

PROJECT ASSISTANCE COMPLETION REPORT  
AND  
COMPLETION EVALUATION

I. PROJECT IDENTIFICATION

A.I.D. Project Number : 278-0232  
Project Title : School Construction II  
Total Project Cost : \$13.247 million  
Total A.I.D. Contribution : \$6.700 million  
Total GOJ Contribution : \$6.547 million  
Project Agreement Signed: 5/10/80

TERMINAL DATES

Original PACD : 9/30/83  
Amended PACD : 7/30/84  
Original TDD : 6/30/84  
Amended TDD : 4/30/85

Total disbursements of  
AID Grants as of 7/31/85: \$6.700 million

USAID/Amman Project Committee preparing completion report and  
final evaluation are:

Richard Brown, Program Officer  
Bishara Debbas, Cont.  
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## II. PROJECT SUMMARY

USAID contributed dollars \$6.7 million in grant funds with the Government of Jordan's (GOJ) dollars \$6.547 million for Schools Construction II project. This joint USAID/GOJ effort was designed to help satisfy the Ministry of Education's (MOE) demand for additional classroom space by constructing 14 new schools in nine separate Jordanian towns and villages. All 14 schools have been completed and 13 are currently operational.

## III. BACKGROUND

### 1. PROJECT DESCRIPTION

One of the major goals of the GOJ in its Education Sector is to effect universal, compulsory education in Jordan for all students in grades 1 through 9. This joint USAID/GOJ School Construction II project was designed to help satisfy the GOJ's urgent need for additional classroom space through constructing, furnishing and equipping 14 school buildings, consisting of approximately 420 classrooms, for boys and for girls, in 9 Jordanian towns and villages. (See Table 1 for a listing of the school sites). These schools were distributed in both rural and urban areas and were sited so as to serve a primarily low-income population. All schools were expected to be used primarily for the compulsory cycle of Jordan's school system. Criteria for selecting school sites were developed jointly by USAID and the GOJ and are listed at Annex A.

A common building design was prepared and used for all 14 schools constructed during the project. It featured a main three-storey building consisting of about 3,000 square meters of usable floor space. Each school has about 30 classrooms, a library, a laboratory, meeting rooms, administrative spaces, storage areas and toilet facilities for staff members. A separate toilet building of approximately 150 square meters of floor space with appropriate utility connections has been built for student use adjacent to each main school building. (See Annex B for a copy of the standard floor plan used for the schools). This design follows primarily the design used in the School Construction I project, but incorporates revisions in the design to eliminate a number of "overdesigns" and to economize on construction costs. Construction and construction supervision were done by a number of local firms. (See Table 1 for the names of the construction contractors and the consulting firms who built and supervised each of the project schools).

Total project funding was about \$13.247 million, consisting of a GOJ contribution worth approximately dollars \$6.547 million and an A.I.D. grant of dollars \$6.7 million. These A.I.D. grant funds were disbursed to the GOJ under the Modified Fixed Amount Reimbursement (M-FAR) method. Four payments of 30 percent, 35 percent, 20 percent and 15 percent were made as each school reached certain benchmarks in its construction. The final payment for each school was not made until construction was entirely and satisfactorily completed. This included all construction work, the installation and connection of all specified utilities, including water, sewerage and electricity, and USAID receiving from the MOE an "implementation plan for staffing, furnishing and equipping of the school".

## 2. SIGNIFICANT PROJECT EVENTS

The most significant event of this project is that all 14 schools have been built and all but one are fully operational. Although the project was delayed due to some unanticipated problems in acquiring the land for two of its school sites, the project has been reasonably close to its original schedules and budget estimates. USAID was not asked to make any contributions that were not agreed to at the outset. USAID and the GOJ are proud of these new school facilities and have shown them to many foreign visitors as examples of well-built school facilities that were built cooperatively with the U.S.

## IV. EVALUATION METHODOLOGY

This document serves as both a Project Assistance Completion Report and as a Final Project Evaluation. Based on USAID's experience in implementing its highly successful School Construction I project, no interim evaluation was planned for School Construction II. The Project Paper called for a final evaluation of the project to be prepared during the second quarter of FY 1984. It was anticipated that this evaluation would occur approximately 6 months after the last school was completed. However, project completion was delayed and the timing of this evaluation was delayed accordingly.

Given USAID's experience with the School Construction I project, the relatively straightforward nature of this capital assistance building project and the day-to-day monitoring of the construction sites that were provided by our USAID Engineers, the USAID did not feel an evaluation by outside evaluators was necessary. Nonetheless, our in-house evaluator has held a number of discussions with headmasters/headmistresses of the project schools during site visits and inspections. These discussions have revealed insights and information that have helped us in shaping the

conclusions we make in this report. Also, USAID has held discussions with high ranking MOE officials and others in the GOJ who have contributed valuable data and insights for this evaluation. The USAID project files and inspection reports prepared by the USAID Project Officer during his periodic visits to each school site have also been helpful in preparing this final report.

V. EXTERNAL FACTORS

The MOE encountered problems in acquiring clear title for two school construction sites (Ras El-Ain and Ramtha) and with skilled labor supply and contractor problems at another (Al-Marj). These problems caused significant delays and USAID and MOE were forced to extend the original Project Assistance Completion Date (PACD) by 10 months from September 30, 1983 to July 30, 1984 and the Terminal Date for Disbursements (TDD) by 10 months from June 30, 1984 to April 30, 1985.

1. DELAYS AT THE RAS EL-AIN AMMAN SITE

The MOE had difficulty in acquiring the land needed for this site due to the non-availability of a suitable plot of land in the area. MOE did finally acquire suitable land in November 1981.

2. DELAYS AT THE RAMTHA SITE

Completion of the Ramtha School was delayed excessively because of problems arising from the delays by the MOE in making payment to the landowner for the land acquired by the MOE. The landowner took MOE to court seeking payment. The court ordered the work stopped until the payment question was settled. In retrospect, the documentation accepted in satisfaction of clear land title appeared in this instance to have been inadequate. Subsequently, the construction contractor (Haddadin Engineering Company) requested either a cost increase or contract termination. Ministry of Public Works in accordance with contract provision elected to terminate the contract. A new contract was awarded to another construction firm (Thiyab Brothers and Bushrah, a joint Venture) a year later after the court ordered work to stop under the first contract.

3. DELAYS AT THE AL-MARJ SITE

Completion of this school was delayed by the non-availability of adequately skilled laborers in the Karak area. When sufficient laborers could be found, they were not dependable. Additionally, the contractor Najeeb Amareen, was responsible for additional delays because of his poor management.

## VI. KEY PROJECT ASSUMPTIONS

All key project assumption listed below remain valid throughout the life of the project.

1. Assumptions for achieving goal targets:
  - a. GOJ enforces law that all students age 6-14, particularly females, attend school.
  - b. Sufficient funds become available to construct facilities needed to accommodate increasing school age population.
2. Assumption for achieving purpose:
  - a. Continued demand for school facilities at established standards.
  - b. MOE continue to support and operate facilities to meet such standards.
3. Assumptions for achieving outputs:
  - a. Timely availability of all inputs.
  - b. Considerable care taken in selection of construction contractors to ensure compliance with specifications and timely completion of the buildings.
4. Assumptions for providing inputs:

Parties will execute and comply with terms and conditions of grant agreement.

## VII. PROGRESS SINCE LAST EVALUATION

This is the only evaluation which has been scheduled for the project.

## VIII. INPUTS

1. GOJ inputs were estimated at dollars \$6.547 million. These inputs contributed towards the construction, furnishing and equipping of 14 school buildings. Additionally, the GOJ provided all financial inputs needed to acquire the land required for these schools.
2. AID inputs totaled dollars \$6.7 million, and these inputs contributed towards the completion of 14 school buildings. Both GOJ and AID financed inputs for school construction were available on a timely basis. The MOE has provided the required furniture, staff and equipment

for all schools after completion of construction. The only exception is the Al-Marj School which is not yet operational. This school was not immediately utilized because the Department of Education at Karak proposed, subsequent to construction, to use the building as an administration office. High ranking officials of MOE have advised USAID that the Al-Marj School will be equipped, staffed and fully operational at the opening of schools in September 1985.

IX. OUTPUTS

The project outputs are the construction, furnishing, equipping and staffing of 14 schools. All 14 schools are completed and 13 are equipped, furnished, staffed and operational. The last school (Al-Marj School) is not operational but will be put into use as a school in September 1985.

X. PURPOSE

The Project Purpose, as stated in the Project Paper, is to "help satisfy the demand for school classroom space with modern and efficient teaching facilities".

The school buildings constructed under the project were meant to replace or supplement the crowded, rented classroom space. The rented buildings being used as schools have been in every case built for another purpose - usually as residences. Because they were mostly built as houses, the MOE rented facilities are totally inadequate for educational purposes because their rooms did not have sufficient space or light to serve as classrooms. In addition, some of these rented buildings were structurally unsafe. They were also extremely expensive, while the rental arrangements are intended to be temporary only, their high cost reduces significantly the amount of MOE budget which could have been used for the building of new school facilities. Since the project buildings have been completed and are operational (with the exception of Al-Marj School), the project purpose has been achieved by providing approximately 390 new classrooms specifically designed for teaching with modern and efficient teaching facilities.

Regarding the rented buildings, it can safely be stated that the completion of the new schools has eliminated the need for renting inappropriate buildings for classroom space. The cost of renting such space is much more expensive than the operating and maintenance cost of using MOE-owned schools. Therefore, the savings in operating cost provided by the new schools is significant and has contributed to the project purpose by allowing the MOE to construct other school facilities with these cost savings.

XI. GOAL

The goal for this project is to "effect universal compulsory cycle education in Jordan".

The successful completion of this project has made a significant contribution to the achievement of this goal. Based on discussion with headmasters/headmistresses during site visits to most of the operating schools, the project officer concluded that the new schools have caused desired improvement in space/student and student/teacher ratios.

While this project has been highly successful, the MOE is still in need of 159 compulsory cycle schools to replace 33 percent of the rented schools which are structurally unsafe and are unsuitable for educational purposes. The 159 schools will also meet the demand of student population in the compulsory cycle during 1985-1990. All of the project schools have been well built and are impressive. The facilities provided such as playgrounds, libraries and laboratories are excellent.

XII. BENEFICIARIES

The most direct beneficiaries of this project are the students who are enrolled in the newly constructed project schools and those that will follow them in the years to come. These students will no longer be taught in sub-standard rented facilities. They are now provided with modern efficient teaching facilities. The teachers who are teaching in the new project schools have also benefitted substantially from these modern facilities that will help them to be more effective teachers.

XIII. UNPLANNED EFFECTS

No unplanned effects have been identified this far.

XIV. LESSONS LEARNED

1. The Project Agreement indicates that all project schools are expected to be utilized for teaching students in the compulsory cycle (Grade 1 through Grade 9) of formal education. However, only 5 schools out of the 13 operated schools are being utilized fully for compulsory cycles and the remaining 8 are being utilized for compulsory plus secondary cycles.
2. Based on recommendation produced by evaluation of School Construction I (SCI) some revisions were made in the design of SCI which were used in School Construction II. Evaluation of SCII indicates that these revisions made the schools more responsive to utilization.

3. The Modified Fixed Amount Reimbursement (M-FAR) method used in disbursement of funds for School Construction II proved to be an appropriate and efficient disbursement tool. AID should use this system in its future school construction projects.
4. Local consulting firms if properly selected are capable of providing adequate construction supervision.

XV. REMARKS

Although the project did achieve its stated purpose, there is still an urgent need for additional classrooms to enable the GOJ to meet the ever-growing demands for enrollment in the GOJ's compulsory education programs and to replace some of the rented schools that are unsuitable for teaching purposes.



ANNEX-A

SITE SELECTION CRITERIA

MOE CRITERIA

1. To accommodate growth of school-age population.
2. To replace government-owned buildings in poor condition.  
(Condition of school is graded and this information is available in MOE/Director of School Building files)
3. To replace rented buildings in poor condition.
4. To replace buildings with inadequate educational facilities
5. To construct new buildings which meet required standards in terms of facilities.

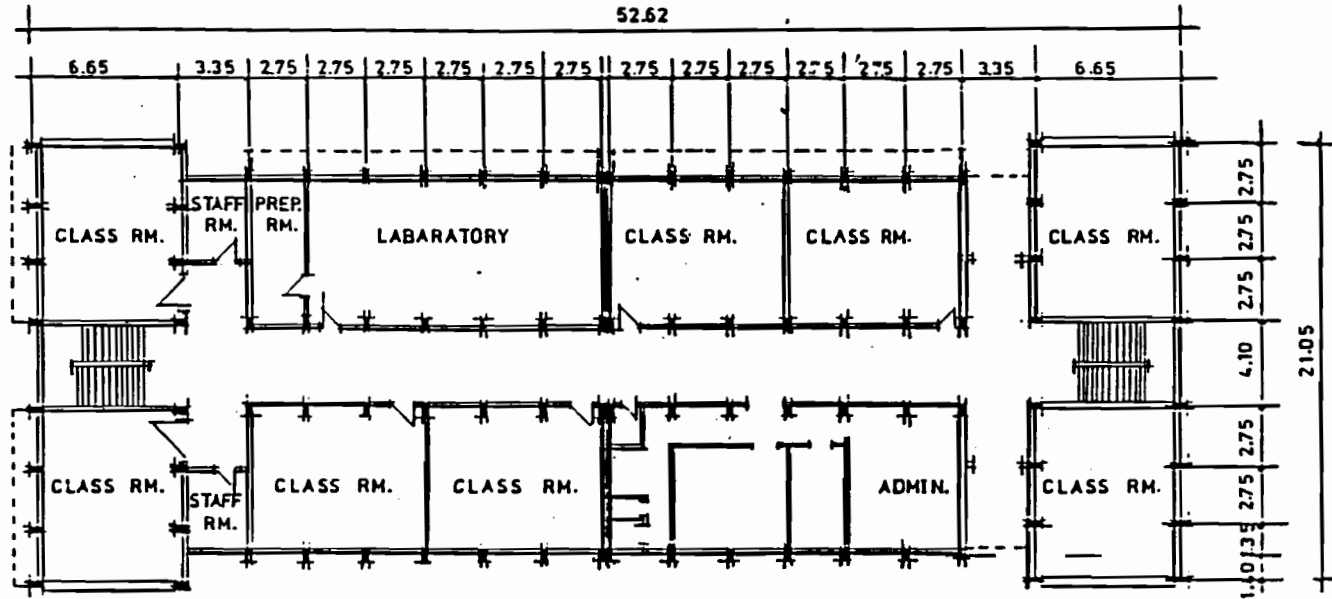
USAID CRITERIA

1. Distribution of Schools to "urban" and "rural" areas should reflect the relative pressure for compulsory-level classroom space in those areas.
2. Schools to be funded should serve low-income areas.
3. The principal impact of the proposed schools will be to accommodate increase in the compulsory-level school population.
4. Separate schools for male and female students should be funded in proportion to the representation of the sexes in the general population.
5. Proposed schools should be at the compulsory level (grades 1-9).
6. Proposed schools will be fully utilized in the future.
7. Proposed schools should be sited to serve a radius of 2 km.

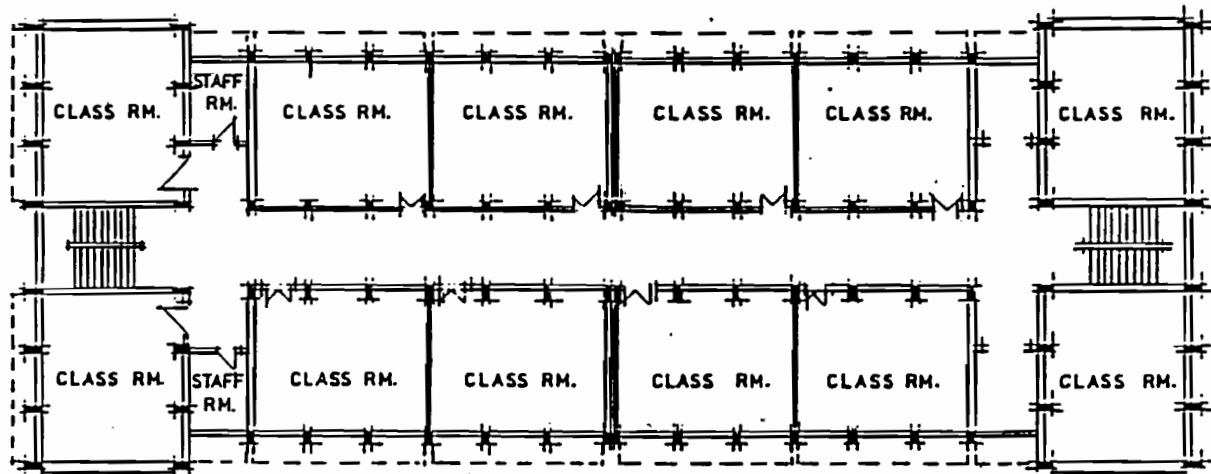
Table 1.. Names of Schools, Locations, Contractors and Dates of School  
Construction and Completion, School Construction II, Jordan.

NO.	NAME	LOCATION	CHARACTER	CONTRACTORS	INSPECTION	CONTRACT	
						COMPLETE	START
1	JABAL AL-TAJ	AMMAN	URBAN	ARAB ENGINEERING GROUP	ARABTECH	DEC '82	JAN '81
2	SOUTH MARKA	AMMAN	URBAN	ARAB ENGINEERING GROUP	ARABTECH	DEC '82	JAN '81
3	JABAL AL-NASR	AMMAN	URBAN/RURAL	ALIA OFFICE ENGR/CONTR.	ARABTECH	SEPT '82	FEB '81
4	RAS EL-AIN	AMMAN	URBAN/RURAL	SALHA CONSTRUCTION	ARABTECH	JULY '84	NOV '81
5	DAHRAT AMAJAN	ZARQA	URBAN/RURAL	ABU AYYASH CONTRACTING	ARABTECH	MAY '83	MAY '81
6	MA'SUM	ZARQA	URBAN/RURAL	ABU AYYASH CONTRACTING	ARABTECH	JAN '83	MAY '81
7	EAST SIDE	IRBID	URBAN/RURAL	THIAB BROTHERS CO.	DIRAN	DEC '82	JAN '81
8	AL-MUWAJEH	IRBID	URBAN	MOHAMMAD ADY AISHEH	DIRAN	JAN '83	JUNE '81
9	WESTERN AREA	RAMTHA	URBAN/RURAL	HADDADIN ENGR CO. (1/3) THIAB BRO. AND BUSHRA (2/3)	DIRAN	JULY '84	JUNE '81
10	KUFOR KHAL + KAFKAF + BALILA	KUFOR KHAL	RURAL	ALIA OFFICE ENGR/CONTR.	DIRAN	JAN '83	JULY '81
11	AIN JENEH	AJLOUH	RURAL	ALIA OFFICE ENGR/CONTR.	DIRAN	SEPT '82	JAN '81
12	HDUSING AREA	SALT	URBAN/RURAL	ASA'AD HIJAB CONTR. (JOINT	ARABTECH	MAR '83	MAY '81
13	CENTRAL	HADABA	URBAN	HADDADIN ENGR CO.	SIGMA	SEPT '82	FEB '81
14	AL-MARJ	KARAK	URBAN/RURAL	NAJEEB AMAREEN	SIGMA	JULY '84	MAY '81

# ANNEX B



GROUND FLOOR PLAN (1/250)



FIRST & SECOND FLOOR PLAN (1/250)  
(TYPICAL)