

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

JAMAICA

MODERNIZING THE SCHOOL FEEDING PROGRAM

(JA-T1046)

PLAN OF OPERATIONS

This document was prepared by the project team consisting of: Isabel Nieves (SCL/SPH), team leader, Leslie Stone (SCL/SPH), Donna Harris (SPH/CJA), Sarah Howden, consultant, Diego Buchara (LEG/SGO); Martha Guerra (SCL/SPH); Janet Quarrie (CBB/CJA); Magda Theodate (PDP/CTT); and Graham Williams (PDP/CJA).

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APPENDICES

**Draft Resolution (at Loan Committee Stage – in the language of the document
Resolution (if Board approval applies – in English and Spanish)**

BASIC SOCIOECONOMIC DATA

For basic socioeconomic data, including public debt information, please refer to the following address:

<http://www.iadb.org/RES/index.cfm?fuseaction=externallinks.countrydata>

INFORMATION AVAILABLE IN THE FILES OF SCL/SCL

PREPARATION:

Executive Assessment of the Jamaica School Feeding Program in support of the preparation of the IDB Social Protection Support Program (JA-L1020), prepared by Sarah Howden, May 2009.

Interim Report on the Evaluation of the School Lunch Programme financed through the Absenteeism in Jamaica's Primary Schools (JA-T1009) TC. May 2009.

Rethinking School Feeding: Social Safety Nets, Child Development and the Education Sector, (Bundy et al, World Bank) 2009

EXECUTION:

[Draft Terms of Reference for various committees, consultants and studies.](#)

ABBREVIATIONS

FY	Fiscal Year
GOJ	Government of Jamaica
JA	Jamaica
JSF	Japan Special Fund
MMIS	Management and Monitoring Information System
MOE	Ministry of Education
NPL	Nutrition Products Limited
PATH	Programme for Advancement through Health and Education
PIOJ	Planning Institute of Jamaica
PTD	Project Technical Director
SFP	School Feeding Program
SSN	Social Safety Net

PLAN OF OPERATIONS

Modernizing the School Feeding Program

(JA-T1046)

I. EXECUTIVE SUMMARY

Beneficiary:	Government of Jamaica (GOJ)
Project team:	Isabel Nieves (SCL/SPH), team leader, Leslie Stone (SCL/SPH), Donna Harris (SPH/CJA), Sarah Howden, consultant, Diego Buchara (LEG/SGO); Martha Guerra (SCL/SPH); Janet Quarrie (CBB/CJA); Magda Theodate (PDP/CTT); and Graham Williams (PDP/CJA).
Executing agency:	Ministry of Education (MOE)
Benericiaries:	The Jamaica School Feeding Program (SFP)
Financing:	IDB (JSF-non reimbursable): US\$450,000 Local: US\$110,000 Total: US\$560,000
Objectives:	The goal is to contribute to the policy and institutional reforms of the SFP so it can better reach its objective of improving regular school attendance among students from the poorest income quintiles. The specific objective is to improve the Program's operations by: (i) modernizing and upgrading its managerial tool kit and organizational structure; and (ii) generating evidence to improve the efficiency and quality of its snack component.
Execution timetable:	24 months for execution; 30 months for disbursement
Special contractual conditions:	Hiring of the Project Technical Director, business management and information specialists are special conditions prior to first disbursement, as are the appointments of the Technical Committee and of the administration and procurement officer.
Exceptions to Bank Policies:	None
Environmental and social review:	ESR reviewed the TC Plan of Operations on November 03, 2009. No environmental or negative social impacts are expected to result from this operation. This TC does not include any infrastructure works. It focuses on improving the managerial toolbox of the SFP.
Coordination with other MDBs:	Coordination with the World Bank is ongoing regarding the PATH program, whose beneficiaries receive a feeding grant through the SFP.

II. BACKGROUND AND JUSTIFICATION

- 2.1 **Context.** Since 2000 the GOJ has been reforming its Social Safety Net (SSN). While progress on the reform has been significant, the reform goals of the SFP have not yet been achieved. The Ministry of Education (MOE) acts as a central procurer, producer and distributor of food commodities. Unsatisfactory production and delivery procedures, insufficient staffing, incomplete managerial and monitoring information systems and inefficiencies in the budget structure persist, compromising its objective of promoting school attendance among poor students.
- 2.2 **School Attendance.** Despite high enrollment¹, attendance in about 20% of the primary schools falls below the 90% target set by the MOE; in rural areas it is as low as 50%. The private costs of education are a contributing factor to low levels of attendance among the poor, especially in rural areas.² Qualitative evidence suggests that some parents keep children out of school on days they cannot provide lunch money. In this context, if a quality meal or snack were provided at school free of charge to targeted low income students in a consistent, non-stigmatizing manner, one would expect their attendance rates to improve.
- 2.3 **School Feeding Program.** The SFP is one of the oldest³ and largest of JA's SSN programs. Its objectives are to encourage regular school attendance, alleviate hunger, enhance learning capacity, serve as a source of income transfer, and provide nutrition education.⁴ Its budget in fiscal year (FY) 2009/10 was about US\$27 million or 3% of total MOE recurrent spending. The program benefits around 397,000 students with a meal and/or a snack in schools from pre-primary to secondary. There is little reliable administrative data to calculate true program reach; indirect estimates put coverage at 43% of all students and almost 80% of students in primary and lower secondary schools. Until recently, program benefits were "self-targeted" in that students who could afford to do so purchased a meal.⁵
- 2.4 **SFP Subsidy for PATH Students.** In 2007/08 the SFP's budget doubled due to the injection of funds to finance a fully subsidize daily meal for students from households participating in the Program for Advancement through Education and Health (PATH), a conditional cash transfer program. With this measure, the SFP began explicitly targeting some of its benefits. However, the yearly allocations

¹ Enrollment in preschools is 92%, in primary schools, 91% and in secondary schools, 78%.

² The 2007 Jamaica Survey of Living Conditions reports that 50% of households in the lowest quintile cite 'money problems' as the main reason for not sending children to school; the cost of lunch is the most significant component (40%) of household school expenditures.

³ A school meal service has been in existence for approximately 70 years.

⁴ Stated objectives have not been critically assessed recently. Hunger is neither widespread nor chronic in Jamaica. In fact, the prevalence of malnutrition is very low but overweight is on the rise among school children. The nutrition education objective has no operational measures under implementation.

⁵ Up to 2008 the practice had been for schools to provide up to 20% of lunches free of charge to needy students identified on an ad hoc basis by school staff. However, not all schools have been aware of the policy and exemption criteria are not explicit or systematically applied.

have been insufficient to cover the real cost of lunch five days a week for all PATH students for the entire academic year. In FY 08/09, the SFP received US\$13.09 million to cover 119,000 PATH beneficiaries, even though the number of PATH students had risen to 182,500 by February 09. During the current school year PATH will reach 196,000 education beneficiaries; however, the allocation increase of January 2010 will cover only 186,000 students. The yearly capitated amount increased from US\$56 in FY07/08 to US\$110 in FY 08/09 and then decreased in real terms to an average of US\$99 in FY 09/10, which was not disbursed evenly among the three terms of the school year. Furthermore, the subsidy does not cover the 21,300 three to five year-olds from PATH households attending preschool.⁶

- 2.5 There is no monitoring system to ensure that PATH students are receiving this benefit as intended. The PATH program provides the MOE with yearly school lists of PATH students and the SFP Unit gives each school the corresponding quarterly amount to cover that school's PATH students for the number of school days in a given quarter, based on the capitated amount for the school year. At the school level, however, there is wide variation as to how the feeding grant is targeted and applied. Many PATH students frequently pay for part of their meals.
- 2.6 **SFP Current Feeding Options.** The SFP has two components: a cooked lunch, prepared on school premises, and a snack of a baked bun ("Nutribun") and milk or flavored drink, produced by an agency of the MOE and delivered to schools.⁷ For the cooked lunch the SFP Unit provides a cash grant and selected commodities (purchased and warehoused centrally) to schools to subsidize a small amount of the cost of lunch (US\$0.08/day/beneficiary). The co-pay amount and meal quality are determined by the school; the resulting variability is significant. A 2002/03 study reported that students were charged between US\$0.40 and US\$1.60; recent anecdotal data from the MOE show that current charges are between US\$0.56 and US\$2.50.
- 2.7 The MOE directly and centrally finances and produces the bun and drink through its Nutrition Products Limited (NPL) Company. NPL's three factories are seriously outdated and the island-wide snack distribution through contracted services is expensive and unreliable. The SFP Unit's data puts production costs at approximately US\$0.28 per snack, with US\$0.25 being financed by the MOE and US\$0.03 being charged to the student.⁸ This co-pay has not increased in over ten years. The snack option is plagued by a variety of issues: unverified production costs, high overhead, variable quality, low palatability, poor nutritional value, spoilage and leakage.

⁶ In 2009/10 SFP began providing the earmarked subsidy to 2,400 PATH preschoolers in some public schools. Approximately 17,000 PATH children enrolled in community-run public preschools do not receive this benefit.

⁷ Before 2004/05 schools could offer both the cooked meal and the snack. To improve efficiency and equity, it was decided that only one of these could be offered in any one school. Anecdotal evidence indicates that some schools continue to offer both.

⁸ Data provided by NPL show much higher production costs for 2008/09: the average cost per snack is US\$42, 68% higher than the cost given by the SFP Unit's budget and coverage figures.

- 2.8 MOE expenditure per student is much higher for the snack component than for the cooked lunch, although the latter option provides a better nutritional value. The high co-pay required for the cooked lunch makes it prohibitive for many low-income students, including those on PATH. Neither component meets the SFP's attendance and nutritional objectives, particularly for children from poor households.
- 2.9 **Institutional Organization and Managerial Tools.** The SFP Unit does not have the staffing,⁹ organization or management tools it requires to plan, manage and monitor operations and performance at national and school levels, given its size and budget. The Unit functions almost exclusively as a procurement agent and a payment office; it does not have the capacity to create and enforce standards or to do substantive monitoring of product quality, food commodities utilization, NPL's efficiency, targeting and provision of benefits, or of program results. The management information system is largely manual, centralized, only partly functional, and unreliable since the SFP's recent rapid growth in size and budget has overwhelmed its current capacity. Most managerial and supervision tools are outdated and/or unavailable.

III. PROGRAM DESCRIPTION

A. Project goal and objective

- 3.1 The goal is to contribute to the policy and institutional reform of the SFP so it can better reach its objective of improving regular school attendance among students from the poorest income quintiles. The specific objective is to improve the program's operations by: (i) modernizing and upgrading its managerial tool kit and organizational structure; and (ii) generating evidence to improve the nutritional quality and efficiency of its snack component.
- 3.2 The project is designed along two components: the first will address institutional and organizational challenges to effective management and the second will assess production options and pilot interventions to improve the school snack.¹⁰

B. Components

- 3.3 **Component 1: Improving the SFP's managerial structure and toolkit (US\$244,000 from the JSF and US\$10,000 from the GOJ).** This component's objective is to create a new organizational structure, as well as develop and implement tools to improve the SFP's managerial capacity to plan, budget, supervise and monitor the performance of its services based on reliable data.

⁹ Two professional and four clerical staff in the central Unit manage an annual budget of US\$27 million, with no administrative budget and little involvement of MOE's regional offices.

¹⁰ At a later stage, once the SFP has been strengthened institutionally and organizationally, the reform of the cooked lunch component will be undertaken.

- 3.4 First, the SFP's objectives and core activities will be clarified and agreed on, based on published evidence and best practices as well as stakeholder consultations. The key monitoring and evaluation indicators will be identified. Subsequently, a detailed assessment will be undertaken of: (i) the current institutional capacity of the MOE at central and regional levels to deliver the program's desired results; and (ii) the appropriateness of the existing budget structure that continues to provide general subsidies to all program beneficiaries as well as targeted subsidies, and requires a clear line item and adequate amounts for administrative costs. This information will be used to define a reorganization and staffing plan to build decentralized capacity in planning, programming, supervision, monitoring and reporting, and to assess the continuance of other functions, such as central procurement and warehousing of foodstuffs. Financing will be provided for technical assistance, training and mobilization expenses to conduct at least two field trials of new decentralized management measures in rural parishes. A proposal will be prepared and presented to the GOJ financial and planning authorities to restructure the SFP's budget, emphasizing the need to revise its administrative structure and administrative costs.
- 3.5 To build managerial capacity, the component will finance the design of management and monitoring information procedures, tools and forms to systematically gather, aggregate and analyze administrative data and to generate monitoring data on the inputs, deliverables, outputs and results of the program. Additionally, the current budgeting and accounting tools and systems will be modified or upgraded. Based on these inputs, MMIS modules will: (i) be designed or upgraded, including one that will support the management and monitoring of the food subsidy provided to PATH students and of the proposed expansion of this targeted subsidy to children of public pre-primary schools; (ii) include links to the MOE's existing management information system well as to the PATH beneficiary database; and (iii) be structured to reflect the gradual decentralization of some managerial and monitoring functions to regional offices of the MOE.
- 3.6 The SFP's operations manual will be updated and completed, based on several key inputs, among them the results of the re-organization and decentralization plan and field trials, the independent audit of the targeted subsidy to PATH students, the study to expand the food subsidy to PATH students in pre-primary schools¹¹ and the interventions piloted under Component 2. A training plan will be implemented and will include training on MMIS, analysis and reporting of administrative and performance data for decision-making and the adoption of the procedures described in the new manual.
- 3.7 **Component 2: Testing alternatives for provision of more nutritious school snacks (US\$88,000 from the JSF and US\$50,000 from the GOJ).** This component's objective is to define the changes that must be introduced to the SFP's snack component in order to improve its efficiency and the nutritional

¹¹ Both of these will be financed through JA-T1048.

content of the snacks. The evidence generated will guide the MOE's policy and operational decisions regarding the snack component.

- 3.8 The first task will be to establish current costs, coverage and demand, based on reliable data. Alternatives will be analyzed to develop proposals to: (i) enforce the policy that no school should offer both the cooked lunch and snack options; and (ii) apply criteria to transfer eligible schools from the snack to the cooked lunch component. As part of a financial and operational audit of the NPL, a detailed comparative analysis will be undertaken of the snack component's provision and coverage data generated by the SFP Unit and of the production and sales figures supplied by the NPL in order to address the discrepancies in the estimates of NPL and the SFP Unit in production costs. The audit will also assess current inputs and production processes, operating and overhead costs, plant capacity to meet the projected demand, product and quality specifications of new snack options.
- 3.9 MOE authorities have requested that at least the following potential courses of action be analyzed and recommendations issued: (i) maintaining NPL production of the Nutribun and drink products, while gradually phasing out the production subsidy so the market will require improved production efficiencies; (ii) upgrading the NPL facilities to produce the new snack options while maintaining current public ownership of the installations and equipment; and (iii) closing down the NPL facilities and procuring the snack product from private sector producers.¹² If this last option is selected, this component will fund an analysis of how it could best be accomplished, considering the current state and market value equipment and facilities, cost of the land and buildings, alternative uses of the installations and whether the NPL work force can be absorbed by other GOJ enterprises or provided with assistance for placement in the private sector.
- 3.10 The feasibility studies to analyze said options will also need to address product options that meet the criteria of affordability and palatability. Special attention will be given to nutritional content of alternative snacks in order to address problems of micronutrient deficiencies, overconsumption of sugar and refined carbohydrates and increasing rates of obesity among Jamaican youth. In addition, issues of production, packaging, transportation, delivery, storage and food safety as well as utilization of locally produced foods will be considered. Examples of production and delivery alternatives include: (i) island-wide provision through competitive bidding by food industry companies; and (ii) contracting smaller local food enterprises to be the provider for specific regions. Once the financial analysis is complete, the most promising alternatives will be compared with NPL in terms of unit costs, ability to reliably deliver a quality product country-wide and feasibility of providing effective oversight of contractual obligations. Finally, technical assistance will be provided to design, execute and evaluate one or two pilots of the most promising options to be carried out in a rural and an urban setting to test both the product and production and delivery methods, and to gauge student response.

¹² MOE authorities are not averse to this last option.

IV. COST AND FINANCING

A. Description and composition of financing

- 4.1 The total cost of the operation is estimated to be US\$560,000, of which the Japan Special Fund (JSF) will provide up to US\$450,000 on a non-reimbursable basis. The JSF Notice of Donor Approval was sent on 29 June, 2009 for this amount. In addition, up to US\$110,000 will be provided by the GOJ as counterpart financing. Annex I presents a detailed budget.
- 4.2 Counterpart funding will be mostly in-kind. The estimated amount includes the following: time of the SFP Unit's administrative staff; foodstuff provided to students in the pilot interventions and time of staff from the MOE's regional offices for pilot supervision; time of staff from other MOE departments in the provision of fiduciary services during execution and local travel, communications and other standard operating costs during project execution.

Budget
Modernization of the School Feeding Program
Thousands of US\$

	IDB/JSF	Counterpart (MOE)	Total	%
Component 1: Improving the SFP's managerial structure and toolkit	244	10	254	45
Institutional, management and organizational consultancies and services	75		75	
Monitoring and management information systems consultancies and services	100		100	
Budgetary and accounting consultancies and services	30		30	
Decentralization field trials	25	10	35	
Training	10		10	
Consultations & Communication	4		4	
Component 2: Testing alternatives for provision of more nutritious school snacks	88	50	138	25
Assessments	8		8	
Policy alternatives feasibility studies	5		5	
Production and financial audit	20		20	
Feasibility studies and market analysis of options for transformation of NPL and snack products	15		15	
Pilot design and implementation	40	50	90	
Project Administration	118	50	168	30
Project Technical Director	85		85	
Computers, server, printers, software and accessories	15		15	
Administration expenses		50	50	
Project audit	8		8	
Project evaluation	10		10	
Total	<u>450</u>	<u>110</u>	<u>560</u>	<u>100</u>

B. Sustainability

- 4.3 This TC's activities are necessary to improve the SFP Unit's capacity to efficiently and effectively execute the SFP's yearly US\$27 million budget. Strengthening the management of the SFP will also produce positive externalities

for PATH since improvements in the implementation of the targeted feeding subsidy to PATH students will help eliminate a hurdle to improved school attendance among Jamaica's poor. The results of the pilots will guide decisions for the roll out of a full-scale reform of the SFP's snack component. The results of this operation are also an input into the programmatic PBL JA-L1020.

V. EXECUTING AGENCY AND MECHANISM

A. Executing Agency

- 5.1 The Ministry of Education (MOE) will be the executing agency. The MOE has a long track record of project management and execution with the IDB and other funding agencies. It is currently executing the Youth Development Programme financed by the Bank.
- 5.2 The Director General of the Planning Institute of Jamaica (PIOJ) requested a non-reimbursable financing from the Bank for this operation on April 9, 2009.

B. Executing mechanism

- 5.3 A full time Project Technical Director (PTD) with management experience will be hired with TC funds and will be assigned to work in the SFP Unit. Draft terms of reference for this position are available. Two part-time consultants with expertise in business management and organizational issues and management information systems will be hired with TC funds to strengthen the SFP Unit. Contracting these three individuals will be a condition prior to first disbursement. This core group will be part of the technical execution team, provide counterpart support to short-term consultancies and services and help implement the managerial reforms financed by this operation, including the preparation of the updated operations manual and the design and roll-out of the MMIS.
- 5.4 The Director of the SFP Unit will be the PTD's main counterpart during project execution. The Project Execution Unit (PEU) of the Youth Development Programme in the MOE will be strengthened with the addition of one full-time person with procurement and administrative experience. This staff person will be laterally transferred from within the MOE to the PEU for this operation's 24-month execution period, with no additional cost to this TC. The appointment of the procurement and administrative officer to the PEU of the Youth Development Programme will be a condition prior to first disbursement. This person will perform procurement and contracting functions for the TC, relying on that Project Execution Unit's installed capacity. The MOE has a Projects Unit charged with providing fiduciary support to Ministry projects receiving extra budgetary financing. The Unit will perform all the required financial and accounting functions, services and reporting for this TC, following Bank policies and procedures. The amount of the revolving fund will be determined by the Jamaica Country Office (CCB/CJA) fiduciary specialists but will not exceed 25%. It will be the joint task of the PTD and the Director of the SFP Unit to oversee and ensure the coordination of technical, procurement and financial functions, located in three different settings within the Ministry, for the smooth execution of the project.

- 5.5 This decentralized execution mechanism will make full use of the MOE's organization and installed capacity and will provide an opportunity to continue streamlining SFP operations through the MOE's institutional structure. Finally, the project will be guided by a Technical Committee composed of the Director of the Planning and Development Division who will serve as Chair, the Deputy Chief Education Officer for School Operations, the Director of the MOE's Projects Unit, the Director of the SFP Unit and a representative of the PIOJ. This Technical Committee will be formalized by an appointment from the MOE's Permanent Secretary and will be convened on a monthly basis. The PTD will serve as the Technical Committee's Secretary. Minutes of each meeting will be circulated and the Bank will receive copies. The Bank may be invited to Committee meetings if and when necessary.
- 5.6 **Program implementation readiness.** Draft terms of reference for the PTD and the Technical Committee are available. The hiring of the PTD will be a condition prior to first disbursement.
- 5.7 **Execution period and disbursement schedule.** The TC should be executed over a period of 24 months, with disbursements over a 30 month period.
- 5.8 **Procurement.** The selection and contracting of consulting services, services no considered consulting services and the procurement of eligible goods will be carried out by the MOE following the Bank's policies and procedures. A draft procurement plan is attached (Annex II).

VI. MONITORING AND EVALUATION

A. Monitoring, progress and final reports

- 6.1 The Technical Committee will be charged with monitoring implementation progress. The PTD, through the SFP Unit, will be required to provide quarterly progress reports to the Technical Committee, which will then submit them to the IDB. These reports will refer to the indicators contained in the TC's Results Framework (see Annex III) and will be used to update the annual operating plan. A final report, due at the time of the last disbursement, will summarize the project's accomplishments in relation to the Results Framework.
- 6.2 The Bank will supervise execution through monitoring of the operation's annual operating plans and procurement plan, the TC's PMR, technical and fiduciary visits and, when needed, supervision missions.
- 6.3 **Technical and administrative responsibility.** SCL/SPH and SPH/CJA will share technical responsibility and SPH/CJA will have administrative responsibility during project implementation.

C. Description of proposed evaluations

- 6.4 With resources from TC JA-T1048, the Bank will conduct two operational audits of the provision of the feeding subsidy targeted to PATH students and design the impact evaluation plan for the SFP. Component II of this TC also includes the funding of an evaluation of the snack pilot intervention.

VII. PROGRAM BENEFITS AND RISKS

A. Program benefits and developmental impact

- 7.1 The managerial upgrades and the knowledge derived from the pilot interventions will improve the program's value for money, will strengthen the targeting of benefits to students from low-income households and will provide the SFP with the programmatic and institutional readiness it requires to launch into a second stage of reforms, including of the cooked lunch component. These ongoing reforms will contribute to the attainment of the SFP's objective of increasing school attendance among the poor.

B. Target Beneficiaries

- 7.2 Direct beneficiaries will be the SFP Unit and the MOE. The PATH program will also benefit through the improved implementation of the targeted feeding subsidy to PATH students. Indirectly and progressively, Jamaican students will benefit from a feeding program that is better equipped to provide the correct incentives to regularly attend school and that provides a better quality product.

C. Risks

- 7.3 (i) The SFP Unit is motivated to undertake this TC; however, its execution capacity is limited. This will be mitigated through the hiring of a PTD and the execution mechanism described in section 5.B. (ii) The recurrent expenditure commitment for the SFP administration, beyond the implementation period of the TC, will have to be part of the annual budgeting exercise of GoJ. The uncertainty of annual fiscal space allocations is a risk to the sustainability of the administrative structure beyond the execution period. This will be mitigated by strong advocacy of this line item by the MOE and the PIOJ during the annual budgeting exercises led by the Ministry of Finance. (iii) There may be resistance to some of the reforms from current producers, which will be mitigated through the dissemination of the results of the pilots financed in Component 2.

VIII. ENVIRONMENTAL AND SOCIAL REVIEW

- 8.1 **ESR Review.** According to the ESR safeguard classification, the project has been classified as a "C" project, on November 11 2009 indicating that it is not expected to have any negative environmental or social impact. On the contrary, the program is expected to have a positive impact on Jamaica's poor and vulnerable children.
- 8.2 **Measures taken to avoid negative social and environmental impacts.** N/A.

IX. CERTIFICATION

- 9.1 I hereby certify that this operation was approved for financing with resources from the Japan Special Fund (JSF) through a communication dated on June 29, 2009 and signed by Mr. Rintaro Tamaki, Director-General of the International Bureau, Ministry of Finance, Japan. Also, I certify that resources from the Japan

Special Fund (JSF) are available for up to US\$450,000 in order to finance the activities described and budgeted in this Plan of Operations. This certification reserves resources for the referenced project for a period of one (1) calendar month counted from the date of signature below. If the project is not approved by the IDB within that period, the reserve of resources will be cancelled, except in the case a new certification is granted. The commitment and disbursement of these resources shall be made only by the Bank in US Dollars. The same currency shall be used to stipulate the remuneration and payments to consultants, except in the case of local consultants working in their own borrowing member country who shall have their remuneration defined and paid in the currency of such country. No resources of the Fund shall be made available to cover amounts greater than the amount certified herein above for the implementation of this Plan of Operations. Amounts greater than the certified amount may arise from commitments on contracts denominated in a currency other than the Fund currency, resulting in currency exchange rate differences, for which the Fund is not at risk.

(Original signed)

Marguerite S. Berger
Chief
d Cofinancing Management Unit
VPC/GCM

Date _____

X. APPROVAL

Concurrence:

(Original signed)

6/10/2010

Ferdinando Regalia, Chief SCL/SPH

Date _____

Approval:

(Original signed)

Kei Kawabata, Sector Manager SCL

Date _____

(Original signed)

Dora Currea, General Manager CCB

6/11/2010

Date _____

Modernizing the School Feeding Program
JA-T1046
DETAILED BUDGET OF EXPENDITURE (US\$)

	TOTAL				
	IDB	Counterpart			Total
	%	Cash	In kind	IDB	
Component 1 - Improving the SFP’s managerial structure and toolkit					
Consultancies and services to improve instutional, management and organizational arrangements, processes and tools: 1. assessment 2. organization, decentralization and staffing plan 3. part time specialist for MOE's SFP Unit	100			75,000	75,000
Consultancies and services to develop the management and monitoring information system: 1. design, test and implement procedures, tools and foms 2. design or upgrade, test and finalize MMIS modules 3. tools and sytem to improve and monitor targeting of PATH feeding subsidy 4. monitoring of SFP 5. part time specialist for MOE's SFP Unit	100			100,000	100,000
Consultancies and services to improve budgetary and accounting arrangements, processes and tools: 1. assessment 2. develop proposal to restructure SPF's budget and introduce an administration component, 3. design and upgrade budgeting and accounting tools and systems	100			30,000	30,000
Field trials of decentralized management measures	71		10,000	25,000	35,000
Training	100			10,000	10,000
Consultations and communications	100			4,000	4,000
Total			10,000	244,000	254,000
Component 2 - Testing alternatives for provision of more nutritious school snacks					
Consultancy to asesess current costs, coverage and demand of NPL products	100			8,000	8,000
Feasibility studies on proposals to adopt policy measures	100			5,000	5,000
Production and financial audit of NPL	100			20,000	20,000
Feasibility studies and market analysis of options for transformation of NPL and snack products				15,000	15,000
Pilot design, implementation and evaluation	44		50,000	40,000	90,000
Total			50,000	88,000	138,000
Total Components			60,000	332,000	392,000
Project Administration			50,000	118,000	170,000
Project Technical Director	100			85,000	82,000
Computers, server, printers	100			15,000	15,000
Administration Expenses			50,000		50,000
Project audit	100			8,000	8,000
Project evaluation	100		10,000	10,000	10,000
Total			110,000	450,000	560,000

PROJECT PROCUREMENT PLAN

General information

Country: Jamaica

Borrower: n/a

Executing agency: Ministry of Education

Project name: Modernizing the School Feeding Program

Project and loan contract numbers: (JA-T1046)

Brief description of the project's objectives and components: The goal of the TC is to contribute to the policy and institutional reforms of the School Feeding Program (SFP) so it can better reach its objective of improving regular school attendance among students from the poorest income quintiles. The specific objective is to improve the Program's operations by: (i) modernizing and upgrading its managerial tool kit and organizational structure and (ii) generating evidence to improve the efficiency and quality of its snack component.

Estimated date of project approval: June 2010

Estimated date of signature of the TC agreement: July 2010

Estimated date of the final disbursement: January 2013

A. Introduction

Procurements for the proposed project 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 January 2005; and the *Policies for the Selection and Contracting of Consultants Financed by the Inter-American Development Bank* (GN-2350-7), of January 2005, and with the provisions established in the Technical Cooperation agreement and this procurement plan.

B. Procurement plan

The procurement plan for **Modernizing the School Feeding Program**, covering the entire period (24 months) of project execution, has been agreed upon between the Bank and the Ministry of Education. The plan, which is presented in Appendix 1, indicates the procedure to be used for the procurement of goods, the contracting of services, and the method of selecting consultants, for each contract or group of contracts. It also provides the estimated cost of each contract or group of contracts; the requirement for prior or post review by the Bank; and estimated dates for the publication of specific procurement notices and completion of the contracts included in this project. The procurement plan will be updated annually or whenever necessary or as required by the Bank. The following documents can also be found on the Bank's website: [Project Procurement Information](#)

C. Project procurement

The following is a general description of the procurement planned for the proposed project.

Goods procurement: The goods to be procured for this project include the following: computers, a server, printers, software and computer accessories. Given the small number of goods being purchased and the budget for the same, the procurement method of Price Comparison (comparing at least 3 offers that fulfill the minimum technical requirements) will be utilized.

Procurement of non-consulting services: Several services that are not considered consulting services, training workshops and/or stakeholder consultations are planned, as well as some communications activities; given the limited nature of these services and the budget for the same, the procurement method of Price Comparison (comparing at least 3 offers that fulfill the minimum requirements) will be utilized. A firm will be contracted to perform the audit of the NPL for Component 2. The final financial audit will be financed and will be procured following the IDB's specific requirements for financial audits.

Procurement of consulting services: Consulting services for the project include: the hiring of individual consultants to analyze, design and implement management, organizational and budgetary systems and tools for the SFP.

Individual consultants will be selected bearing in mind the provisions established in chapter V of the policy in document GN-2350-7.

Appendix II
Procurement Plan¹
Modernizing the School Feeding Program
(JA-T1046)
July 2010 to January 2013

Ref. no. ²	Description of and category of procurement contract	Estimated cost in (US\$)	Procurement method ³	Review (ex-ante or ex-post)	Source of financing and percentage		Pre-qualification ⁴ (Y/N)	Estimated Dates		Status ⁵ (pending, in process, awarded, cancelled) n/a=not available	Comments
					IDB %	Local %		Publication of specific procurement notice	Completion of contract		
1	Non-consulting services										
1.a	Monitoring and management information systems design and implementation	100,000	NCB	Ex-ante	100%		N	none	4 th Q 2012		
1.b	Training	10,000	PC	Ex post	100%		N	None			
1.c.	Stakeholder consultations and communications	4,000	PC	Ex-post	100%		N	none	1 st Q 2012	n/a	
1.d	Project Audit	8,000	NCB	Ex-ante	100%		Y	4th Q 2012	1 st Q 2013	n/a	
1.e	Financial and budgetary services for SFP: (i)Assessment (ii)Budget structure (iii)Budgeting & accounting tools	30,000	PC	Ex-ante	100%		N	none	3 rd Q 2010 1 st Q 2011 2 nd Q 2011		
1.f	Production and financial audit of NPL	20,000	PC	Ex-ante	100%		N	none	1 st Q 2012		

¹ All project contracts should be included, even if not financed by the Bank, indicating the source of funding in each case.

² If there are a number of similar individual contracts to be executed in different places or at different times, these can be grouped together under a single heading, with an explanation in the comments column, indicating the average of individual amount and the period during which the contracts would be executed.

³ **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; PAs: 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:** QCNI: Selection based on comparison of qualifications of national individual consultants; QCII: Selection based on comparison of qualifications of international individual consultants.

⁴ Applicable only to Goods and Works in case the new Policies apply. In the case of previous Policies, it is applicable to Goods, Works and Consulting Services.

⁵ Column "Status" will be used for retroactive procurement and when updating the procurement plan.

Ref. no. ²	Description of and category of procurement contract	Estimated cost in (US\$)	Procure- ment method ³	Review (ex-ante or ex-post)	Source of financing and percentage		Pre- quali- fication ⁴ (Y/N)	Estimated Dates		Status ⁵ (pending, in process, awarded, cancelled) n/a=not available	Comments
					IDB %	Local %		Publication of specific procurement notice	Completion of contract		
2	Consulting Services (Firm)										
								2nd Q 2011	3rd Q 2012	n/a	
3	Consulting Services (Individual)										
3.a.	Project Technical Director	85,000	QCNI	Ex-ante	100%		N	3rd Q 2010	3 rd Q 2012	n/a	
3.b.	Business management and organizational specialist	22,000	QCNI	Ex-ante	100%		N	4th Q 2010	3rd Q 2012	n/a	
3.c.	MIS specialist	22,000	QCNI	Ex-ante	100%		N	3rd Q 2010	2 nd Q 2012	n/a	
3.d.	Management and organizational tools consultancies, including reorganization, decentralization and staffing plan	75,000	QCNI	Ex-ante	100%		N	1st Q 2011	2nd Q 2012	n/a	
3.e	Design, implementation and oversight of field trials of decentralized management measures	25,000	QCNI	Ex-ante	100%		N	1st Q 2011	4th Q 2011	n/a	
3.f	Assessment of NPL and feasibility study and market analysis of options for transforming the NPL and snack options	23,000	QCNI	Ex-ante	100%		N	3 rd Q2011	4th Q 2012	n/a	
3.g	Design, implementation and evaluation of snack options pilot	40,000	QCNI	Ex-ante	100%		N	1 st Q2012	1 st Q 2013	n/a	
3.h	Project evaluation	10,000	QCNI	Ex ante	100%		N	1 st Q2013	2nd Q2013	n/a	
4	Goods										
4.1	Computers, server, printers, software and computer accessories	15,000	PC	Ex ante	100%		N	3rd Q 2010	3rd Q 2010	n/a	

Appendix 2

A. Capacity of the executing agency and supervision of procurement by the Bank

Assessment of the executing agency's capacity to administer procurement:

The TC will finance a Project Technical Director with management experience, who will work directly with the Director of the School Feeding Program (SFP) Unit, and who will be responsible for the technical planning of the use of the TC resources and the supervision and coordination of the consultancies. The Ministry of Education (MOE), through the existing Project Execution Unit (PEU) of the IDB-financed Youth Development Program, will perform the procurement and contracting functions for the TC. The PEU's installed capacity will be further strengthened with the addition of one full-time person with procurement and administrative experience. This additional staff person will be identified from within the MOE and laterally transferred to the PEU for the TC's 30-month disbursement period. The MOE has a Projects Unit charged with providing fiduciary support to Ministry projects receiving extra budgetary financing. The Unit will perform all the required financial and accounting functions, services and reporting for this TC, following Bank policies and procedures. This decentralized execution mechanism will make full use of the MOE's organization and installed capacity and will provide an opportunity to continue streamlining SFP operations through the MOE's institutional structure. Finally, the project will be guided by a Technical Committee composed of the Director of the Policy and Planning Division who will serve as Chair, the Deputy Chief Education Officer for School Operations, the Director of the MOE's Projects Unit, the Director of the SFP Unit and a representative of the Planning Institute of Jamaica (PIOJ). Based on the little experience of the SFP Unit with Bank procurement policies and procedures and the sophisticated nature of the consultancies and services to be financed under this operation the Bank rates the overall risk to the project arising from the administration of procurement as medium to high and therefore procurement supervision will be done ex-ante, with the exception of procurement of non consulting services using PC which will be supervised ex-post.

B. Frequency of procurement supervision

The Bank will conduct ex-ante supervision of procurement processes. The few instances of ex-post supervision will be reviewed through visits to the executing agency every six months.

Modernizing the School Feeding Program (JA-T1046)

RESULTS FRAMEWORK

Project Objective	The goal is to contribute to the policy and institutional reforms of the School Feeding Program (SFP) so it can better reach its objective of improving regular school attendance among students from the poorest income quintiles. The specific objective is to improve the Program's operations by: (i) modernizing and upgrading its managerial tool kit and organizational structure; and (ii) generating evidence to improve the efficiency and quality of its snack component.
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Project Outcome Indicators	Base Level: mid-2010	Target Level: end- 2013
	Incomplete and ad hoc changes to the design of the program, with no system in place to monitor implementation or evaluate impact.	<ol style="list-style-type: none"> 1. Approval by the Minister of Education and/or Permanent Secretary (PS), as pertinent, of a coherent set of reforms related to the managerial capacity of the SFP and the snack component, based on the results of systematic studies and pilot interventions, with clear institutional structure in place to monitor implementation and evaluate impact, that is clearly focused on ensuring that the SFP's main objective of improving school attendance is attained through a quality product, implemented in an efficient, cost-effective and well targeted manner. 2. Preparations are in place for undertaking the 2nd stage of the SFP reform, to address the design of the cooked lunch component.

Component 1: Creating a new organizational structure, as well as updating, developing and implementing tools to improve the SFP's managerial capacity to plan, budget, supervise and monitor the performance of its services based on reliable data.				
	Base (mid 2010)	Year 1: end- 2011	Target: end- 2013	Means of verification
Outputs	SFP Unit with little technical, managerial and monitoring capacity and few adequate tools.	<ol style="list-style-type: none"> 1. Minimum technical team hired (Project Technical Director, Business Management/Org Assess. Specialist, Targeting/Monitoring and MIS specialists) and relevant reports submitted. 	<ol style="list-style-type: none"> 1. Management structure, processes, procedures and tools designed and operational 2. Operations Manual adopted 	<ul style="list-style-type: none"> - Forms and Toolkit - Operational Manual.

Intermediate Outcomes	Organizational structure has limited capacity to plan, supervise and monitor results. Currently: - Only 2 professional staff - Largely manual information system - No tracking and evaluation system - Ineffective/incomplete management tools - Little involvement of Regional Offices (RO)	1. Creation of a new organizational structure and operating systems to run an efficient and effective SFP: - New structure defined, including for ROs' involvement. - Planning and management tools developed - Budgeting and financial management systems developed and well integrated with MOE central system. - MMIS designed and implemented to track and monitor all SFP activities. - Role of SFP Unit in commodity procurement re-defined. - Policy, programmatic and budget changes identified based on the results of the operational audit of the targeted subsidy to PATH students and the study of pre-primary schools.	New structure defined Tools designed Systems designed MMIS designed SFP Unit performs only newly assigned roles Budget changes approved	- Letter from PS MOE approving new organization structure and management and monitoring tools. - MMIS system and user manuals approved by MOE and Certificate of completion from consultants certifying that the system was tested and is functioning according to specifications. - Letter from PS MOE approving budget changes - Plan approved by PS to address issues from operational audit and pre-primary schools.
Outcomes			1. New structure, staffing and budget in place for SFP Unit to be a policy and monitoring unit. 2. Plan is approved to ensure that all PATH students (pre-primary through high school) receive a meal free of charge every school day in a non-stigmatizing manner.	1. Approved FY budget with required allocation for program administration. 2. Cabinet approval of design to allocate SFP targeted subsidies to PATH students in pre primary public schools.

Component 2: Testing alternatives for more efficient provision of more nutritious school snacks				
	Base (mid 2010)	Year 1: end-2011	Target: end- 2013	Mean of verification
Outputs		<ol style="list-style-type: none"> 1. NPL assessment completed 2. Feasibility study and market analysis completed. 3. Pilot intervention design finalized and consulting firm hired. 	<ol style="list-style-type: none"> 1. Snack pilot evaluated 2. Alternatives for NPL transformation presented to PS of MOE. 	<ol style="list-style-type: none"> 1. Reports approved by Technical Committee.
Intermediate Outcomes	<ol style="list-style-type: none"> 1. Snack component of SFP does not adequately address nutritional needs of students, while the production and delivery represent a very significant portion of SFP budget. 2. Snack is produced by NPL that operates inefficiently due to weak management, outdated equipment and inefficient cost structure and wastage. 	<ol style="list-style-type: none"> 1. Updated information on the coverage and costs of the snack component, including: <ul style="list-style-type: none"> - consideration of transferring some schools from the snack component to the cooked lunch component - resolution of issue of schools on both snack and cooked lunch component - detailed comparisons of SFP Unit coverage/budget data vs. NPL production/sales data - recommendations regarding increase in students' co-pay. 2. Recommendations adopted from snack product market analysis study for alternative snack option(s) that meet the criteria of affordability, nutritional content, and student preferences in terms of palatability. 3. Recommendations adopted 	<ol style="list-style-type: none"> 1. Alternative snacks that are tasty, feasible in terms of cost and logistics and that meet the nutritional requirements are identified. 2. Student's response tested 	<ol style="list-style-type: none"> PS approves design of pilot intervention.

		from report on the different potential production, delivery and management options for new snack product(s).		
Outcomes	Snack component does not meet students' nutritional needs or expectations in order to contribute to improve school attendance.		1. Alternative of adequate nutritional value and student acceptability selected and under implementation.	<ul style="list-style-type: none"> - FY budget reflects new component design. - MOE/Cabinet sign off on new production arrangements, as required.