



# Project Completion Report

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## PCR

***Project Name: Supplemental to the Primary Education Support Project (PESP)***

***Country: Jamaica***

***Sector/Subsector: Education***

***Original Project Team: Sophie Makonnen (EDU/CHA), Project Team Leader; Sabine Rieble-Aubourg; Carlos Gargiulo and Claudia Cox (SCL/EDU); Javier Jiménez (LEG/SGO); and Janet Quarrie (CCB/CJA).***

***Project Number: JA-L1021***

***Loan Number (s), TC(s): 2100/OC-JA***

***CRG Date: April 10, 2017***

***Final Approval Date of PCR: May 3, 2017***

***PCR Team: Principal Author and Members: Carol Watson Williams (Consultant) and Cynthia Hobbs (EDU/CPN), Principal Authors. Janet Quarrie (CCB/CJA), Andrene Henry (Consultant), Members.***

## **Acronyms and Abbreviations**

CMU	Change Management Unit (equivalent to the PMU of the ESTP)
ESTP	Education System Transformation Programme
GOJ	Government of Jamaica
IDB	Inter-American Development Bank
IMF	International Monetary Fund
MOE	Ministry of Education
MOF	Ministry of Finance
NET	National Education Trust
PESP	Primary Education Support Project
PMU	Project Management Unit
PIOJ	Planning Institute of Jamaica
SBMP	School-Based Maintenance Programme

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Table 1: Status of Civil Works at conclusion of PESP

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1. Final version of the Progress Monitoring Report (PMR)
2. QRR Results and Procedures Report (to be included following the QRR)
3. Minutes of the project's Exit Workshop
4. Written feedback from the Government (including the overall assessment of the Bank performance)

## I. Basic Information

BASIC DATA (AMOUNTS IN US\$)							
<b>PROJECT NO:</b> JÁ-L1021	<b>TITLE:</b> SUPPLEMENTAL TO THE PRIMARY EDUCATION SUPPORT PROJECT (PESP)						
<b>Borrower:</b> THE GOVERNMENT OF JAMAICA	<b>Date of Board Approval:</b> 17 December 2008						
<b>Executing Agency (EA):</b> Ministry of Education and Culture (MoEC)	<b>Date of Loan Contract Effectiveness:</b> 19 January 2009						
<b>Loan(s):</b> 2100/OC-JA	<b>Date of Eligibility for First Disbursement:</b> 8 May 2009						
<b>Sector:</b> Education	<b>Months in Execution</b>						
<b>Lending Instrument:</b> Investment	* from Approval: 84						
	* from Contract Effectiveness: 83						
	<b>Disbursement Periods</b>						
	<b>Original Date of Final Disbursement:</b> 19 January 2011						
	<b>Current Date of Final Disbursement:</b> 31 December 2015						
	<b>Cumulative Extension (Months):</b> 60						
	<b>Special Extensions (Months):</b> 0						
	<b>Loan Amount(s)</b>						
	* Original Amount: US\$14,000,000						
	* Current Amount: US\$14,000,000						
	* Pari Passu (if applicable): n/a						
<b>Poverty Targeted Investment (PTI):</b> No	<b>Disbursements</b>						
<b>Social Equity (SEQ):</b> No	* Amount to date: US\$12,999,999.58 (93%)						
<b>Environmental Classification:</b> C	<b>Total Project Cost</b> (Original Estimate): US\$14,000,000						
	<b>Redirectioning</b>						
	<b>Has this Project?</b>						
	Received funds from another Project [ ]						
	Sent funds to another Project [ ]						
	N/A [xx]						
	<table border="1"> <thead> <tr> <th>To/From Project Number</th> <th>From Sub-Loan Number</th> <th>Amount</th> </tr> </thead> <tbody> <tr> <td></td> <td></td> <td></td> </tr> </tbody> </table>	To/From Project Number	From Sub-Loan Number	Amount			
To/From Project Number	From Sub-Loan Number	Amount					
	* Current amount (adjusted for redirectioning):						
	<b>On Alert Status</b>						
	Is project currently designated "on alert" by PAIS:						
	No						
	If yes then why is the project on alert (DO , IP Ratings and/or relevant PAIS indicators):						
	Comments on relevance of "on alert" status for this project (if applicable):						

Summary Performance Classifications				
DO	[ ] Highly Probable (HP)	[ X] Probable (P)	[ ] Low Probability (LP)	[ ] Improbable (I)
IP	[ ] Highly Satisfactory (HS)	[ X] Satisfactory (S)	[ ] Unsatisfactory (US)	[ ] Very Unsatisfactory (VU)
SU	[ ] Highly Probable (HP)	[ X] Probable (P)	[ ] Low Probability (LP)	[ ] Improbable (I)

## **II. The Project**

### **a. Project Context**

Jamaica has long recognized the importance of education to economic development. An Education Reform Task Force (TF) was created in 2004 and developed an action plan to reflect Government priorities for education and training. The TF's report included a focus on the state and the capacity of the physical plant. While acknowledging advances in enrolment, with considerable progress in reaching near universal access in early childhood, primary education (Grades 1-6) and lower secondary education (Grades 7-9), the TF report pointed out shortages and insufficient quality of spaces. It identified schools with inadequate staffrooms, administrative office space and sick bays (area with a bed for sick children to rest), and limited facilities for the physically challenged, as well as inadequate ventilation and lighting, water supply, and sanitary facilities. The shift system, designed to alleviate the capacity problem in the short run, resulted in reduced contact teaching time (4.5 hours/day vs. 5.5 for whole day schools) and less time for co-curricular activities. The TF recommended to: (i) determine additional space required; (ii) rehabilitate and upgrade schools to international standards; (iii) rationalize the available primary school capacity and (iv) build schools to meet the space demand.<sup>1</sup>

These recommendations were considered in the design of the Primary Education Support Project (PESP) (Loan 1264/OC-JA) and the Supplemental PESP (Loan 2100/OC-JA). Loan 1264/OC-JA was the original loan of US\$39.5 million (reduced to US\$37 million in 2004) and was approved by the Board of the Inter-American Development Bank (IDB) in September 2000 to assist the Government of Jamaica (GOJ) to finance improvements in the primary education system. These improvements were focused on three components: (1) Quality assurance for improved educational performance and equity; (2) Institutional development for improved sector management and efficiency, and (3) Civil works for school expansion, construction, and maintenance. The original loan was fully disbursed by 2008, but the activities under Component 3, the civil works component, had not been completed due to cost escalations and the reduction of the loan amount.

In order to complete the remaining civil works activities planned under Component 3 of the original Loan 1264/OC-JA, the GOJ requested an additional US\$14 million. These additional funds became the Supplemental to the PESP (Loan 2100/OC-JA) and were approved in 2008; the Supplemental Loan Contract was amended in February 2014 to include the construction of additional classrooms at the primary level using the funds originally allocated for Hellshire Primary School (see further explanation below).

There were a number of schools that were designed and/or started under the original loan and carried forward to the Supplemental. These had completion rates of between 0% and 60% when the parent loan closed. Table 1 shows the progress of these schools under the Supplemental, as well as the four schools that were later added. It should be noted that this Project Completion Report specifically addresses the activities carried out under the Supplemental Loan 2100/OC-JA.

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<sup>1</sup> Loan Proposal for the Supplemental to the Primary Education Support Project (PESP), Inter-American Development Bank, 2008.

**Table 1: Status of Civil Works at conclusion of PESP (original project and Supplemental PESP)**

Name of School	Type of Intervention	Percentage Completion with Loan 1264/OC-JA and OPEC831P*	Percentage Completion at closing of Loan 2100/OC-JA
Hellshire Primary	New School	0%	0%**
Chester Castle All Age	Extension	60%	100%
Fruitful Vale All Age	Full Replacement (new site)	55%	100%
Mansfield Primary	New School	44%	100%***
Lucea Primary	Extension	10%	100%
Red Hills Primary	Partial Replacement	0%	100%
Sheffield Primary	Full replacement (new site)	60%	100%
McIntosh Primary	Addition of classrooms		100%
Zion Hill Primary	Addition of classrooms		100%
Four Paths Primary	Addition of classrooms		100%
Barracks Road Primary	Addition of classrooms		100%

\*Source: IDB Loan Proposal, 2008.

\*\* This school was ultimately not built. See explanation further below.

\*\*\* This school was completed but was later declared ineligible. See further explanation below.

## **b. Project Description**

### **i. Development Objective(s)**

The objective of the original Primary Education Support Project (PESP) (Loan 1264/OC-JA) was to improve the quality and efficiency of the primary education system through quality assurance, institutional development and civil works. The Supplemental to PESP (Loan 2100/OC-JA) provided additional financing for Component 3 of the original loan, namely civil works for school construction, expansion, and maintenance. The objective was to continue to increase student places with the replacement, expansion and construction of schools.

### **ii. Components**

The Supplemental to PESP had one main component focused on civil works with the following activities: (i) replacement of existing buildings beyond repair because of inadequate construction, structural defects, old age, and other conditions such as inadequate space for expansion; (ii) expansion of schools located in existing facilities which were severely overcrowded and (iii) construction of two new schools.

The goal of the Supplemental was to provide 5,270 quality spaces at the primary level of which 3,255 would be new. This was to be achieved with 3,905 spaces via school replacements and expansion, of which 1,890 would be new<sup>2</sup>, and 1,365 from the construction of two new primary schools. Schools were chosen using the criteria established under the parent loan, namely socio-economic status of location, level of

<sup>2</sup> This would result in a 50% increase in capacity at those schools.

overcrowding, and the demonstration of unmet need via catchment analysis, including access and enrolment criteria (IDB Loan Proposal, 2008). The number of school spaces was reduced to approximately 3,745, through replacements and extension of existing schools, in the amended Loan Contract signed in February 2014.

### **III. Results**

The Supplemental achieved its overall objectives of increasing student places at the primary education level (though fewer than planned) and improving the quality of spaces and learning environment in the targeted schools, as measured by the reduction of class size to 35 students per classroom, deemed by the Ministry of Education (MOE) to be a better learning environment. Through the replacement and expansion of schools, the capacity of the system was expanded, overcrowding was alleviated at seven schools under the project and three in the immediate vicinity, and all nine project schools are operating on the whole day system although two of them are still overcrowded due to an expansion in enrolment (see Table 2 below). The expansion of spaces was deemed important to provide a learning environment that would support overall improvements in learning outcomes when combined with the quality-related outcomes from the parent loan. The rationale was that removing students from the shift system would increase the number of classroom contact hours (instructional time) from 4.5 to 5.5 for those students, and this in turn, would lead to possible improvement in academic performance. This is supported by research which shows that increased instructional time is one of the factors which explain school effectiveness (Dobbie and Fryer, 2012,<sup>3</sup> Farbman and Kaplan, 2005)<sup>4</sup>. Hence, the activities, outputs and outcomes, were well placed to assist in achieving the intended project impact.

Though the quality of spaces improved, the Supplemental fell short of meeting the agreed number of spaces. Of the revised 3,745 places, per the Amended Loan Contract, 3,115 were created (of which 1,645 were new) through improvement in infrastructure on five schools (either expansion or replacement), with a further four, not on the original list, benefiting from the addition of classrooms (see the final list of all schools in Table 1 above and the expanded capacity in Table 2 below). This was accomplished over seven years, well outside the original time frame.

The number of new spaces fell short for two reasons: (i) With regards to the new schools to be built, Hellshire Primary was not constructed due to community concerns, shortage of funds and a determination by the MOE's planning division that an additional primary school was no longer needed; and although Mansfield Primary was built as projected, it was converted to a secondary school by GOJ and thus declared ineligible under this project. As a result, the expected 1,365 student places from the two new schools did not materialize. (ii) Nine extra schools were added to the original list, but due to fiscal constraints, only four were expanded, adding 700 new spaces.

<sup>3</sup> Dobbie, W. and Fryer, R.G (2012). Getting Beneath the Veil of Effective Schools: Evidence from New York City. Harvard University.

<sup>4</sup> Farbman, D. and Kaplan, C. (2002). Time for a Change: The Promise of Extended-Time Schools for Promoting Student Achievement. Massachusetts 2020.

### a. Outcomes

The Supplemental included a results framework, agreed with the Government, with outcome indicators related to school expansion. The PCR team used the results framework and indicators from the IDB's monitoring documents (PMRs) to measure the outcomes of the project and to capture results achieved under the program.

**Table 2: Results of Supplemental PESp**

School	Action	Previous capacity	Revised capacity	Enrolment at close of project	Occupancy ratio	Status
Chester Castle All Age	Expanded - 9 new classrooms	230	325	230	71%	Whole day
Lucea Primary	Expanded - 18 new classrooms, Library, Kitchen, toilet block (per gender), Admin block, Multipurpose room, upgraded playing field and multipurpose hard court.	505	975	830	85%	Whole day
Sheffield Primary	Replaced - 15 new classrooms, Library, toilet block (by gender), New playing field, Performing Arts Centre	250	525	313	60%	Whole day
Fruitful Vale All Age	Replaced - 9 new classrooms, Library, toilet block (per gender), Kitchen, Admin block, playing field, Performing Arts Room	190	225	145	64%	Whole day
Red Hills Primary	Fully replaced – 18 new classrooms, library, toilet block (per gender), Kitchen, Admin block, playing field, Performing Arts Room	560	630	541	86%	Whole day
Zion Hill Primary	Expanded by 4 classrooms	140	280	175	63%	Whole day
Four Paths Primary & Jr High	Expanded by 4 classrooms, toilet block (per gender), kitchen & food prep block	445	585	557	95%	Whole day
McIntosh Primary	Expanded by 8 classrooms	560	840	1232	147%	Whole day-overcrowded
Barracks Road Primary	Expanded by 4 classrooms	960	1100	1578	143%	Whole day-overcrowded



## ACHIEVEMENT OF DEVELOPMENT OBJECTIVES (DO)

### Development Objective(s) (Purpose) | Key Outcome Indicators

1. Improvement of the quality and efficiency of primary education through increased student places with the replacement, expansion and construction of schools

*Classification: P*

	Planned Outcomes		Outcomes Achieved		
			Baseline	Intermediate	End of Project
1.1	Occupancy rate reduced in benefited schools		186% (2003)	106% (2010)	94% <sup>5</sup> (2015)
1.2	Students benefited by education projects		0	2,415	4,709
1.	Benefited schools maintained in good condition (maintenance plans delivered)		n/a	5	9
2.	Schools de-shifted in 3-mile radius from new PESP schools		0	0	3

### Reformulation.

N/A

**PMR Retrofitting.** Indicate if and when the PMR was retrofitted and explain any changes resulting from this exercise.

N/A

### Summary Development Objective(s) Classification (DO):

[ ] Highly Probable (HP)      [X] Probable (P)      [ ] Low Probability (LP)      [ ] Improbable (I)

#### Occupancy rate reduced in benefited schools

The spaces made available under the Supplemental loan have eased, though not fully eliminated, overcrowding in two schools. In other cases, due to a policy change that moved lower secondary students out of All-age schools, the additional spaces have resulted in excess capacity (see prior and revised capacity, and occupancy rates at Project's end in Table 2 above). This policy change was not foreseen when the schools were selected for expansion. Although Four Paths Primary & Junior High remained on shift, nearby Osborne Store Primary & Junior High was de-shifted, and Four Paths, with an occupancy ratio of 95%, was expected to operate as a whole day school by 2017. Both Barracks Road Primary and McIntosh Primary still had occupancy ratios above 100% at project closing, despite the addition of 140 and 280 spaces, respectively. Sheffield Primary had the lowest occupancy ratio (60%), while others ranged from 64% (Fruitful Vale All Age) to 86% at the replaced Red Hills Primary. Lucea Primary had the most extensive expansion. There was a full school replacement of Red Hills Primary, previously an All Age School with grades 7-9. Although the replacement school only increased the capacity by 70, the abolition of the All Age component and conversion to a full Primary School made more spaces available for primary level students. In all the schools, the new spaces improved the quality of the school infrastructure and the learning environment.

#### Benefited schools maintained in good condition

Maintenance plans for all schools are mandated per the Loan Contract. The MOE instituted a School-Based Maintenance Programme (SBMP), under which each school with an enrolment of 210 or less would receive a basic grant of \$10,000, and schools with more students would receive an additional \$33.00 per capita. This is in addition to the Special Maintenance Grant allocated to all schools. Under the SBMP, each school is expected to form a Maintenance Committee which has general oversight for all the maintenance needs of the plant. In addition, the Principals were trained under PESP in the SBMP process.

#### Schools de-shifted in 3-mile radius from new PESP schools

A total of three schools were de-shifted in a three-mile radius of PESP schools. This is consistent with one of the key results indicators of the project, "diminished overcrowding in target schools or in those neighboring the new ones being built". There is one shift school near Red Hills Primary, which has remained on shift because: (a) although in the 'vicinity', it is still some distance away from Red Hills and (b) it is a large school, with almost 1,500 students. De-shifting would require far more spaces than those provided at Red Hills.

<sup>5</sup> This differs from the rate in the final PMR since additional clarifications were provided by the MOE after the PMR was completed.

**Country Strategy**

The Country Strategy for Jamaica, approved in 2012, covered the period 2013-2014. The Bank focused its support on the following priority areas: (i) Fiscal Sustainability, (ii) Social Protection & Safety, and (iii) Financial Sector and Business Climate. Within the second priority area, there was a focus on enhanced quality and access to education which was fulfilled through the provision of additional, better quality spaces. The 2016-2020 Country Strategy will support the government's development agenda and address constraints to economic growth. The strategy has the following objectives: (i) improve public sector management, (ii) boost private sector led growth and competitiveness, and (iii) enhance human capital protection and development. This third objective is also fulfilled through improved schooling conditions, which contribute to the Government of Jamaica's Vision 2030. Provision of new and improved learning spaces also fulfills a key action of National Outcome #2 of the Vision 2030 (world class education and training), namely to "enable a satisfactory learning environment for all students."

**b. Externalities**

The inclusion of an elevator at Red Hills and ramps in the other schools raised greater awareness of the needs of children with special needs. This occurred in parallel with an initiative of the MOE to identify children with special needs and find ways to address these needs in the education system and to make education programs more accessible.

## c. Outputs

IMPLEMENTATION PROGRESS (IP)			
<b>Components (Outputs):</b>			
<b>1. Component 1: Civil Works</b> Total cost of Component 1: Planned: US\$11,709,999.58    Actual:US\$11,325,896.22 Counterpart: n/a IDB: US\$11,325,896.22 IDB Disbursement: 96.72%  <u>Classification:</u> S			
<b>Key Output Indicators:</b>			
<u>Planned Outputs</u>	<u>Baseline</u>	<u>Outputs Achieved</u> <u>Annual/Intermediate</u>	<u>End of Project</u>
1.1 New schools built (Hellshire; Mansfield)	0	1*	0
1.2 Schools partially replaced (Red Hills)	0	1	1
1.3 Existing schools expanded (Chester Castle, Lucea Primary)	0	1	2
1.4 Schools fully replaced (Fruitful Vale, Sheffield)	0	1	2
1.5 Additional classrooms (constructed and furnished) - #of schools	0	0	4
*There is 1 intermediate output in 1.1 because the school was built but then declared ineligible, so the output at End of Project was 0.			
<u>Briefly explain differences between planned and actual outputs</u>  Output 1.1 was not achieved due to the reasons cited above, namely that Hellshire was never built because of community concerns and shortage of funds and a determination by the MOE's planning division that an additional primary school was no longer needed due to population shifts; and Mansfield was built but later declared ineligible. More details regarding these two schools are provided below.  Outputs 1.2, 1.3 and 1.4 were achieved as planned.  Due to a shift in the Ministry's approach and given budgetary restrictions, a decision was made to add classrooms to four existing schools that had not been on the original list of PESP schools. A related indicator (1.5) was added to the results matrix in 2014 (upon signing the amended Loan Contract) to track this specific output.			
<b>Restructuring.</b> Indicate if this component was restructured (date of approval by Manager). Briefly discuss the consequences of these changes. N/A			
<b>Summary Implementation Progress Classification:</b>			
<input type="checkbox"/> Highly Satisfactory (HS) <input checked="" type="checkbox"/> Satisfactory (S) <input type="checkbox"/> Unsatisfactory(U) <input type="checkbox"/> Very Unsatisfactory (VU)			

#### d. Project Costs

Investment Categories	Total Project Cost - Planned (US\$000)	Total Project Cost - Actual (US\$000)	% Difference
Partial replacement of schools	3,600,000.00	3,588,194.63	99.7
Full replacement of schools	2,700,000	2,984,981.93	110.6
New schools	4,100,000	1,929,517.86	47.1
Expansion of existing schools	3,000,000	3,207,305.16	100.07
Project Management and Audit	600,000	1,290,000.00	200.15
<b>TOTAL</b>	<b>14,000,000</b>	<b>12,999,999.58</b>	<b>92.86</b>
Briefly explain any differences. <ul style="list-style-type: none"> <li>- There was a slight cost overrun for the full replacement of schools.</li> <li>- The funds used for the new schools (Hellshire never built, Mansfield built but funds replaced) were eventually used to construct the additional classrooms in four schools. This cost was significantly less than the amount required to build new schools.</li> <li>- The cost for project management and audits was more than double because the project extended for five years beyond the original time frame. This was due to construction delays, national budgetary constraints which limited the funds available for project spending, and the return of the funds related to Mansfield.</li> <li>- The GoJ cancelled US\$1,000,000.42, bringing the total project cost to \$13 million.</li> </ul>			

### IV. Project Implementation

#### a. Analysis of Critical Factors

The Project met the overall development objective of increasing student places at the primary education level and improving the quality of spaces and learning environment in the targeted schools. However, there were several factors that affected project implementation:

Changing conditions and priorities related to construction of the new schools: The MOE's decision not to construct the school at Hellshire and to convert Mansfield Primary to a secondary school, thus making it an ineligible expense, undermined the achievement of the output related to number of student spaces. In the case of Hellshire, objections from the community, outstanding contractual issues, concerns about the adequacy of funds to build the school (MOE letter to IDB dated March 1, 2013; IDBDOCS#37551754) and a determination by the MOE's planning division that an additional primary school was no longer needed due to population shifts, led to the decision not to carry out construction. Mansfield, on the other hand, was built to accommodate 840 students, but was subsequently converted into a secondary school because the MOE determined that the community had a greater unmet need for secondary places than for spaces at the primary level. The demand at the primary level, the MOE argued, could be filled by expansion of existing primary schools, but there was immediate need for a new secondary school in the community (MOE letter to IDB dated July 26, 2012; IDBDOCS#37031983). When the IDB was notified that the school had been converted officially, the GOJ was asked to return the funds (IDB letter to MOE dated November 7, 2012; IDBDOCS#37155797) used to build the school for the following reasons:

- (i) the actions were a breach of the conditions of the loan since funds were to be used to expand access to school capacity at the primary level;

- (ii) the needs at the primary level had not been met in the surrounding community, as evidenced by continued overcrowding and very poor conditions in nearby Breadnut Hill Primary (272 students enrolled vs. capacity of 220) and Ocho Rios Primary still on double shift (1,851 students enrolled, 925 per shift vs. capacity of 1,125) (Inspection visit report dated Sept 13, 2012; IDBDOCS#40785916); and
- (iii) there was a reputational risk for the IDB because the school, as constructed, did not meet the building or curriculum standards for a secondary school (no science laboratories, classrooms small for age group, etc.).

Financial Issues: When the GOJ made the decision in 2013 to return the funds used to build Mansfield Primary, the funds went back into the project account. This forced the funds' reentry into the project cycle and precipitated a review of the project to facilitate the use of the reimbursed funds. The MOE identified nine additional schools to be targeted for expansion.<sup>6</sup> However, Jamaica experienced severe fiscal constraints during the last few years of project implementation, which translated into limited resources allocated to the project, despite their availability under the loan. The MOF did not allocate the budget amounts requested by the MOE to carry out the action plans; as a result, the nine additional schools were eventually reduced to four, and US\$1.0 million of the loan was cancelled.

Project Management: When the funds were returned to the project account in 2013, this required a two-year extension to the disbursement expiration date. At that time, there were two Project Management Units (PMUs) operating in the MOE. The IDB and the MOE agreed to merge the PMUs, which led to greater efficiencies in project management and better sharing of information within the MOE. This was a positive change.

Implementation Delays: The project exceeded its original implementation timeframe by five years. This was due in part to construction delays. Red Hills Primary, for example, took nearly four years to complete because of delays caused by geological issues, some of which were anticipated but the extent of which were only clear once the work had begun. Other delays were caused by lengthy GOJ procurement procedures, especially for civil works, by the return of funds into the project fund, requiring a two-year extension, and by budgetary constraints as described above.

#### **b. Borrower/Executing Agency Performance**

The performance of the MOE was satisfactory. The implementation of the project was fully integrated into the operational activities of the MOE. While there was a dedicated project team that oversaw the administrative and technical details of implementing the project, the MOE provided valuable support services. The PMU had dedicated procurement and financial management officers throughout project implementation. The MOE used consultants on site during construction of the schools which allowed the Ministry to be proactive in the management of the contracts, being on spot and able to respond quickly as soon as issues arose.

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<sup>6</sup> Classrooms blocks were to be added to Breadnut Hill Primary, Hastings Primary, Bryce Primary, Mandeville Primary and Junior High, McIntosh Primary, Zion Hill Primary, Four Paths Primary, and Barracks Road Primary. Of these nine, only the latter four were eventually expanded.

The merge of the PMUs, under the aegis of the Education System Transformation Programme (ESTP) Change Management Unit (CMU) and the leadership of the ESTP Director, resulted in greater overall efficiency in the management of Bank-funded projects within the MOE, with ESTP taking on the oversight role for all such projects in the Ministry. It also allowed for the project to benefit from the leadership of an experienced project manager, freeing technical staff to focus on their areas of expertise, rather than being involved in managing the project, an activity for which they were neither trained nor hired.

The ability of the Ministry to seek alternative ways of meeting the project goals after the two new schools were removed, demonstrated a measure of flexibility and effectiveness. The MOE was able to identify additional schools, to be expanded to provide new spaces to complement those built in the first five schools, bringing the project close to its original target. The decision to revisit the space needs in the communities served by Hellshire and Mansfield indicated prudence on the part of the MOE, given the amount of time that had transpired since the initial projections had been made.

Borrower/Executing Agency			
<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

### c. Bank Performance

The Bank carried out regular supervision missions and maintained a close relationship with the MOE. The Bank showed flexibility throughout the project, and sought to support the government decision to use the funds that were returned to the project account. The Bank provided ongoing fiduciary training and guidance to the PMU and assisted with the merging of the PMU into the ESTP's CMU. Although there were several changes in Team Leaders, the transitions were smooth and there was continued positive dialogue with the GOJ.

Bank Performance			
<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

## V. Sustainability

### a. Analysis of Critical Factors

There are several factors contributing to the sustainability of the project achievements:

- There is a long-term bi-partisan commitment to education as outlined in Vision 2030 which defines Jamaica's development priorities for the next 15 years. Its vision is "Jamaica, the place of choice to work, do business and raise families". Under *Goal #1: Jamaicans empowered to achieve their full potential*, the attainment of a 'world-class' education system is identified as one of the expected national outcomes. Expansion of access and improvements in the learning environment of students at the primary level will contribute to this outcome.

- The Loan agreement required that the GOJ “preserve all the works of the Project in the operating conditions in which they were upon their completion, at a level compatible with the services they should provide.” It went on to mandate the development of Maintenance Plans for all schools benefiting under the project (Section 4.02 (a)-(c)) to ensure that acceptable mechanisms were in place to maintain the upgraded schools and sustain the gains. The maintenance of these schools is part of the overall MOE thrust to keep the existing school inventory at a level conducive to learning. To this end, the MOE instituted a School-Based Maintenance Programme (SBMP), under which each school with an enrolment of 210 or less receives a basic grant of \$10,000, and schools with more students receive an additional \$33 per capita. This is in addition to the Special Maintenance Grant allocated to all schools. Under the SBMP, each school is expected to form a Maintenance Committee which has general oversight for all the maintenance needs of the plant. In addition, the Principals were trained under PESP in the SBMP process.
- The construction of additional spaces at the primary level supports the government in achieving specific goals in its National Education Strategic Plan 2011-2020. These include the provision of: (a) equitable access and high quality education for all Jamaican children ages 3-18; (b) a safe and secure learning environment which is conducive to learning for all students by 2020; and (c) a resource rich learning environment for all learners in the public system by 2020. These goals were assisted by the provision of new classroom spaces and the building of Libraries, Performing Arts Centres/rooms, Resource rooms, and playing fields.

## **b. Potential Risks**

- The GOJ continues to experience fiscal constraints, and although the maintenance plans are in place, the real challenge lies in finding the resources to execute them. An assessment in 2012 estimated that it would cost J\$18,000 per student/year, or an average of J\$8 million per school<sup>7</sup>, for primary schools to be adequately maintained. In 2012/13, the GOJ allocated J\$62.1 million (the equivalent of the amount needed for seven schools of the 720 in the country) to maintain the plant and equipment at primary schools (PMU Maintenance Plan 2012/13). It should be noted that in 2015, the GOJ increased the primary school maintenance grant<sup>8</sup>, although the extent of the increase or the amount currently dedicated to school maintenance was not released. However, in the 2014/15 FY, the allocation for capital expenditure at the primary level was reported as J\$160 million (PIOJ, 2015:22.2), significantly less than would be needed to achieve the estimated J\$8 million per school mark for the 720 public primary schools. Data on the allocation of maintenance funds from the recurrent budget

<sup>7</sup><https://www.mona.uwi.edu/cop/sites/default/files/resource/files/Secondary%20and%20Primary%20Education%20in%20Jamaica.pdf>

<sup>8</sup> [http://www.jamaicaobserver.com/news/Education-minister-announces-increase-in-primary-school-maintenance-grant\\_19220834](http://www.jamaicaobserver.com/news/Education-minister-announces-increase-in-primary-school-maintenance-grant_19220834)

for 2014 is not available. Close monitoring of the School-Based Maintenance Programme (SBMP) will be required, both in the allocation of funds to schools and their use of those funds.

- Population shifts might lead to overcrowding in some, predominantly urban, areas and excess capacity in others, as experienced in the All-age schools where lower secondary students were shifted out leaving unused spaces. The role of the MOE's Planning Department will be important in monitoring population shifts and quickly identifying emerging needs and solutions, such as closing or expansion of schools.

### **c. Institutional Capacity**

The GOJ has a long history of supporting education across administrations and changes in political parties. The MOE established an education reform plan (the Education System Transformation Programme/ESTP) in 2005 and has met many of the ESTP goals, establishing a solid foundation for expansion of quality education in Jamaica. The merge of the PMUs under the ESTP's Change Management Unit (CMU), and the MOE's use of the ESTP's CMU to oversee all multilateral funding, provides strong leadership and efficient management of funds. Further, the IDB has been working with the ESTP, under PESP and other loan operations, to seek ways to better use national fiduciary systems and strengthen fiduciary staff.

The implementation of the project was fully integrated into the operational activities of the Ministry of Education. The MOE's Planning Department is strong, and well placed to monitor infrastructure needs. The MOE established a National Education Trust in 2010, focused primarily on construction management. The NET will be instrumental in partnering with the Planning Department to oversee school infrastructure and implementation of the SBMP. The IDB has a long trajectory of working with the GOJ in the education sector and will continue to support the sector.

#### **Sustainability Classification SU:**

<input type="checkbox"/> Highly Probable (HP)	<input checked="" type="checkbox"/> Probable (P)	<input type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)
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## **VI. Monitoring and Evaluation**

### **a. Information on Results**

The Programme Monitoring Unit at the MOE collected data on the increase in capacity and the enrolment rates at the beneficiary schools. Monthly reports on the progress of the work were submitted by the Technical Services Unit, and bi-annual semestral reports were submitted by the PMU/CMU to the IDB, MOE and the PIOJ. Reports were also submitted to the IDB by consultants assigned to the project on its behalf. These data sources assisted the Bank in monitoring the progress of the civil works and the extent to which the additional space was being utilized by students in the school catchment areas.



Process monitoring was done via the reports which were prepared by the PMU/CMU. These included the annual financials of the Project's expenses, and the semi-annual revolving fund status reports and bi-annual project reports.

#### **b. Future Monitoring and Ex-Post Evaluation**

The MOE will continue to monitor infrastructure needs, within the context of its National Education Strategic Plan 2011-2020 and the GOJ's Vision 2030, to remove all schools from the double shift system and provide quality education spaces for all school-age children. The MOE will continue to require Maintenance Plans for all schools. A formal ex-post evaluation of the project was not carried out, in light of the fact that this was a Supplemental loan.

The focus of the Supplemental was on school construction. Given that expansion of spaces was meant to provide a learning environment that would support overall improvements in learning outcomes, it would be interesting to look at learning outcomes in those schools to gauge possible improvement in academic performance.

### **VII. Lessons Learned**

**Infrastructure improvements are greatly appreciated.** There were noticeable improvements in the quality of spaces and learning environment in the targeted schools. The spaces, when they became available, provided much improved facilities for the current students, even in the overcrowded schools. This was particularly true for the replacement schools where the staff expressed appreciation for the better-quality surroundings in which they now work and the children learn.

**Infrastructure activities should include a degree of financial flexibility.** Due to the nature of construction activities, it is common practice to build in flexibility for cost overruns. Inclusion of contingencies allows the Borrower to have a degree of flexibility regarding changes in construction costs. It is important to carry out an accurate estimate of construction costs during project preparation and to assess bids during the procurement process to ensure that the resources are adequately budgeted. The Supplemental experienced some overruns, partially due to topographical issues (Red Hills), price movements in materials and manpower, and changes in exchange rate over the life of the project.

**Infrastructure work, in order to meet current needs, must be executed quickly.** If infrastructure is to meet current needs, it must be carried out quickly. There is a risk of population shifts over time, negating or underestimating space needs in some areas. Proper population projections are also important to ensure that schools, once built, are still relevant to the community's needs. In the case of the Supplemental, the long delay to project completion meant that at least one cohort of primary school students missed out on the potential benefits of the expanded access and improved learning environment.

**Planning of project activities must consider local processes and conditions.**

Future projects should consider more carefully all the GOJ procurement and contracting processes, as well as school locations. In the case of this Supplemental, it would have led to a more realistic timeframe. When the Supplemental agreement was signed in 2008, it was expected that the remaining work on the schools would take only two years. Although four of the schools were well advanced when the Supplemental began (see Table 1), there were several that had not started. Contractual issues affected Hellshire Primary, and soil conditions created a one-year delay in construction of Red Hills Primary. Disbursement delays were caused by delays in the contract and construction approval processes from the Office of the Contractor General, Cabinet, and parish councils, as well as in-house delays in producing suitable and adequate project documentation for these processes.

**Open communication is important.** The GOJ's decision to shift the purpose for Mansfield Primary, without prior consultation with Bank rules and regulations, ultimately led to its declaration as an ineligible expense. The conversion of this school resulted in significant delays in the implementation of the project, and a reshaping of some of the activities.

**National fiscal constraints can affect project implementation.** The decision to build classrooms in four schools rather than undertake whole school construction or replacement was due to the limited financial space afforded by the MOF. This was largely due to the tight economic climate in which the project was being executed, the resulting fiscal constraints due to the world economic recession in 2008, and Jamaica's subsequent entry into an Extended Fund Facility with the International Monetary Fund (IMF) in 2013. Fiscal constraints led to reduced national budgetary allocations to the Project. This resulted in drawdowns not being aligned with the planned investment schedule which ultimately led to the cancellation of \$1.0 million of loan funds.

**Strong commitment and flexibility leads to creative solutions.** Given the above-mentioned fiscal constraints, the MOE had to seek less costly approaches to achieve the overall objective of providing additional spaces at the primary level. All the partners (MOE, MOF, PIOJ and IDB) demonstrated commitment and flexibility to seeking new ways to meet the space needs, which allowed the GOJ to improve the conditions of primary school access.

**Annexes:**

1. Final version of the Progress Monitoring Report (PMR)
2. QRR Results and Procedures Report
3. Minutes of the project's Exit Workshop
4. Written feedback from the Government (including the overall assessment of the Bank performance)

# ANNEX 2 QRR Results and Procedures Report

JA-L1021 - Results and Procedures Report QRR  
Page 1 of 1

**JAMAICA. Supplemental to the Primary Education Support Project (PESP)  
(JA-L1021)  
PROJECT COMPLETION REPORT  
QUALITY AND RISK REVIEW (QRR) – RESULTS AND PROCEDURES REPORT**

**A. QRR PROCEDURE**

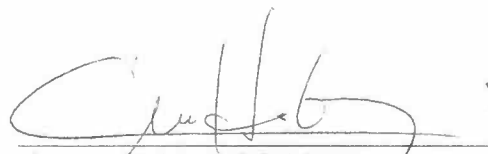
The Project Completion Report (PCR) was distributed for comments to the QRR on April 10, 2017. The document was sent to: Kevin McTigue; Katharina B. Falkner-Olmedo; VPC-FMP; IDB Finance Department, Accounting Control Unit; IDB Finance Department, Financial Services Unit; Arturo Jose Galindo; SPD-SDV; Office of the Manager SPD; Tracy A. Betts; Cheryl Gray; Office of the Manager, RES; Janine Ferretti; Harold Arzu; Therese Turner-Jones; Adriana R Maraviglia. In addition, copy of this distribution was sent to: SCL-SCL; Hector Salazar Sanchez; Ana Rodriguez-Ortiz; Antoni Estevadeordal; Jose Juan Ruiz Gomez; C. Federico Basanes; Office of the Manager - CID; Office of the Manager - CCB; Office of the General Manager CAN; Office of the Manager CSC; Office of the Manager CDH; ESRNET; Emiliana Vegas; Mariana Alfonso; Ernesto Martinez; Gregory Michael Elacqua; Cynthia Marie Hobbs; Janet Jean Quarrie; Livia Elisa Mueller; Rafael Eduardo Contreras Gomez; Juanita Caycedo Duque; Jorge Antonio Bazan; Maria Fernanda Villa Gonzalez; Rafael A. Rodriguez-Balza; Maya Asakura; Office of the Vice President, Sector & Knowledge. No meeting was convened to discuss the document as a whole, nor specific issues.

**B. NON-RESOLVED ISSUES**

None.

**C. COMMENTS**

No comments were received.

  
Cynthia Hobbs (EDU/CPN)  
QRR Secretary

  
Emiliana Vegas (SCL/EDU)  
Chief, Education Division

## **ANNEX 3**

### **Notes from the Supplement to the Primary Education Support Project Exit Workshop** **June 23, 2016**

The meeting was held at the Ministry of Education, and attended by: Janet Quarrie, Cynthia Hobbs (IDB); Carol Watson Williams (PCR Consultant); Jean Hastings, Anthony Thomas, Judith Sayle, Carey Brown, Traceloy Solomon, Olive Lawes, Marcia Philips Dawkins, Phillippa Grant Smith (MOE); Cassandra Anderson, Tijeane Johnston (NET); Tracie-Ann West (PIOJ); Andrea Allen (MOF).

The meeting generally agreed with the assessment of the project as presented in the draft Project Completion Report (PCR). However, the following issues were raised in order to guide the revision of the Report:

1. Need to look at how a project is framed within the context of the project development objective. This includes the fact that due to a decline in the fertility rate, the number of primary age students is declining. This affected the enrolment rate in two project schools, Lucea Primary and Chester Castle All age. Both were overcrowded at project inception, but with the passage of time, the primary age population in Hanover has declined, and they now have space. It was important to note that the low enrolment rate does not suggest poor planning and site identification on the part of the MoE and the IDB, as a thorough inventory and mapping of schools was conducted to ensure the selected school sites met the criteria. Rather, this reflects a demographic shift which has been acknowledged in Jamaica.
2. The PCR team requested that the MoE supply final figures on the number of classroom spaces created under the project, as there was an inconsistency in some of the documents and information gathered for the report.
3. The MoE requested that reference to the project management issues under the NET be recast to speak more broadly to bureaucratic issues in the MOE that created delays.
4. The MOE requested that a note be added regarding flexibility and commitment of all the partners (IDB and from the MOF/PIOJ) in responding to challenges and finding new ways to meet the project objectives. This allowed the GOJ to improve the conditions of primary school access, despite the fact that it had already met the MDGs for universal primary education.
5. The MOE team reiterated that it had always enjoyed a good relationship with the IDB and appreciated the technical skills of the education specialists, as well as the support from the Country Representatives for education development.
6. There was a discussion on the disadvantages of borrowing in one currency and spending in another, as the project incurred losses based on the variations in the exchange rate over time.

The GoJ team indicated that once the requested revisions were made, they were in agreement with the overall findings of the report.

## ANNEX 4. Borrower's Evaluation

Inter American Development Bank  
Project Completion Report (PCR)  
Borrower's Evaluation

<b>Project name:</b> Primary Education Support Project [Supplementary ]	
<b>Executing Agency:</b> Ministry of Education Youth & Information	
<b>Borrower:</b> The Government of Jamaica	
<b>Date of Project Approval:</b> December 17, 2008	<b>Date of Contract Effectiveness:</b> January. 19, 2009
<b>Date of Borrower Evaluation:</b> July 7, 2016	<b>Date of Workshop:</b> June 23, 2016
<b>Borrower Project Performance Ratings</b>	

### Probability on Achieving its Development Objective(s):

☒ Highly Probable (HP) [ ☒ ] Probable (P) [ ☐ ] Low Probability (LP) [ ☐ ] Improbable (I)

### Project Implementation:

[ ☐ ] Highly Satisfactory (HS) [ ☒ ] Satisfactory (S) [ ☐ ] Unsatisfactory (US) [ ☐ ] Very Unsatisfactory (VU)

### Sustainability of Project Results: ☒

[ ☐ ] Highly Probable (HP) [ ☒ ] Probable(P) [ ☐ ] Low Probability (LP) [ ☐ ] Improbable (I)

### Comments

Development Objectives: Overall, the project has succeeded in achieving its objectives, in respect of the added school spaces. This assessment is based on the added capacity against what was initially proposed [planned increase 2,415, built spaces 3,115]. The Project allowed for reduction in overcrowding (Chester Castle and Red Hills where the population decreased), and in one instance the removal of the shift system (Osbourne Store PJH was removed from the shift) which was a primary goal of the project. The project was able to satisfy the Ministry's pressing demand for school spaces, as though it faced many fiscal issues it received strong support from the Borrower and the Bank who both exhibited flexibility in how the project was administered.

Project Implementation: Project implementation progressed fairly well throughout most of the life of the project's second phase even though the period of execution was significantly extended and there were modifications in project output to meet new and emerging needs. The PMU's stewardship is rated as satisfactory, responding well to fiscal challenges and the changing environment in the executing agency which had some impact on the governance arrangements under which the project was given oversight. To some extent the delays experienced could, in some respect, be accounted for by this.

In one instance community response to planned construction and change in demand for school spaces resulted in the elimination of construction for the proposed Hellshire Primary school. Construction costs at the Red Hills Primary school were increased due to significant re-measurement of works consequent on the soil conditions which had been predicted though the extent was not known. There was no easy remedy for this as the school was needed in the area selected and the issue with the soil was a common feature of the area.

Sustainability of Project Results: Both phases of the PESP made its mark in the education sector. Among the positive factors contributing to sustainability are: (i) Improved approach and value of school maintenance; (ii) the establishment of an agency that will focus on supporting educational infrastructure; (iii) increased consciousness and efforts to end the shift system; and (iv) declining demand as reflected in excess capacity in some of the schools constructed under the project, this will stabilize demand within existing capacity.

### **Bank Performance**

Please rate the Bank's overall performance during project preparation and execution. Factors to be considered include the extent to which the Bank facilitated a participatory project design, proposed adequate technical solutions to the problems identified, and responded to the needs of the Borrower (timeliness, selection of instrument type) as well as technical assistance (including informal and formal training) to Executing Agency, timeliness of Bank response and the Bank's flexibility to respond to emergency situations during project implementation.

[ ] Highly Satisfactory (HS) [ X ] Satisfactory(S) [ ] Unsatisfactory (US) [ ] Very Unsatisfactory (VU)

Comments:

Project design: The Bank and the Borrower worked together to design the second phase of the project. The Development Objective was in line with the education priorities at that time and its commitment to offering universal access at primary.

Project implementation: The Bank provided support to the PESP team through training and its flexible approach in helping the project meet its goals. The changes in task managers were smooth and there was good dialogue and understanding between the Borrower and the Bank. The Bank was responsive to the Borrower's needs and requests during implementation.

### **Borrower Performance**

Please rate your own overall performance during project preparation and execution.

[ ] Highly Satisfactory (HS) [ X ] Satisfactory(S) [ ] Unsatisfactory (US) [ ] Very Unsatisfactory (VU)

Comments:

Project Preparation: The Borrower worked with the Bank to prepare the second phase of PESP. Cost projections at the time of planning did not and perhaps could not have predicted the instability which ensued that saw the significant devaluation of the Jamaican currency.

Project Implementation: Overall, the Borrower was committed to the development objective and to the achievement of the targets as it was willing to allow the project to utilize funds returned to complete its construction programme. The PMU worked well to implement the planned construction activities.

<b>Additional Suggestions to Improve Bank's Performance</b>
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None.