

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**JAMAICA**

**SUPPORT FOR EDUCATION SECTOR REFORM II**

**(JA-L1024)**

**LOAN PROPOSAL**

The project team consisting of prepared this document: Sabine Rieble-Aubourg, Team Leader; Carlos Gargiulo, Aimee Verdisco, and Claudia Cox (SCL/EDU); Loreto Biehl (EDU/CJA); Brian Mc Nish (TSP/CJA); Janet Quarrie (CCB/CJA); Emmanuel Abuelafia (CCB/CCB); Graham Williams (CCB/CJA); Magda Theodate (CCB/CTT); and Javier Jimenez (LEG/SGO).

## CONTENT

PROJECT SUMMARY .....	1
I. DESCRIPTION AND RESULTS MONITORING.....	2
A. Background, problem addressed, justification.....	2
B. Program justification .....	4
C. Problems addressed and emerging issues for the second operation .....	6
D. Objectives, components and cost.....	8
E. Program structure & key indicators.....	8
1. PBL component.....	8
2. Investment component .....	11
II. FINANCING STRUCTURE AND MAIN RISKS .....	13
A. Financing instruments.....	13
B. Enviromental and social safeguard risks .....	13
C. Fiduciary risk.....	14
D. Other key issues and risks.....	14
III. IMPLEMENTATION AND MANAGEMENT PLAN .....	15
A. Summary implementation arrangements .....	15
B. Summary of arrangements for monitoring results .....	16
RESOLUTION PROJECT	

## ANNEXES

ANNEX I:	Summary Development Effectiveness Matrix (DEM)
ANNEX II:	Policy Matrix
ANNEX III:	Results Framework for the Investment Component
ANNEX IV	Summary Procurement Table

## ELECTRONIC LINKS

### REQUIRED

1. POA (Plan of activities for first disbursement and the first 18 months of implementation)  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35050686>
2. Monitoring & Evaluation Arrangements  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35000697>
3. Complete Procurement Plan  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35050900>
4. ESMR (Environmental and Social Management Report)  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35051960>
5. Policy Letter  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35051259>
6. Means of Verification  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=2267086>
7. Result Matrix for the PBL Component  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35050759>

### OPTIONAL

1. Assessment of Education Reform  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1669663>
2. Cost Benefit Analysis of School Infrastructure Sub-Component  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35051958>
3. Loan Proposal First Programmatic Policy Based Operation (JA-L1002)  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1825394>
4. Mission Report Consultant  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35051951>
5. Draft Operational Manual  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35051956>
6. Comparison of 2008 and 2009 Triggers for Second Operation  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35061447>

7. Comparison of 2008 and 2009 Indicative Triggers (Policy Conditions) for Third Operation  
<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35062112>

## ABBREVIATIONS

CAA	Curriculum and Assessment Agency
ESTP	Education System Transformation Program
ETT	Education Transformation Team
GDP	Gross Domestic Product
GOJ	Government of Jamaica
ICT	Information and Communication Technology
IDB	Inter American Development Bank
IMF	International Monetary Fund
JSAS	Jamaica School Administrative Software
JTC	Jamaica Teaching Council
MOE	Ministry of Education
MOFPS	Ministry of Finance and Public Service
NEI	National Education Inspectorate
NEPA	National Environment and Planning Agency
NET	National Education Trust
NPTA	National Parent Teacher Association
PBL	Policy Based Loan
PEIP	Primary Education Improvement Programme
PESP	Primary Education Support Program
PIOJ	Planning Institute of Jamaica
PPP	Public-Private Partnership
REEs	Regional Education Entities
TF	Task Force
WB	World Bank

**PROJECT SUMMARY**  
**JAMAICA**  
**SUPPORT FOR EDUCATION SECTOR REFORM II**  
**(JA-L1024)**

<b>Financial Terms and Conditions</b>				
Borrower: Government of Jamaica (GOJ)			Amortization period PBL:	20 years
Executing Agency: Ministry of Education (MOE)			Amortization period investment:	20 years
			Grace period PBL:	5 years
			Grace period investment:	3 years
Source	Amount	%	Disbursement period PBL:	12 months
			Disbursement period investment:	36 months
IDB (OC) PBL	30 million	100	Interest rate PBL:	LIBOR based
IDB (OC) investment	15 million	100	Interest rate investment:	
Local	-	-	Supervision and inspection fee:	*
Total	45 million	100	Credit fee:	*
			Currency:	US\$ single currency facility
<b>Project at a Glance</b>				
<b>Project objective:</b>				
<p>The overall goal of the program is to contribute to improve the learning outcomes of Jamaica's education system. Its purpose is to support the education transformation process including both policy and institutional changes deemed necessary to better the quality of services provided, and to increase the efficiency and accountability of the system. The Programmatic Policy Based Loan presented here has three operations: the first operation was a Policy Based Loan (PBL) approved in 2008 (JA-L1002, US\$30 million); the second one presented here is a hybrid operation with a PBL component (US\$30 million) and an investment component (US\$15 million); and the final one is also a PBL scheduled for 2012 for the overall amount of US\$30 million. Building upon the achievements of the first operation, the specific objectives of the second operation are to support the implementation of the institutional changes, the ongoing curriculum and testing initiatives through the policy based component. The investment component will support MOE's policy to expand the compulsory education from age 16 to 18 by providing 900 to 1,200 additional secondary school places per new school built.</p>				
<b>Special contractual clauses:</b>				
<p>As a condition for disbursement of this operation, the borrower, through the executing agency, will have complied with the commitments as stated in the Policy Matrix (Annex II) and will have submitted the evidence of compliance with the conditions of the sole disbursement of the PBL component. All conditions are described (par. 1.30, 1.33 and 1.35) and pertain to: (i) modernization of the Ministry of Education (MOE); (ii) improving the quality of curriculum, teaching, learning and school management; and (iii) improving stakeholder and community involvement in education and behavior modification. For the investment component, as a condition prior to the first disbursement, MOE will provide documentation pertaining to: (i) the list of the schools chosen according to the selection criteria (par. 3.4); (ii) the successful acquisition of the sites for the schools to be constructed (par. 3.4); and (iii) present the first annual operating plan and the operation manual (par. 3.5). Furthermore, as an execution condition, the Executing Agency will conduct an analysis of the new technology for school construction by September 2010 (par. 2.4).</p>				
<b>Exceptions to Bank policies:</b>				
None.				
<b>Project qualifies for:</b> SEQ <input checked="" type="checkbox"/> PTI <input type="checkbox"/> Sector <input type="checkbox"/> Geographic <input type="checkbox"/> Headcount <input type="checkbox"/>				

(\*) The credit fee and inspection and supervision fee will be established periodically by the Board of Executive Directors as part of its review of the Bank's lending charges, in accordance with the applicable provision of the Bank's policy on lending rate methodology for ordinary capital loans. In no case will the credit fee exceed 0.75% or the inspection and supervision fee exceed, in a given six-month period, the amount that would result from applying 1% to the loan amount divided by the number of six-month periods included in the original disbursement period.

## I. DESCRIPTION AND RESULTS MONITORING

### A. Background, problem addressed, justification

- 1.1 In 2007, the Government of Jamaica (GOJ) requested assistance from the Bank to support the transformation of the education sector. To accompany these efforts, a programmatic policy-based operation consisting of three loans over a time period of five years was chosen. The first operation, Loan 2074/OC-JA, provides the framework for the program and approach chosen; it was approved and disbursed in December 2008 for the amount of US\$30 million. The proposal presented here refers to the second loan, a hybrid operation, with a Policy Based Loan (PBL) component of US\$30 million and an investment component of US\$15 million building upon the plans and achievements of the first operation. Compared to the original design in 2008, the PBL component has been increased from US\$15 million to US\$30 million for the reasons listed in paragraph 1.2. The programmatic approach allows for the long-term involvement of the Bank in the transformation efforts; to this end, a third operation (PBL) for the amount of US\$30 million is planned for the year 2012.
- 1.2 The sizing of the PBL component takes into account both the policy reform agenda as well as the financing needs of GOJ in the context of the International Monetary Fund (IMF) Stand-By Arrangement to be approved on February 4, 2010. With regard to the latter, the Jamaican authorities and the IMF both have requested multi-lateral support and, in response, the IDB is planning a total program of up to US\$600 million in budget support through 2010. This includes US\$200 million of PBLs during the first quarter of 2010, assuming Board approval. GOJ wishes to finance a Financial System Support Fund of between US\$650 and US\$950 million and has gross financing needs estimated by the IMF of US\$878 million for the first and second quarters of 2010. The US\$200 million that is expected to be disbursed by the Bank during the first quarter of 2010 will be used in part for both purposes.
- 1.3 The objective of this second operation is to provide continued support to the Ministry of Education (MOE) in the transformation of the education sector focusing on the implementation, rather than on the conceptual framework (focus of the first loan), of the same reform areas: (i) modernization of the ministry; (ii) curriculum, teaching, learning and school management; and (iii) relationship with communities and stakeholders, and behavior modification.<sup>1</sup> An investment component is added to support MOE's policy to expand compulsory school attendance from age 16 to 18 years which will require additional spaces in secondary schools.

---

<sup>1</sup> It is to be noted that the program is also closely aligned with the Education Initiative of the Bank which focuses on Teacher Quality as well as the concentration areas of Literacy and Numeracy.

- 1.4 As will be shown below, although MOE/Education System Transformation Program (ESTP) has advanced in the implementation, due to the onset of the global financial crisis and the subsequent fiscal constraints experienced, progress varies across the various reform areas and new issues have emerged that require attention. GOJ remains strongly committed to the education reform which constitutes a top national priority. At the same time the Bank, due to the programmatic approach chosen, has the flexibility to accompany those necessary changes.
- 1.5 **Macro-economic conditions.** The sharp rise in commodity prices between late 2006 through mid-2008, natural disasters, and most recently the international financial crisis, has put increased pressure on Jamaica's already difficult macroeconomic situation. The impact of the global financial crisis on Jamaica intensified during 2008-2009 pushing the economy into recession in the third quarter of 2007. The final estimate of economic activity for 2009 is expected to be -4% and economic growth is expected to resume only in 2011. In addition, Government revenues are below projected levels and the deficit is expected to surpass the Government's estimates for fiscal year 2009/2010. The debt overhang, at 132% of the Gross Domestic Product (GDP) at December 2009, limits the range of policy actions to respond to the economic turmoil, given that about 60% of total spending goes to debt service.
- 1.6 The GOJ has taken a set of fiscal measures to address the situation and is on the brink of signing a Stand-By Arrangement with the IMF backed by a comprehensive set of further fiscal measures and a voluntary exchange of its domestic debt to reduce interest rates and increase maturities. The total package may result in overall net fiscal savings of 6.5% of GDP per annum. The primary fiscal surplus is targeted to reach 6% in 2010/2011 and is projected to rise over time to some 9% of GDP in 2013/2014 as the economy recovers. The debt to GDP ratio is expected to fall from a peak of 140% at the end of 2009/2010 fiscal year to under 120% by 2014.
- 1.7 The IMF program will be accompanied by financing from other multilaterals including the IDB in a total package that could amount over 20% of GDP. The multilateral support funds will be used to: (i) re-establish central bank reserves to provide confidence and guard against capital flight; (ii) finance targeted buy-backs of domestic debt with high coupons that do not participate in the debt exchange; (iii) finance a Financial System Support Fund that would extend liquidity to the financial sector; and (iv) budgetary needs as determined under the IMF program.
- 1.8 The strong fiscal measures, the unprecedented multilateral support under the IMF program aimed at ensuring macroeconomic stability and the importance of maintaining the significant reform agenda all count in favor of Policy Based Lending at this time. The Policy Based Loans to be discussed are all in line with the 2008 update of the Country Strategy and will assist in fostering growth, managing public finances, while also protecting social spending and pursuing



education reform and are consistent with the overall program. However, there are significant downside risks. External shocks (natural and economic), slippage in the fiscal measures and rises in interest rates could alter the debt dynamics and provoke renewed concerns regarding debt sustainability.

## **B. Program justification**

- 1.9 **Education in Jamaica.** As described in Loan 2074/OC-JA, efforts to transform the education sector began in 2004 when the report of the Taskforce on Education Reform (TF) concluded that despite gains made in education over the last decades with access greatly expanded at the preprimary, primary and lower secondary levels, quality issues persist. More concretely, the TF identified “underachievement in student learning at all levels of the system as the most critical issue” and formulated recommendations to improve the system’s performance. In 2005 GOJ created the Education Transformation Team (ETT) within MOE, with the task to coordinate various diagnostic studies and subsequent framework documents (conceptual documents) to guide the reforms. The ETT in 2008 became the ESTP in charge of translating the recommendations into action, and lead the reform implementation.
- 1.10 **First PBL of the programmatic loan.** As a result of the studies completed, the GOJ provided a framework for the institutional reforms which informed the first operation. The framework consisted of organizational structures for the main agencies, a definition of their missions and mandates and the role to be assumed in the reformed system; initial action plans containing information on required staffing, training to be provided, operational arrangements; and estimates of the anticipated costs. MOE also created a Change Implementation Team responsible for guiding the implementation process. In sum, with the first operation the conceptual framework for the institutional and policy reforms was defined guiding subsequent phases. Where necessary, MOE obtained Cabinet approval for proposed changes in order to be able to advance with the reform efforts. MOE also conducted an analysis of the existing educational legislation (Education Act dating back to 1965) to ascertain which areas would need to be amended in light of the upcoming changes.
- 1.11 The changes in the structure and governance of Jamaica’s education system aim to create more accountability and autonomy throughout the sector, and are intended to improve the overall quality of education measured by well-defined performance targets to be achieved by the year 2015 and tracked by existing MOE data systems (i.e., national assessment data).
- 1.12 **Modernization of the Ministry.** The first PBL’s Policy Matrix included institutional and policy changes pertaining to: (i) modernization and decentralization of the central MOE by transforming MOE from a central office into a policy ministry providing its decentralized regional offices (Regional Education Entities [REEs]) with the necessary autonomy to directly support schools and be accountable for their performance. The transformed MOE will focus on the

development and implementation of policies, including their monitoring and evaluation. To be able to transform the existing Regional Offices into REEs, the Minister of Education, empowered by the Education Act, authorized the alignment of the REE boundaries with the actual parish boundaries (county limits) to facilitate collaboration among local government agencies inter alia; (ii) to fill the current void in system-wide Monitoring and Evaluation (M&E), the National Education Inspectorate (NEI), was established. It will report whether established standards and indicators have been met, and will provide an assessment of the quality of services delivered in schools, thereby contributing to increased accountability throughout the system; and (iii) the Jamaica Teaching Council (JTC) was established on an interim basis as part of the ESTP, responsible for the professionalization of the teaching profession through a system of registration and licensing of teachers, and provision of strategic direction for in-service professional development and standards to guide pre-service teacher training. For both agencies, Chief Executive Officers had been appointed to advance with the setting up of these agencies. Furthermore, the framework documents for a third agency, a Curriculum and Assessment Agency (CAA) responsible for the development, revision, and implementation of articulated curricula and assessment frameworks were completed. However, over 2009 there was a change in the policy direction towards the establishment of the CAA (see par. 1.19).

- 1.13 **Curriculum, teaching, learning and school management.** For the first operation, MOE also put in place measures expected to contribute to improved student performance. In particular, MOE advanced in the design and subsequent implementation of measures intended to improve the quality of education through better teaching of numeracy and literacy<sup>2</sup> at the primary level by putting a support structure in place for low performing schools. It drafted a lower-secondary education strategy to better articulate between primary and secondary level; and in order to achieve more accountability in the system, MOE developed new instruments for the performance evaluation of principals, guidance councilors and teachers which eventually will be applied on a national scale. MOE created a revolving loan fund to provide teachers with resources to attain graduate status, that is, a bachelor's degree.
- 1.14 **Relationship with communities and stakeholders and behavior modification.** Improved involvement of communities and parents in the education of their children has been a pillar of the transformation process. To this end, MOE supported the creation of a National Parent Teacher Association (NPTA) and executed a program of community consultation in two regions of the country to inform the general public about the planned initiatives. In addition, MOE conducted an internal social marketing campaign to inform MOE staff about the pending reform to create ownership and commitment among them. The outreach and involvement of stakeholders remains an important element of the reform.

---

<sup>2</sup> Some of these initiatives, such as provision of new and updated curricula and assessments at both the primary and secondary level were, in part, initiated with previous education projects (e.g., Loan 1264/OC-JA).

- 1.15 **The Country Strategy (GN-2422-3)** clearly states the importance of a stable macro-economic framework as the key for future growth in Jamaica and speaks to the PBL in the education sector. The operation will make a modest but useful contribution to Jamaica's external gross financing requirements of around 8% of GDP for fiscal year 2009/2010. As noted in the [Policy Letter](#), the current administration remains committed to the education reform and continues considering it as a national priority.
- 1.16 **Lessons learnt.** In light of the far-reaching nature of the proposed institutional changes, MOE learnt after the first period the following lessons: (i) the need for further fine-tuning of implementation plans and continued stakeholder consultations; (ii) allowance for longer implementation periods between operations for the proposed changes to produce the intended results; and (iii) the need to find mechanisms to mitigate the impact of the economic crisis which affected budgetary allocations to the Ministry of Education. Given the dynamic nature of the reforms and the need for continuous stakeholder involvement, considerable time and effort has to be dedicated for discussion about the changes and the creation of ownership among major stakeholders. The programmatic approach chosen has proven to provide much needed flexibility to respond to these changes.

### **C. Problems addressed and emerging issues for the second operation**

- 1.17 The second operation proposed under the programmatic approach will support the implementation of the education transformation by providing some of the building blocks required to make the reform operational. As described below, during this phase additional needs were identified resulting in new programs being developed and implemented.
- 1.18 **Complexity of institutional changes requires detailed implementation plans and continued stakeholder consultation.** Compared to the indicative benchmarks defined in 2008, the transformation of MOE and REEs has experienced delays due to the need to further define and fine-tune staffing plans and roles for transitioning to the REEs.<sup>3</sup> A human resource transition plan has been developed to guide the reengineering process. The MOE is engaged in activities that will support the transitioning of staff into the REEs and new agencies before effecting changes to the employment status of staff. During the initial implementation, the need to focus on change management support during the reengineering processes has been recognized and is being addressed by MOE.
- 1.19 After defining the conceptual frameworks for the new agencies, considerable work has to be done to make them operational. To this end, both NEI and JTC hired staff and completed manuals, guidelines, and other tools required to function. Again, delays related to the reengineering process of MOE constrained

---

<sup>3</sup> Decentralization is often considered to deliver better services in the social sectors. However, results are mixed and depend much on implementation (Sanchez and Verdisco et al. 2009).

the pace of staffing and re-deployment of staff to these agencies. Nevertheless, the core staff managed to produce key products for these new agencies. Over the course of 2009, changes in the approach to the management of curriculum and assessment services have been decided which will result in a more feasible approach to the delivery of assessment services and the positioning of the curriculum services as a national standard for instruction in Jamaican schools. Currently these services are being provided out of two units within the central ministry and the creation of the CAA has been reconsidered.

- 1.20 **Information and Communication Technology (ICT).** Compared to the 2008 matrix, the development and installation of new ICT systems at the central ministry and the REEs was delayed in part due to macro-economic considerations. Nevertheless, MOE has completed the installation of a school based information system in primary and secondary schools which will allow for data to be submitted via the internet.
- 1.21 MOE continues to work on the introduction of measures for more accountability and transparency in the sector by providing more information about school performances in key national standardized assessments in primary education. For the first time, schools will receive information about their performance allowing for comparison with other schools and the results will be used as baseline indicators for future monitoring. Building upon previous initiatives, national assessment in literacy and numeracy indicate improvements in student learning (see paragraph 1.32). The grade 6 assessment and secondary exams are also being reviewed in order to find measures to better align primary and secondary curricula and assessments.
- 1.22 Available data indicates that many young people in urban areas have been exposed to violence.<sup>4</sup> The MOE has developed various programs to model alternative conflict resolution methods in schools. It is expected that work in this area and the establishment of the Parenting Support Commission, will contribute to positive behavior modifications, among both students and their parents, in the long run.
- 1.23 The provision and maintenance of adequate school infrastructure figures significantly in the transformation plans informed by a recently completed space audit (school mapping exercises) by the Planning and Development Division of MOE (2009). The document indicates that approximately 60% of the school plant is in need of repair, and 112 functions in double shifts and over 290 operate in overcrowded settings. Some areas, despite a high demand for secondary education have no facilities available at all, impeding MOE's goal to have universal access to secondary education. In some areas with limited or no access to secondary

---

<sup>4</sup> Darrell Hull (2009). Youth Development Program (Loan 2039/OC-JA). According to his report, Jamaica has one of the highest adolescent-perpetuated rates of violence in the world. In addition, a large proportion of Jamaican adolescents report that they have either stabbed or shot someone else or were themselves victims of such violence, and as many as one-fifth of Jamaican youth carry weapons to school ([see power point presentation](#) October 2009).

places, students have to travel more than the distance considered acceptable to arrive at schools. The lack of adequate school infrastructure is further exacerbated by MOE's recent policy decision to extend the compulsory age for school attendance from 16 to 18 years. Cognizant that the traditional MOE budget will not provide sufficient resources for maintenance of infrastructure, GOJ is exploring alternative means to perform that function (see par. 1.29).

#### **D. Objectives, components and cost**

- 1.24 The overall goal of the programmatic approach is to contribute to improve learning outcomes of Jamaica's students. Its objectives are to support the education transformation process, including both the institutional and policy changes deemed necessary to improve the quality of services provided and increase, performance, efficiency and accountability of the education system.
- 1.25 The specific objectives of the second operation are to support the implementation of the institutional changes, the ongoing curriculum and assessment initiatives as well as, improving school management and relationships with stakeholders through the PBL component. The investment component will provide some support to the MOE's policy to expand compulsory education from age 16 to 18 by providing approximately 2,100 additional secondary school spaces.

#### **E. Program structure & key indicators**

- 1.26 In addition to the requirements for a macroeconomic framework aligned with the program's goal and in line with the agreement with the IMF to be finalized, the PBL component will continue to focus on the reform areas identified in 2008 including: (i) the implementation of institutional changes required for a more efficient delivery of services to schools; (ii) the development of quality inputs (such as curriculum, teacher training, and assessment tools); and (iii) the introduction of mechanisms for enhanced accountability to inform about the system's performance and more stakeholder involvement. The investment component will provide approximately 2,100 additional secondary school spaces and expanded information technical systems to strengthen sector management.
- 1.27 It is expected that improvements in the three policy reform areas will contribute to the provision of quality education and therefore increase the chances to improve student performance. It is anticipated that all the goals in the Policy Matrix will be achieved by the time the operation is presented to the Board of Directors in February 2010.

##### **1. PBL component**

###### **a) Reform Area I. Modernization of the Ministry of Education (MOE)**

- 1.28 The objective of this area is to transform the MOE into a policy ministry focused on policy formulation, quality assurance, monitoring and evaluation, standard

setting and agency coordination. To demonstrate progress in the implementation of the proposed institutional changes, MOE will demonstrate advances in the creation of the National Education Trust (NET) (see below), the piloting of two REEs, and the production of key operational guidelines and manuals for the JTC, and NEI. In the area of curriculum & assessment, MOE will show that it has completed analysis of select curricula in secondary education with the aim to better align it with primary education and the standards of the exit exam at the end of grade 11.

- 1.29 Recognizing the limited space for investments and maintenance in its regular budget, MOE advanced the creation of the NET with the intent to pursue more innovative means to address its infrastructure and maintenance needs. The NET will be an entity with legal status as limited liability company, able to receive and raise funds from other sources than Government resources. A preliminary background study indicates that the education sector is a good candidate for such an initiative.<sup>5</sup>
- 1.30 **As a condition for disbursement of the second operation,** GOJ will present evidence that the policy conditions stated in the Policy Matrix (see Annex II) related to the modernization of the ministry are met, including: (i) an action plan for MOE's transformation speaking to: (a) the creation of the NET to support inter alia, investment in education infrastructure and other capital investment in the education sector; (b) installation of the Jamaica School Administrative Software (JSAS) in all primary schools; (c) MOE central institutional reengineering process commenced; (d) the completed space audit reports of school infrastructure; and (e) a policy on expansion of compulsory school age; and (ii) the drafting of the legislation for the creation of the NEI, JTC and school improvement act. Regarding the establishment of the seven REEs, MOE will meet the following conditions that are contained in the schedule of activities: (i) creation of the MOE working group to implement two pilot REEs; and (ii) completion of the human resource policy to enable staff transition and a transition plan detailing how staffing arrangements will be treated under the modernization program. Concerning the establishment and operation of the NEI and JTC, the MOE will comply with the following policy conditions as outlined in the Performance Agreement or Corporate Plan, respectively: (i) the NEI will have a completed inspection framework document and a number of inspectors trained; and (ii) pilot test of new evaluation framework completed in a limited number of schools. For of the JTC, the following conditions will be met as outlined in the Performance Agreement: (i) copy of its corporate plan; (ii) reassignment of the Teacher Service Commission to the JTC with all its functions; (iii) implementation of the teacher registration system; (iv) code of ethics and standards for the teaching profession developed; and (v) information available about teacher demand/supply. For curriculum and assessment, MOE

---

<sup>5</sup> Using C&D funds, the Bank has conducted a feasibility study for the NET. The consultant has visited Jamaica in December 2009. Results of the study will be available by the end of February 2010. See Arthur Smith 2010.

will provide evidence about its curriculum audit and curriculum revisions in selected subject areas by grade at both the primary and secondary level. To maintain ownership of the transformation among MOE staff, the ministry will provide copies of its draft communication plan and initial implementation efforts.

**b) Reform Area II. Curriculum, teaching, learning and school management**

- 1.31 This reform area intends to promote ownership on the transformation process within the ministry, and following initiatives of a previous IDB loan aim to improve quality in primary and secondary education through the implementation of the National Literacy Strategy, the National Mathematics Strategy and the Lower Secondary Strategy. Besides these pedagogical adjustments, MOE will start testing the appraisal tool for principals, guidance counselors and teachers while simultaneously providing more support for improved teaching. Cognizant of the performance differences among the sexes, the results of the assessments have been disaggregated by gender to allow for discrete monitoring of performance. MOE is exploring different approaches to teach given the differences in learning styles.
- 1.32 Results of the 2009 grade 4 literacy assessment indicate that the support measures seem to have a positive effect. Compared to the 2007 baseline data<sup>6</sup> where the average points of achievement were 63.5%; the 2009 results show an improvement to 70.1% of students achieving mastery in the assessment. Results of the 2009 numeracy assessment will be available later in 2010.
- 1.33 **As a condition for disbursement of the second operation,** GOJ will present evidence that the policy conditions listed in Annex II pertaining to curriculum, teaching, learning and school management are met, including: (i) completion of the database containing baseline information about student performance in grade 4 literacy assessment; (ii) schools have been informed about their performance; (iii) comprehensive literacy strategy drafted; (iv) administration of grade 4 literacy and numeracy tests in all primary schools; (v) data indicating students' performance in grade 4 literacy test; and (vi) results of the review of the grade 6 and 9 assessments. To show the introduction of measures for enhances accountability in the system, MOE will provide evidence of the evaluation report of the application of the revised instruments for principals, guidance counselors and teachers. Furthermore, to show the government's support to improve the quality of teaching, MOE will: (i) demonstrate replenishment of the revolving fund for teachers; and (ii) provide comparative information in the percentage of teachers with a bachelor's degree.

---

<sup>6</sup> Taskforce Report, 2004. National Performance Targets.

**c) Reform Area III. Relationship with communities and stakeholders and behavior modification**

- 1.34 Improved relationships with communities and other major stakeholders in the education have been a pillar of the transformation process which is expected to contribute to counter the rise in violence among young persons. Consequently, MOE/ESTP continues to engage its major stakeholders in the expectation to eventually affect behavior changes in students and also parents. To this end, MOE has developed a National Parenting Policy to be implemented out of a Parenting Support Commission and supports events organized by the NPTA established in 2008.
- 1.35 **As a condition for the disbursement of the second operation,** GOJ will present evidence that the policy conditions in Annex II are met to strengthen stakeholder involvement and efforts to modify behaviors, including: (i) the establishment of the National Parenting Policy and the Parenting Support Commission; (ii) support for the annual NPTA conference and other parenting activities in the regions; (iii) continued stakeholder meetings to inform about literacy initiatives; (iv) manual for school security and safety for secondary schools; (v) strategy on alternate behavior management; and (vi) citizenship education program and a newly developed value-based curriculum guide.

**2. Investment component**

- 1.36 This component will support the following activities aligned with initiatives under the PBL component: (i) construction of a limited number of secondary schools (providing approximately 2,100 additional spaces); (ii) expansion of IT systems within MOE to improve use of data for policy and decision making; (iii) conduct of a literacy survey; and (iv) staff support for the program.
- 1.37 In particular, the investment component will support construction of 2 secondary schools to provide much needed secondary spaces in areas where there is a shortage vis-à-vis demand. Under the Primary Education Support Program (PESP), MOE began to design an Educational Management Information System (EMIS). The component will build upon this work and provide MOE with additional software and hardware to improve the analysis of data for improved policy and decision making and provide at a minimum 50 licenses for use within the education sector (central ministry and regional offices). Finally, loan resources will be used to finance the design and execution of a literacy survey aimed at determining the country's literacy rate and to help MOE to design and implement future literacy programs.<sup>7</sup>

---

<sup>7</sup> It is to be noted that the literacy survey will complement a recently approved Regional Public Goods initiative by the Bank "Common approach to a literacy survey in CARICOM" (RG-T1678).



**Table I-1: Cost table - Investment component**

<b>Sub-Components</b>	<b>IDB</b>	<b>Total %</b>
1. ICT	<b>600,000</b>	<b>4%</b>
2. Infrastructure (construction and furnishing)	<b>12,927,656</b>	<b>86.19%</b>
2.1 School construction	8,888,889	
2.2 External work	2,666,667	
2.3 Construction fees	483,211	
2.4 Furniture and equipment	888,889	
3. Literacy survey	<b>300,000</b>	<b>2%</b>
4. Project administration (inc. audit)	<b>177,000</b>	<b>1.18%</b>
5. Contingency	<b>995,344</b>	<b>6.64%</b>
<b>TOTAL</b>	<b><u>15,000,000</u></b>	<b><u>100%</u></b>

- 1.38 **Relationship to other Bank operations and operations of other international financial institutions.** IDB has long been involved in the education sector in Jamaica. The Bank supported two primary education loans (Primary Education Improvement Programme - PEIP I [Loans 448/OC-JA and 731/SF-JA in 1983] and PEIP II [Loans 586/OP-JA and 697/OC-JA in 1992]). PEIP II, which closed in 1999, financed the rehabilitation of 18 primary schools, replacement of eight primary schools, review of primary curriculum, and the establishment of the National Assessment Programme. In the 1970s, IDB also financed two student loan operations (Loan 283/SF-JA in 1970 and Loan 466/SF-JA in 1976). The PESP (Loan 1264/OC-JA) concluded in 2008. A supplemental loan (Loan 2100/OC-JA) to complete the civil works component was approved in December 2008 and is currently being implemented. The World Bank (WB) supported the Reform of Secondary Education Project (ROSE) which also closed in 2008. Currently, the WB supports a SWAP operation in the early childhood education sector (US\$15 million). The Caribbean Development Bank also has an initiative in the early childhood sector.
- 1.39 **Donor support for the education sector reform.** In May 2008, GOJ requested a Performance Driven Loan (US\$16 million) from the WB to also support the transformation of the education sector. Initially scheduled to start up in 2009, the approval of the operation was obtained in November 2009 with start-up in the first semester of 2010. The WB operation is supporting the following commitments included in this PBL: (i) the establishment of the Jamaica Teacher Council and the National Education Inspectorate; (ii) the piloting of the REEs; (iii) the NET; and (iv) various technical assistance requirements to advance these activities including continued communication and consultation with major stakeholders. The United States Agency for International Development (USAID) provides support for the reform through school based information systems JSAS and technical assistance for the NET; and United Nations Development Programme (UNDP) supports a public expenditure review of the education sector attempting to assess the possible financial impact of the reform. All donors support the transformation process and their interventions are in part guided, by the Loan 2074/OC-JA policy matrix.

## II. FINANCING STRUCTURE AND MAIN RISKS

### A. Financing instruments

- 2.1 To support the implementation of its transformation plans, GOJ requested assistance from the Bank through a Programmatic Policy Based operation consisting of three loans over a time period of five years (2008-2012) accompanying the reform intended to span from 2008 to 2015. As stated previously: (i) the first loan (PBL, Loan 2074/OC-JA) was approved and disbursed in 2008 for the amount of US\$30 million; (ii) the second operation presented here in the amount of US\$45 million is a hybrid operation with both a PBL component for US\$30 million and an investment component for US\$15 million; and (iii) the third operation planned for the year 2012 would be another PBL for the amount of US\$30 million.

### B. Environmental and social safeguard risks

- 2.2 The environmental and social safeguard classification is “C”. The program net environmental and social impacts are likely to be positive for communities within the catchment area who will benefit from new secondary schools.
- 2.3 The Ministry of Education is familiar and has experience in the implementation of the existing environmental regulations of the National Environment and Planning Agency (NEPA), which has the responsibility for the management, conservation and protection of natural resources in Jamaica ([see details](#)).
- 2.4 For the school construction, MOE is exploring the use of a new technology, that is, Insulated Concrete Forms (ICF) which is formwork for concrete that stays in place as permanent building insulation for energy-efficient, cast-in-place, reinforced concrete walls, floors, and roofs. The forms are interlocking modular units that are dry-stacked (without mortar) and filled with concrete. The forms lock together somewhat like Lego. The units are made of polystyrene foam which is the most common board type insulation material. NEPA guidelines will be followed to ensure proper storage, handling, and disposal of any hazardous chemicals associated with the production of polystyrene foam. MOE wants to use this technology for the following reasons: (i) lower construction and subsequent maintenance cost<sup>8</sup>; (ii) materials that have proven to withstand natural disasters; and (iii) faster construction and more predictable costs. In collaboration with the Sustainable Energy and Climate Change Initiative (SECCI), MOE is also exploring integrating features into the new schools to model it to be environmentally friendly. **MOE will conduct an analysis of the new technology by September 2010. The results of the analysis will be shared with the Bank.**

---

<sup>8</sup> The issue of school maintenance has been discussed in great detail in the loan proposal for the supplemental loan to the Primary Education Support Program (JA-L1021).

**C. Fiduciary risk**

- 2.5 The investment component of the proposed operation is expected to have a high fiduciary risk given the complex macro-economic situation of Jamaica. Allocation of counterpart resources for the investment activities has been limited in the past and there are no indications that the situation has significantly changed. To address the cash flow issues, MOE requested that the revolving fund associated with the investment component be set at 10% of the overall loan amount.
- 2.6 Procurement for the proposed investments will be carried out in accordance with the Policies for the Procurement of Works and Goods financed by the Inter - American Development Bank (GN-2349-7) of July 2006; and the Policies for the Selection and Contracting of Consultants financed by the Inter-American Development Bank (GN-2350-7) of July 2006, and with the provisions established in the loan contract and the procurement plan.
- 2.7 **Audits.** The PCU will be responsible for contracting an external auditor and shall present annual financial statements of the investment component audited by an independent auditor acceptable to the Bank within 120 days of the end of each fiscal year, and a final financial statement to be submitted within 120 days after the date of the last disbursement. Audit costs will be financed through the loan.

**D. Other key issues and risks**

- 2.8 **Implementation delays.** The programmatic approach taken by this operation rests on two main assumptions: (i) decentralization will contribute to improved learning outcomes; and (ii) a well developed and sequenced plan for decentralization with defined benchmarks is required for implementation. As discussed above, when compared with the initial 2008 policy matrix, implementation is delayed in this area as MOE is fine-tuning some aspects of its work-plans. An assessment of the delays suggests that the fine-tuning is warranted as in the absence of a clear definition pertaining to the changes in employment conditions for civil servants will make it difficult for MOE to motivate them to move to the REEs. Recognizing the need for this information, MOE is being supported by this by staff of the Cabinet Office and consultants contracted to assist in these matters.
- 2.9 **Capacity building for the NET.** In 2009, GOJ requested Bank assistance to explore possible financing options for the NET. To date, a guaranteed loan and the creation of Public-Private Partnerships (PPPs) appear to be the best options. The Bank will continue this dialogue with GOJ and collaborate with the Multi-Lateral Investment Fund (MIF) and the Infrastructure Division (ICF/CMF). However, due to the pending IMF agreement the creation of PPPs has to be envisioned for a later date as obligations would be considered additional government debt.
- 2.10 **Maintenance of school infrastructure.** As indicated in paragraph 1.29, the NET is expected to address the issue of maintenance in the future. To date, MOE is

providing resources (limited) for school maintenance and has trained primary school principals in school maintenance and developed and distributed a manual to this effect. Given the constraints experienced in this area in the past, it is still expected that the NET will find alternative effective ways to address the maintenance needs. In all schools that will be built under this component, maintenance training will be provided as well as the manual.

- 2.11 **Limited fiscal space.** During the 2009/2010 fiscal year, the budget for capital expenditure of the MOE was reduced by 30% because of the current economic crisis. Nevertheless, GOJ is committed to ensure adequate fiscal space to permit the implementation of the investment component without impediment. MOE and the Planning Institute of Jamaica (PIOJ) already requested the fiscal space for the operation from the Ministry of Finance and Public Service (MOFPS) which is expected to be included in the fiscal year budget 2010/2011. Nevertheless, the issue of fiscal space remains an issue.

### III. IMPLEMENTATION AND MANAGEMENT PLAN

#### A. Summary implementation arrangements

- 3.1 As for the first operation (Loan 2074/OC-JA), the borrower is the GOJ. MOE will be the Executing Agency and PIOJ will act as Program Coordinator, assisted by MOFPS for the policy component. MOE will be the executor of the investment component (see par. 4.4).
- 3.2 **For the PBL component,** MOE through the ESTP is responsible for overall preparation and implementation of the program, including: (i) coordinating the work of the various agencies within MOE (REEs, NEI, JTC, NET) in charge of executing technical activities; (ii) contracting the consultancy services necessary to advance the modernization of the ministry; (iii) ensuring the quality of the reports coming from both the consultants and the agencies; and (iv) anticipating and appropriately resolving the strategic, technical, and coordination risks and problems associated with program execution.
- 3.3 PIOJ, as the Program Coordinator, will be responsible for: (i) monitoring and coordinating activities to comply with program commitments; and (ii) coordinating the required reports by the stipulated deadlines and in the quality expected. PIOJ will act as the liaison with the Ministry of Finance to facilitate the financial arrangements, as well as, with the Bank to manage all official correspondence with regard to this operation. The Bank's previous experience with PBLs, particularly in the social sector, has produced successful outcomes with coordination using a mechanism such as the one proposed here.
- 3.4 **Investment component.** Loan resources will be used to support some staff costs. The project will support a project assistant, senior accountant, and a driver. **The provision of evidence that MOE has successfully acquired the sites for the schools to be built will be a condition prior to first disbursement for the**

**investment component as well as the list of schools selected according to the selection criteria.** Site selection criteria will include the supply and demand for secondary education; priority will be given to areas where secondary spaces are limited and/or non-existent. The Bank will provide its non-objection to the final list of sites to be considered for the construction of the schools.

- 3.5 The MOE/ESTP will be responsible for: (i) preparing an annual work plan for the investment component; (ii) ensuring the achievement of outcomes through the monitoring of indicators listed in the results framework; (iii) preparing and submitting disbursement request to the bank and the corresponding justification of expenses; (iv) preparing the annual financial Program expenses, and the semi-annual Revolving Fund Status Reports; (v) preparing semester project reports; and (vi) maintaining an adequate documentation filing system. **The presentation of the first annual operating plan and the Operation Manual<sup>9</sup> will be prior conditions to first disbursement of the investment component.**

#### **B. Summary of arrangements for monitoring results**

- 3.6 PIOJ will be responsible for monitoring the advancement and completion of the commitments of the program. The institute reports to the Office of the Prime Minister and is in charge of coordinating public sector programs funded by bi-lateral and multi-lateral development partners. Also, PIOJ has prior experience with the Bank in designing, coordinating and executing of both PBL and investment loans.
- 3.7 The Policy Matrix shows selected indicators for monitoring and evaluating the scope of the program objectives. The targets for these indicators are set for 2012, and nearly all indicators and targets are contained in the Task Force Education Reform document, albeit for the year 2015. MOE is tracking the indicators related to student performance through its national assessment system where assessments are given in various subject areas and at different grades levels. The newly created NEI, and JTC have begun to collect and analyze existing data within the education system for their respective purposes. A final evaluation will be conducted by MOE using in-house resources. The Bank Project Team will assist Jamaica in implementing a strategy consisting of: (i) active ongoing support for implementing the conditions for the second loan and disseminating this strategy to the public; (ii) scheduling technical cooperation resources in areas identified; and (iii) carrying out special missions at critical points in program implementation.
- 3.8 For the investment component, MOE will be responsible for the following activities: (i) provide semester reports speaking to the progress made and budget resources used; and (ii) compliance with the contractual clauses.

---

<sup>9</sup> To harmonize project execution between the WB initiative (par. 1.39) and the investment component, a common operation manual will be used by MOE for the two projects.

**Development Effectiveness Matrix  
Summary**

Indicator	Score	Maximum Score
<i>I. Strategic Relevance</i>	High	
<b>1. IDB Strategic Development Objectives</b>	<b>7.8</b>	<b>10</b>
Country Diversification	2.2	2
Corporate Initiatives	2.5	2.5
Harmonization and Alignment	1.1	3.5
Beneficiary Target Population	2.0	2
<b>2. Country Strategy Development Objectives</b>	<b>6.6</b>	<b>10</b>
Country Strategy Sector Diagnosis	4.2	6
Country Strategy sector objective and indicator	2.4	4
<i>II. Development Outcomes - Evaluability</i>	Highly Satisfactory	
<b>3. Evidence-based Assessment &amp; Solution</b>	<b>6.1</b>	<b>10</b>
<b>4. Evaluation and Monitoring Plan</b>	<b>5.8</b>	<b>10</b>
<b>5. Cost-Benefit or Cost-Effectiveness</b>	<b>7.0</b>	<b>10</b>
<b>6. Risks &amp; Mitigation Monitoring Matrix</b>	<b>7.5</b>	<b>10</b>
<i>III. IDB's Role - Additionality</i>		
<b>7. Additionality</b>	<b>7.0</b>	<b>10</b>
Technical assistance provided prior to the project	3.0	3
Improvements in management of financial, procurement, monitoring, or statistics internal controls	4.0	4
Improvements in environmental, health and labor performance	0.0	3

**I. Strategic Relevance:** This operation is being executed in Jamaica, considered a Group C country, through the "policy-based loan" instrument. Its objective is consistent with the Bank's education and innovation initiative. Country monitoring and evaluation systems and environmental management systems will be used. The project's objectives are associated with the strategic objectives set out in the country strategy.B30

**II. Evaluability:** The project is clear in terms of its objectives. Empirical evidence regarding the magnitude of the problem and partial empirical evidence regarding the factors that contribute to it are provided. There are indicators to make it possible to monitor and evaluate the results of the intervention, although for some of them, the baselines still need to be established. The project has established monitoring mechanisms. A specific plan for a reflexive evaluation (before and after) is being presented. The project has a cost-benefit analysis for the school infrastructure subcomponent. The intervention is classified as a C operation. The main environmental and social risks have been identified as have the required mitigation measures, but no indicators, baselines, or targets have been established that would make it possible to follow up on implementation of those mitigation measures.

**III. Additionality:** The executing unit has support from technical-cooperation operation ATN/SF 5551 JA for project design and execution. Implementation will help improve the executing agency's performance.

## POLICY MATRIX

Objectives	Policy conditions for the 1 <sup>st</sup> programmatic loan	Policy conditions for the 2 <sup>nd</sup> programmatic loan (03/2010)	Indicative triggers of the 3 <sup>rd</sup> programmatic loan (11/2012)
1. Maintain a stable macroeconomic framework.	1.1 The policy letter and the macroeconomic framework of the borrower are consistent with the program objectives.	1.1 Compliance with the guideline set forth in the policy letter and a macroeconomic framework that is consistent with the program objectives.	The Borrower shall maintain an appropriate macroeconomic policy framework congruent with the Program's objectives and in accordance with the provisions of the Policy Letter.
<b>A. Modernization of the ministry</b>			
2. A modernized central Ministry of Education (MOE) focused on: <b>policy</b> formulation; <b>monitoring</b> and evaluation; <b>standard</b> setting; and agencies <b>coordination</b> .	<p>2.1 Modernization framework to transform MOE into a policy based organization including:</p> <ul style="list-style-type: none"> <li>(i) <b>Approved organizational structure of a policy MOE</b> containing the staff structure and posts.</li> <li>(ii) <b>Proposed action plan</b> to transform MOE to a policy-based ministry, including HR transition and related Terms of Reference (TOR), staffing, training, and operational arrangements developed.</li> <li>(iii) <b>Indicative Medium Term Financial Plans (MTFP)</b> for MOE, Regional Education Agencies (REAs) and Agencies with financial implications for implementing MOE reforms.</li> <li>(iv) <b>Change Implementation Team (CHIT)</b> established to provide oversight for the implementation of the action plan.</li> </ul> <p>2.2 Proposed legislative changes, including changes to the Education Act, required to implement the recommendations of the National Task Force on Education Reform to effect the modernization of MOE.</p>	<p>2.1 Transformed MOE operations according to the Action Plan, including:</p> <ul style="list-style-type: none"> <li>(i) National Education Trust (NET) to support investment in education infrastructure and maintenance and other capital programs created.</li> <li>(ii) Pilot of the Jamaica School Administrative Software (JSAS) installed in 500 schools out of approximately 1,000 primary and secondary schools and 400 schools trained in its use. Action plan for training for remaining 600 schools completed.</li> <li>(iii) Space Audit of primary and secondary schools updated and working paper for de-shifting secondary schools updated.</li> <li>(iv) Policy drafted to increase compulsory education age from 16 to 18 years.</li> <li>(v) Institutional reengineering process under way for the modernization of the ministry; consultants, working together with MOE-HR department.</li> </ul> <p>2.2 MOE is in the process of drafting legislation pertaining School Improvement Act and establishment of JTC, and NEI.</p>	<p>Ministry restructured and streamlined to focus on policy and strategy in place, in accordance with the Action Plan and fully responding to the Blue Prints. Establishment of a maintenance fund for school infrastructure for school through the NET.</p> <p>JSAS expanded to most of the schools and training in its appropriate use in accordance to the Action Plan.</p> <p>Start implementation of the de-shifting secondary education plan.</p> <p>Amendments to the Education Act approved by Parliament.</p>

Objectives	Policy conditions for the 1 <sup>st</sup> programmatic loan	Policy conditions for the 2 <sup>nd</sup> programmatic loan (03/2010)	Indicative triggers of the 3 <sup>rd</sup> programmatic loan (11/2012)
<p>3. More effective delivery of education through the transformation of five new REEs with greater autonomy and with responsibility for providing quality support to schools in their respective region, in line with national education policy.</p>	<p>3.1 Decision by Ministry of Education to transform existing six Regional Education Offices (REOs) into five REAs aligned with parish boundaries providing quality support to schools in their respective regions.</p> <p>3.2 Framework Document (FD) to transform existing REOs to new REAs containing: mission and strategic objectives; principles associated with autonomy and better inter-sectoral coordination; process for appointment and responsibilities of Chief Executive Officers (CEO); and draft Performance Agreement (PA) for CEO which includes service delivery standards.</p>	<p>3.1 Number of Regional Education Entities (REEs) to be created redefined: increased to seven REEs from initial six REOs.</p> <p>3.2 Works towards converting Regions 1 and 2 into REEs commenced; Schedule of Activities towards the establishment of the two pilot REEs completed:</p> <p>(i) Creation of the REE working group within MOE to implement the two pilot REEs. Completion of the report of the prior option review to inform the governance arrangements to be put in place.</p> <p>(ii) HR policy completed. Implementation of HR Transition Plan started.</p>	<p>Progress implementing REEs:</p> <p>(i) Attaining the targets agreed upon in the PA/CEO.</p> <p>(ii) Increase attendance, from 79% to a standard of 85% attendance of students.</p> <p>(iii) Two regions (Region 1 and 2) actually aligned with Parish boundaries.</p> <p>Works towards converting the other Regions into REEs commenced.</p> <p>Key staffing provided for the new REE.</p>
<p>4. Improve the standards and quality of the education system at all levels with the creation of the <b>National Education Inspectorate</b> (NEI) to evaluate the education system at all levels, make recommendations for improving the system's effectiveness in delivering education, and disseminate results.</p>	<p>4.1 NEI established on an interim basis as part of the Education Transformation Team (ETT) to evaluate the education system; improve effectiveness in delivering education; and disseminate results. Chief Inspector (CI) appointed.</p> <p>4.2 Framework document prepared for NEI containing role, function, budget, and management structure of the agency.</p> <p>4.3 PA executed between CI and Permanent Secretary (PS).</p>	<p>4.1 Indicators and targets for the NEI accomplished in accordance with commitments expressed in the PA including:</p> <p>(i) Inspection Framework Document or procedural manual drafted.</p> <p>(ii) Contract Inspectors engaged and trained, according to the PA.</p> <p>(iii) Pilot test for Pre-Inspection School Self Evaluation developed by MOE and conducted in 10 schools.</p> <p>(iv) First term school inspection with visits to at least 10 schools completed.</p>	<p>Progress in NEI:</p> <p>(i) The NEI converted into a performance based statutory body, accountable to Minister.</p> <p>(ii) Indicators and targets accomplished.</p> <p>(iii) Baseline analysis about quality and standards of education advanced.</p> <p>(iv) Schools inspection report available to the public.</p>



Objectives	Policy conditions for the 1 <sup>st</sup> programmatic loan	Policy conditions for the 2 <sup>nd</sup> programmatic loan (03/2010)	Indicative triggers of the 3 <sup>rd</sup> programmatic loan (11/2012)
<p>5. Raise the level of professionalism and quality of teaching with the creation of the <b>Jamaica Teaching Council (JTC)</b> in order to define standards, registration and licensing procedures; and provide strategic directions for in-service training.</p>	<p>5.1 JTC established on an interim basis as part of the ETT to define the standards for the profession and provide strategic direction for the in-service teacher training. Head of the agency appointed.</p> <p>5.2 Framework Document prepared for JTC containing role, function, budget, and management structure of the agency.</p> <p>5.3 PA executed between Head of the Agency and PS.</p>	<p>5.1 Indicators and targets for the JTC accomplished in accordance with commitments expressed in the PA including:</p> <ul style="list-style-type: none"> <li>(i) Corporate Plan 2010/11 for JTC completed with indicators and targets, and key staffing in place.</li> <li>(ii) Teaching Service Commission (TSC) with all its functions transferred to JTC enabling principal appointments and teacher registrations.</li> <li>(iii) Implementation of teacher registration started to assist in managing teacher demand and supply; at least 60% of teachers registered.</li> <li>(iv) FD for licensing completed; licensing scheme designed; Code of Ethics and Standards Requirements drafted.</li> <li>(v) Data collection process of annual school census completed (instrument to include questions regarding teacher demand by subject areas).</li> </ul>	<p>JTC is a decentralized performance based statutory body accountable to Minister.</p> <p>Following practices in place:</p> <ul style="list-style-type: none"> <li>(i) Code of regulations (standards) for teaching profession.</li> <li>(ii) Licensing scheme and % of teachers registered according to PA.</li> <li>(iii) Induction strategy.</li> <li>(iv) Plan to manage the distribution of teachers implemented.</li> </ul>
<p>6. MOE to provide an <b>integrated curriculum and assessment framework</b> to meet the needs of the education system to develop &amp; monitor Jamaica's education curriculum and student assessment systems, as well as collect, analyze, and disseminate assessment information.</p>	<p>6.1 Framework documents prepared for the creation of the CAA proposing the role, function, budget, and management structure, including Draft PA for CEO which includes service delivery standards.</p>	<p>6.1 Targets in curriculum and assessments as established in the MOE's Strategic Corporate Plan achieved:</p> <ul style="list-style-type: none"> <li>(i) Internal Audit of primary curricula in all 5 subject areas for Grades 1-6 completed.</li> <li>(ii) Using CSEC syllabi Grades 10-11 as a guide, the scope and sequence for Grades 7-11 Math and English completed.</li> <li>(iii) Development of integrated science and social studies curricula for Grades 7-11 completed.</li> </ul>	<p>Targets in curriculum and assessments as established in the Corporate Plan achieved.</p> <p>Curriculum and assessment framework articulated.</p>

Objectives	Policy conditions for the 1 <sup>st</sup> programmatic loan	Policy conditions for the 2 <sup>nd</sup> programmatic loan (03/2010)	Indicative triggers of the 3 <sup>rd</sup> programmatic loan (11/2012)
7. Promote ownership of the transformation process within the Ministry.	7.1 Program of consultations and relevant publications to secure ownership and acceptance within the MOE.	7.1 Implementation of Communication Plan started.	Continue consultations, distribution of publications, and assignment of roles inside MOE.
<b>B. Curriculum, teaching, learning and school management</b>			
8. To improve quality in primary and secondary education through the implementation of: the <b>National Literacy Strategy</b> (NLS); the <b>National Mathematics Strategy</b> (NMS); and the <b>Lower Secondary Strategy</b> (LSS).	<p>8.1 (i) NLS approved by MOE. (ii) Literacy 1-2-3 implemented in all primary schools. (iv) Support structure provided by ETT to identify and support underperforming primary schools, in place.</p> <p>8.2 (i) <b>NMS</b> approved by MOE. (ii) At least 244 underperforming schools for targeted interventions identified. (iii) Support structure provided to schools by MOE.</p> <p>8.3 <b>Lower Secondary Level Concept Paper</b> (LSCP) completed setting out the purpose and proposed components of the strategy targeting Grades 7 to 9.</p>	<p>8.1 Literacy and numeracy. (i) Database to monitor performance in literacy of all primary schools in Grade 4 assessments completed for 2004-2008 and numeracy for 2009; database to contain benchmarks and national targets for literacy. (ii) Schools informed about their performance record with regional/national comparisons (Grade 4 report). (iii) Comprehensive Literacy Strategy for improving literacy performance drafted including accountability matrix and proficiency pathway.</p> <p>8.2 Tests. (iv) Grade 4 Literacy and Numeracy Tests implemented in all (793) primary level institutions (Grades 1-6); with at least 46,000 primary students registered for the Grade 4 exam (approximately 100% registration of 4<sup>th</sup> grade cohort) in 2009. (v) Performance in Grade 4 Literacy Test improves from an average of 63.5% in 2007 to 70.1% in 2009. (vi) New Diagnostic Test for pre-CXC (Grade 9) assessment in Math and English in 28 secondary schools, completed (2009). (vii) Review of transition methodology/assessment from Grade 6 to Grade 7 (GSAT) completed.</p>	<p>Progress implementing NLS and attaining midterm targets consistent with strategy. 85% of children achieving mastery on Grade 4 test.</p> <p>Progress implementing NMS and attaining midterm target. 60% of children achieving mastery Grade 4 test.</p> <p>Progress implementing the LSS and attaining midterm targets consistent with the strategy.</p>

Objectives	Policy conditions for the 1 <sup>st</sup> programmatic loan	Policy conditions for the 2 <sup>nd</sup> programmatic loan (03/2010)	Indicative triggers of the 3 <sup>rd</sup> programmatic loan (11/2012)
9. Enhanced accountability of the system through appraisal of Principals and Guidance Counselors, and Teachers.	9.1 New instruments to <b>appraise</b> Principals and Guidance Counselors developed and tested.  9.2 Review and improved instrument for teacher appraisal to enhance performance management of teachers.	9.1 Principals, Guidance Counselors and Teachers evaluated in 75 schools using improved appraisal instruments.	Performances appraised annually against agreed objectives; used for identifying training needs and influence remunerations.
10. Improve quality of teaching by supporting continuing education for teachers.	10.1 Creation of teachers' <b>Revolving Loan Fund</b> to support teachers in attaining graduate status.	10.1 Government continues to replenish Revolving Fund according to demand (JA\$45 million in 2009 vs. JA\$100 million in 2008).  10.2 Trained Teachers with Bachelor degrees increased from 29.6% in 2006/2007 to 34.2% in 2008/2009.	Teachers with Bachelor degree increase from a baseline of 20% in 2008 to 40% in 2012.
<b>C. Relationship with communities and stakeholders and behavior modification</b>			
11. Improve stakeholder and community involvement in education.	11.1 Creation of a <b>National Parent Teacher Association</b> (NPTA) to raise parental awareness and involvement.  11.2 Plan of a <b>Community Consultations Program</b> (CCP).  11.3 Community consultation on education reform in collaboration with the Social Development Commission undertaken in two regions.	11.1 Drafting of National Parenting Policy, and legislation drafted for the creation of the Parenting Support Commission.  11.2 Provision of MOE support for the annual conference of the NPTA and other parenting activities in the regions.  11.3 Stakeholder meeting on literacy in all six regions.	National Parenting Policy in place.       Complete <b>CCP</b> and identify and implement recommendations arising from them.
12 Behavior management Strategy.		12.1 Manual for school security and safety completed and distributed and being implemented in all secondary schools.  12.2 MOE has developed strategies for alternative methods of discipline including: Strategy on alternate behavior management; the citizenship education program, and a value- based curriculum guide.	Manual for school security and safety used in about 40% of primary schools and all secondary schools.  Preliminary results showing decline in disruptive and violent behavior in schools.

### RESULTS FRAMEWORK FOR THE INVESTMENT COMPONENT

Component	Base	Year 1	Year 2	Year 3	Target Phase I	Comments
<b>Objective:</b> The goal of this program is to improve the learning outcomes of Jamaica's education system. Its purpose is to support the education transformation process, including both the institutional and policy changes deemed necessary to improve the quality of services provided and increase the efficiency and accountability of the education system.						
<b>Subcomponent 1.1 Information technology</b>						
<b>Outputs</b>						
New data mining software packages installed and used by 80 MOE officials/departments.	0		Installation of system and 20 "core trainers" trained.	60 staff trained in use.	80	It is planned that 80 MOE officials will be trained in the use of the software. REOs, JTC, NEI, MOE will be included.
<b>Intermediate outcomes</b>						
Improved access to reliable, timely and comprehensive information for planning, monitoring and evaluation of policies and programs.	0	Report on Requirements definition for linking various databases completed.	At least two existing databases linked to the MIS platform.	At least four existing databases linked to MIS platform.	4	Quality Assurance unit will be responsible. Executive managers will be using the information.
<b>Subcomponent 1.2 Civil works/school construction</b>						
<b>Outputs</b>						
Additional Places created in Secondary Education.	174,560			2,100	2,100	It is expected that 45% will be completed in year 2 of construction (45% of the package (two schools); 55% in 2012/2013. Places refer to the spaces created to accommodate additional students. It is expected that two schools will be constructed with a capacity for either 900 or 1,200 students.
Completion of pre-contractual work (design).		Completed				
<b>Intermediate outcomes</b>						
Teacher/student ratio improved.	1/45			1/40		
Existence of maintenance plan for each school.				2		

Component	Base	Year 1	Year 2	Year 3	Target Phase I	Comments
% of students have reduced travel time to arrive at school.				100		School population in the two schools.
<b>Subcomponent 1.3 Literacy survey</b>						
<b>Outputs</b>						
National literacy survey completed and results available.	0			1		

### SUMMARY PROCUREMENT PLAN

Ref. No.	Description and type of the procurement contract	Estimated Contract Cost (US)	Procurement method <sup>1</sup>	Review (ex-ante or ex-post)	Source of financing and percentage		Pre-qualification (Yes/No)	Estimated dates		Status (pending, in process, awarded, cancelled)	Comments
					IDB %	Local/Other %		Publication of specific procurement notice	Completion of contract		
	<b>Goods</b> Related hardware and software to support enhancement of the Ministry's EMIS.	600,000	ICB	Ex-ante	100		No	Jun. 10	Dec. 11		
	<b>Civil Works</b> Construction of 2 secondary schools	11,500,000	ICB	Ex-ante	100		Yes	Jun. 10	Dec. 12		
	Furniture for secondary school	888,889	NCB	Ex-ante	100		No	TBD			
	<b>Technical assistance</b> Technical Coordinator (24 months)	300,000	QCNI	Ex-ante	100		No	TBD			
	Project Assistant (24 months)		QCNI	Ex-ante	100		No	TBD			
	Consulting Firm to conduct national survey to determine national literacy rate in Jamaica.		QCBS	Ex-ante	100		No	TBD	Mar. 13		
	Contracting of Audit Firm		20,000	QCBS	Ex-ante	100		No	TBD		

Note: As indicated in the procurement assessment, this decision will be reviewed once a qualified procurement manager has been hired for the project unit. The ex-ante review might then be changed to an ex-post review.

<sup>1</sup> **Goods and Works:** **ICB:** International competitive bidding; **LIB:** limited international bidding; **NCB:** national competitive bidding; **PC:** price comparison; **DC:** direct contracting; **FA:** force account; **PSA:** Procurement through Specialized Agencies; **PA:** Procurement Agents; **IA:** Inspection Agents; **PLFI:** Procurement in Loans to Financial Intermediaries; **BOO/BOT/BOOT:** Build, Own, Operate/Build, Operate, Transfer/Build, Own, Operate, Transfer; **PBP:** Performance-Based Procurement; **PLGB:** Procurement under Loans Guaranteed by the Bank; **PCP:** Community participation procurement. **Consulting Firms:** **QCBS:** Quality- and Cost-Based Selection **QBS:** Quality-Based Selection **FBS:** Selection under a Fixed Budget; **LCS:** Least-Cost Selection; **CQS:** Selection based on the Consultants' Qualifications; **SSS:** Single-Source Selection. **Individual Consultants:** **NICQ:** National Individual Consultant selection based on Qualifications; **IICC:** International Individual Consultant selection based on Qualifications