING COOPERATION PROJECTS AND ACTIVITIES
(Current and Pipeline)

DONOR	PROJECT	START	END	FUNDING FY 87/88	TOTAL FUNDING	OBJECTIVES/GOALS/BENEFICIARIES
1. BRITISH HIGH COMMISSION	Foreign & Commonwealth Office Scholarships and Awards Scheme	Ongoing	Ongoing	£50,000 per year, from which previous commitments are deducted.		Full scholarships in various fields. Duration of six months to four years.
	Secondary Textbook Project	July 87	(unfixed)	£1.5 m	£3.5 m	Provide every secondary school student from grade 7 through 11 with textbooks. Phase 1 (current): English, Mathematics and Science Phase 2 (pipeline): Vocational subjects.
2. I.D.B.	Primary Education Improvement Project	02/13/84	02/13/90		I.D.B. - \$45.8 m GOJ - \$11.4 m	1) <u>Initially</u> : Construction, replacement, expansion and refurbishing of Primary Schools; <u>Since Hurricane Gilbert</u> : Re-habilitation of 700 Primary Schools; 2) Provision of furniture and equipment to Primary Schools; and 3) Curriculum development and training of 21 education officers, 1,550 principals and vice-principals and 2,880 teachers.

DCNOR	PROJECT	START	END	FUNDING FY 87/88	TOTAL FUNDING	OBJECTIVES/GOALS/BENEFICIARIES
3. CANADIAN HIGH COMMISSION	Canada/CARICOM Scholarship Project	Jan. 89	Dec. 97		C\$5 m [J'ca- 25%]	12 post-graduate scholarships in Management and Administration. Multi-Sectoral.
	Canada/Jamaica Training Project	06/01/89	06/01/94		C\$3 m	Ad hoc training. Covers all legitimate requests for training not provided for within projects. Training in-country and in Canada.
4. C.I.D.A.	Universities Initiated Scholarship Program	Jan. 88	Jan. 93		C\$5 m	Funding provided to ten Canadian universities for scholarships. All details handled by the universities.
5. AUSTRALIA AID (A.D.A.C.)	Commonwealth Scholarship Ongoing Fund	Ongoing	Ongoing		(unfixed)	Provides two full graduate scholarships to the Caribbean per year for training in Australia.
6. EUROPEAN ECONOMIC COMMUNITY	Multi-Annual Training	1983	1989		administered by MPS - report not yet received.	To provide Public Service with qualified personnel. In-country scholarships to UWI and CAST. 90% overseas training in U.K.

DONOR	PROJECT	START	END	FUNDING FY 87/88	TOTAL FUNDING	OBJECTIVES/GOALS/BENEFICIARIES
7. U.N.D.P.	Strengthening of Engineering & Technology Education at C.A.S.T.	Jan 87	June 89		U.N.D.P. - \$508,001 GOJ - \$10,000 J\$1 m (in kind)	Strengthening training and educational capability of the Engineering Dept. at C.A.S.T. to ensure adequate supply of technically qualified persons.
	Strengthening General Education Phase II - General Curriculum Dev.	Nov 87	May 88		GOJ - \$38,368 J\$97,500 (in kind)	Increasing technical capability within the Curriculum Dev. Unit in order to improve the quality of education through improved curricula for grades 1 - 9.
	School Mapping and Micro Planning in Education	Jan 84	March 89		GOJ - \$5,000 IDRC - \$36,496 GOJ - J\$259,516 (in cash)	Preparing detailed diagnostic and educational plan/school map for 13 parishes to rationalize the secondary school network, improve access to secondary education and to achieve universal primary education.
	Applied Social Sciences for Development Planning (Regional)	Jan 88	Jan 91		\$399,000 GOJ - J\$3.2 m (in kind)	Building nat'l and regional development institutions with the capacity to research economic and social conditions; monitor, analyse and predict trends; and formulate development objectives.

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DONOR	PROJECT	START	END	FUNDING FY 87/88	TOTAL FUNDING	OBJECTIVES/GOALS/BENEFICIARIES
8. WORLD BANK	Fourth Educational Project: Educational Project Preparation and Student Loan Project	05/13/88	06/13/91		W.B. - \$8.3 m GOJ - \$2.8 m	1) To prepare and evaluate options for Basic Education Project (grades 7 - 9); and 2) To strengthen the student loan program for tertiary education.
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