

Task Force on Educational Reform

JAMAICA

A TRANSFORMED EDUCATION SYSTEM

2004

REPORT

Presented to the

Most Honourable Prime Minister

by

**Dr. Rae Davis, Chairman
September 2004**

FOREWORD

As is expected in an undertaking of this magnitude several challenges were encountered; however there was a momentum to stay the course. This momentum was sustained by the groundswell of public support for a transformed educational system and the political will to chart a new direction as evidenced by the Joint Parliamentary Resolution, which was signed in October 2003.

A vision for the way forward was arrived at through a consultative process involving a Steering Team appointed by the Minister of Education, Youth and Culture. The country now has a validated National Shared Vision for Education, which highlights:

- full stakeholder participation*
- equitable and accessible education for all*
- accountability, transparency and performance at all levels of the system*
- a globally competitive workforce*
- a disciplined, culturally aware and ethical Jamaican citizen.*

These vision elements informed the review and provided the contextual framework in understanding where the country is now and where we must go as a nation, within the shortest possible time.

Early in the review process it became evident that a review of the early childhood, primary, secondary and tertiary levels of the system would require much more time and rigour than was available for the completion and submission of the Report. As a consequence we concentrated on the primary and secondary levels.

We acknowledge that the early childhood level is the most critical stage of the development of the child and is also the stage where the foundation is laid for

future development. In support of the initiatives being implemented in the areas of policy, standards, legislation, training, management, curriculum development and advocacy and in acknowledgement of the work being undertaken by the Early Childhood Commission, we agreed that this level should continue to benefit from the interventions being pursued.

We also acknowledge the critical role of the tertiary level, particularly in our response to the challenges of globalization. The emerging public-private participation at this level demands that attention be focused here to ensure that the quality of programmes delivered is appropriate to our developmental needs. It is for this reason that we recommend the establishment of a Tertiary Education and Research Commission, which would have oversight responsibility for this sector.

During the system review we benefited from experiences which provided essential insights into the workings of an extremely complex network, grounded in centuries of socio-cultural practices. Several noteworthy achievements became evident. These achievements have been realized in less than half a century since independence. For us the most encouraging are:

- National curricula and standardized testing programmes at the primary and secondary levels.*
- The provision of a space in public primary level schools for every Jamaican child 6-11 years, as well as a space at the secondary level for more than 70% of children 12-16 years.*
- The more than 22,000 teachers, some 80% of whom are trained, who continue to provide yeoman service, despite the many challenges.*
- The more than 12,000 persons who provide voluntary service by serving on boards of management of schools.*
- The thousands of parents who support schools through Parent/Teachers Associations and other community groups.*
- Other support programmes such as School Feeding and Textbooks.*

- *The tremendous partnerships between Government, Churches and Trusts in realizing a capital investment in the educational plant worth over \$200 billion dollars at replacement value.*

While celebrating these achievements, we shared the concerns regarding the poor performance at all levels of the system. For example:

- *The proportion of children entering school ready for primary level education.*
- *The Literacy rate at Grade 4*
- *Performance on the Grade Six Achievement Test*
- *Performance in the CSEC examination, especially in English Language and Mathematics.*

It is against this background that we sought to address our task. Our Terms of Reference spoke to "...the vision of Jamaica in 2015..." and "measures which will result in the strategic transformation of Education in Jamaica..." Transformation refers to radical changes. We are convinced that our educational system is sufficiently robust to respond positively to transformative interventions.

We addressed the issues in a holistic manner under four broad categories:

- *Governance and Management*
- *Curriculum, Teaching and Learning Support*
- *Stakeholder Participation*
- *Finance*

We have highlighted the critical issues and have proposed actions over periods denoted as Immediate, Short, Medium and Long Term. There is no single recommendation in this report that will achieve any one of these targets; rather it is the synergy of focused implementation of all of these recommendations that will achieve success.

Finally, we recommend that for these actions to be realized, a Transformation Team should be established to function during the short and medium terms to assist in managing this change.

While the Task Force received generous support and encouragement from all sectors of society, we would like to specially acknowledge the following persons:

- *The Minister of Education, Hon. Maxine Henry-Wilson*
- *The Minister of Finance, Dr. The Honourable Omar Davies*
- *Leader of the Opposition, The Most Honourable Edward Seaga*
- *Permanent Secretary in the Ministry of Education, Youth and Culture, Mrs. Marguerite Bowie*
- *Chairman, members of the Board, and the Executive Director of the HEART Trust/NTA*
- *Executive Director of the National Council on Education, Mrs. Ruth Morris*

On behalf of the Task Force, I use this opportunity to thank the Prime Minister for the confidence vested in us. On a personal note, I express thanks to the Prime Minister for the confidence placed in me to chair this Task Force, and to the team members for their high level of participation and support. As a team we benefited from the enriching, stimulating and refreshing deliberations. Working in a mutually respectful atmosphere with the other members in addressing this complex issue, has been one of the most rewarding experiences of my professional life.

It is our hope that this Report will bring into sharp focus, the major issues affecting the system and the need for all stakeholders to rally to the call for the support needed for this vital aspect of nation building.

Finally, I would also like to thank my wife for her support and patience over the period in which I attended numerous and lengthy meetings.

.....

Rae A. Davis

CHAIRMAN

Members of the Task Force

Collectively, members of the Task Force play multiple roles in the education system as parents, teachers, administrators, students, policymakers, customers, union representatives, and share a deep conviction of the value of education to citizens and the nation. The members of the Task Force are:

- **Dr. Rae Davis, Chairman** – President, University of Technology (UTECH); Chairman, National Council on Education (NCE)
- **Dr. Nigel Clarke** – Chief Operating Officer, Musson Group
- **Mr. Eric Crawford** – Partner, PriceWaterHouseCoopers
- **Mrs. Elaine Foster-Allen** – Principal, Shortwood Teachers' College
- **Mr. Wentworth Gabbidon** – President, Jamaica Teachers' Association (JTA); Principal, Pike All Age School
- **Mr. Donald Hall** – Representative/Student, National Secondary School Council (NSSC)
- **Mrs. Pamela Harrison** – Former Principal, Wolmer's High School for Girls; Administrator/Counsellor, NCB, Jamaica Education Initiative
- **Mrs. Marie Hitchins** – Managing Director, Fabric Consultants Ltd.; Chairman, Education Committee, Private Sector Organization of Jamaica (PSOJ)
- **Rev. Franklyn Jackson** – Rector, Meadowbrook Merryvale Cure
- **Dr. Dennis Minott** – Founder, Association of Quietly Excellent Scholars and Thinkers (A-QUEST)
- **Ms. Joan Spencer** – Diagnostic and Performance Measurement Specialist, Caribbean Centre of Excellence for Teacher Training (CCETT/JBTE)
- **Ms. Joan Tucker** – Head, Institute of Education, University of the West Indies
- **Mr. Junior Rose** – President, Jamaica Union of Tertiary Students
- **Mr. Lloyd Goodleigh** – General Secretary, Jamaica Confederation of Trade Unions

Executive Summary

In February 2004, the Most Honourable Prime Minister of Jamaica appointed a 14-member Task Force on Educational Reform to prepare and present an action plan consistent with a vision for the creation of a world-class education system which will generate the human capital and produce the skills necessary for Jamaican citizens to compete in the global economy.

This document is the Report of the Task Force and addresses:

- 2010 performance targets
- The state of education in Jamaica
- The contextual framework for transforming education
- Key issues affecting the realisation of the vision for education and recommendations to address these issues
- Short, Medium and Long Term Action Plans
- The financial investment required to implement the recommendations and to achieve the vision.

Performance Targets for Education

One early outcome of our review process was the determination of performance targets for education in light of the recently articulated and validated “Shared National Vision for Education.” These targets were developed in a collaborative process between the National Task Force on Educational Reform and the Transformation of Education Steering Team. There is no one recommendation in this report that will achieve any one of these targets; rather it is the synergy of focused implementation of all of these recommendations that will achieve success. Table 1 outlines the objectives, measures and targets to be achieved by the year 2015.

Table 1. Performance Targets for Educational

Objective	Measure	2010 Target
To attain high levels of educational outcomes	Percent of students achieving mastery in all 4 areas of Grade 1 Readiness Inventory	90%
	Percent of students achieving mastery at Grade 4 Literacy Test	85%
	National mean score at GSAT for each subject	85%
	Percent of cohort attaining Grade 1-3 in 5 subjects including English and Mathematics	60%
To have learners realising their potential	Percent of primary schools providing at least 4 co-curricula activities	100%
	Percent of secondary schools providing at least 8 co-curricula activities	100%
	Percent of students in at least 2 co-curricular activities (1 of which must be community service)	100%

The State of Education in Jamaica

The education system caters to approximately 800,000 students in public and private institutions at the early childhood, primary, secondary and tertiary levels. Over 22,000 teachers are employed in 1,000 public institutions. Only 20% of teachers are trained university graduates.

The Government currently spends over \$30 billion on education, with households estimated to spend an additional \$19 billion.

Despite high enrolment rates, significant curriculum reform and other efforts, performance at all levels of the system has been well below target as measured by student scores on national and regional assessments and performance in relation to the critical minimum targets set out in the White Paper of February 2001.

The Contextual Framework for Transforming Education

The mandate given to the Task Force by the Most Honourable Prime Minister comes at a time of convergence of a number of compelling factors:

1. In October 2003, members of the House of Representatives unanimously committed to a significant increase in the allocation of public funds to education over the next 5 years.
2. The 2015 Social Policy articulates a vision for Jamaica in 2015 which sees:

“A prosperous and dynamic Jamaica which upholds the fulfilment of human rights, dignity for all persons, and builds continual social progress based on shared values and principles of partnerships. Minds are transformed and extraordinary results are produced in this the most caring and secure country in the Americas, where individuals fulfil their potential, are in control of their destiny, take responsibility for their lives and work always for the larger good”.

The Key Outcome Goal for Education is ***“an education which facilitates life-long learning and acquisition of social and life skills for all”***

3. The recent conclusion of a 4-month process of islandwide consultations to develop, articulate and validate the ***National Shared Vision for Education in Jamaica.***

“Each learner will maximise his/her potential in an enriching, learner-centred education environment with maximum use of learning technologies supported by committed, qualified, competent, effective and professional educators and staff”.

“The education system will be equitable and accessible with full attendance to Grade 11. Accountability, transparency and performance are the hallmarks of a system that is excellent, self-sustaining and resourced and welcomes full stakeholder participation. The system produces full literacy and numeracy, a globally competitive, quality workforce and a disciplined, culturally aware and ethical Jamaican citizenry”.

4. The ambitious and aggressive education transformation plans set and being implemented globally and in particular by many of Jamaica’s trading partners.

Key Issues and Recommendations

We, the Task Force, examined the Key Issues affecting the achievement of the National Shared Vision for Education under four broad headings, and made recommendations for implementation in the short, medium and long term:

1. Governance and Management of the Education System
2. Curriculum, Teaching and Learning Support
3. Full Stakeholder Participation in the Education System
4. Finance

Governance and Management of the Education System

We believe that accountability for performance is a fundamental issue at all levels of the system. We are therefore recommending a new model for governance where students are at the centre of the system and every institution is focused on, and held accountable for, serving the students. This will require, among other things, a restructuring of the Ministry of Education Youth and Culture to become a policy ministry, which is in keeping with the general thrust of the Public Sector Modernisation Programme.

School leaders and managers will have the responsibility for how institutions are managed. They will also be held accountable for students' achievements through a performance-based management system. It is important that proper support and controls be provided to the institutions and we are recommending that this be done through the Regional Education Authorities and a National Education Quality Assurance Authority. As much as possible, these "new" institutions should build on existing institutions in the education system.

Over 22,000 teachers delivering the national curricula at the primary and secondary levels support the public education system. We have addressed and made recommendations for the type of leadership teachers require; at their schools, changes to their terms and conditions of service, in particular, how vacation leave is structured, their ongoing professional development through a licensing regime, and a performance-based management system. Most importantly, we recommend that all teachers should have a first degree.

Curriculum, Teaching and Learning Support

We have addressed a plethora of issues in curriculum, teaching and learning support – curriculum, teachers, school capacity and state, health and nutrition, special needs (both the gifted and challenged). However, we believe that the most pressing issue is the chronic underachievement of the system in terms of the large number of students performing well below their grade level. We are

recommending an immediate national remediation programme with the objective of bringing all students up to their age appropriate grade level in the shortest possible time. A key component over the long term is to extend the length of the schooling experience from 11 to 13 years (Kindergarten to Grade 12).

Anti-social and violent behaviour is a social phenomenon, which has permeated all sectors of society, and the school is no exception. To address this serious issue in schools we recommend a citizenship education programme - which will focus on values and attitudes, character education, patriotism and service - greater support at the school level in terms of social workers, parental involvement and co-curricular activities and improvements in the physical environment.

Much effort, largely supported by external donor funding, has been expended on curriculum development at the primary and secondary levels, with a new curriculum currently being developed for the early childhood level. It is important that these efforts are expedited and that all support in terms of training and materials be given.

The system of national and regional assessment has the potential to track and evaluate students' learning from Grade 1 through to Grade 13. However, results seem to be used mainly for placement. We are recommending a rationalisation of these assessments for greater efficiency and effectiveness. Also, we believe that parents must get detailed reports on their children's' performance at every stage, and to this end, we recommend a standardised transferable record of student achievement as well as the reporting of national assessment results directly to them.

To ensure universal access to education, schools must be located relative to the population distribution, the school bus service should be expanded Islandwide and private investment in education must be encouraged.

School capacity and the state of the physical plant require rationalisation, upgrading and expansion to internationally accepted standards with the needs of learners at the core.

Students' learning is compromised if their health and nutritional needs are not met. Nutritional support and health care must be provided directly to students in need and this can best be done through alliances with other ministries of government.

The extent of special needs children – both gifted and challenged – is not known and so the first step is to embark on a “child find”. Both the gifted and challenged require special treatment, and so teachers, instructional material and other support must be provided.

Full Stakeholder Participation in the Education System

While it is the state's responsibility to ensure the provision of a quality education for all citizens, we recognise that there is a network of stakeholders who play various important roles in the delivery of education. We examined and made recommendations for much greater involvement of parents and the students themselves. Critical considerations here are the sharing of information about children's performance and their parents' involvement in decision-making.

Finance

The 2004-05 Government's Education budget is \$30.2 billion. This is supplemented by other Government expenditure such as deferred financing for school building and funding from the Jamaica Social Investment Fund (JSIF) as well as the CHASE Fund. There is substantial private investment in education from households and institutions, particularly the Church.

Based on the recommendations to achieve the National Shared Vision for Education in Jamaica, an additional \$219 billion is required over the next 10

years (an increase of 73% or approximately \$22 billion increase per year), of which \$58.7 billion is for capital and \$160.6 billion is for expenditure.

The substantial increase in resources required cannot be provided solely by the State. Other stakeholders, particularly students, parents and private bodies such as churches, must supplement the increase in the state's budgetary allocation.

There is a growing view that investment in education is most efficiently allocated using students as the focus rather than institutions. It is to this end that the Task Force is recommending that Government fund students to a fixed amount at whatever school they choose while providing the policy and quality support to ensure proper operation and accountability for performance at all institutions.

Implementation

We are recommending the immediate appointment of a Transformation Team for a period of 3 years to lead the restructuring and transformation of the education sector. This team will be a dedicated group of professionals working full time at implementing the changes, while the schools, Ministry and other institutions continue to provide critical service.

Conclusion

The Task Force, after much deliberation, is convinced that these recommendations if implemented within the time frames specified in the Action Plans, will result in the level of transformation needed for Jamaica to produce “a globally competitive, quality workforce and a disciplined, culturally aware and ethical Jamaican citizenry”.

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B. Glossary

CAPE	Caribbean Advanced Proficiency Examination
CHASE	Culture, Health, Arts, Sports and Education
CSEC	Caribbean Secondary Education Certificate
CXC	Caribbean Examinations Council
EC	Early Childhood
ECC	Early Childhood Commission
ECD	Early Childhood Development
ECLAC	Economic Commission for Latin America and the Caribbean
EFA	Education For All
FAAA	Financial Administration and Audit Act and Instructions 1977
GDP	Gross Domestic Product
GOJ	Government of Jamaica
GSAT	Grade Six Assessment Test
HEART/NTA	Human Employment and Resource Training /National Training Agency
IT	Information Technology
JIS	Jamaica Information Service
JISA	Jamaica Independent Schools' Association
JSC	Jamaica School Certificate
JSIF	Jamaica Social Investment Fund
MIS	Management Information System
MOEY&C	Ministry of Education, Youth and Culture
MOH	Ministry of Health
NCE	The National Council on Education
NCTVET	National Council on Technical and Vocational Education and Training
NGOs	Non Government Organizations

NPL	Nutrition Products Limited
NQAA	National Quality Assurance Authority
NSSC	National Secondary Students Council
PALS	Peace and Love in Schools
PASS	Programme for Alternative Student Support
PRELAC	Regional Project for Latin America and Caribbean
PSOJ	Private Sector Organization of Jamaica
REA	Regional Education Authority
RFPs	Request for Proposals
SSC	Secondary School Certificate
TRN	Taxpayer Registration Number
TVEU	Technical Vocational Education Unit
UCJ	University Council of Jamaica
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UWI	University of the West Indies
WHO	World Health Organization

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Background to the Establishment of the Task Force on Educational Reform

Introduction

The value of education as an agent of national development cannot be over-emphasized. It is of special significance in the present global climate in which the knowledge based economies rival the producers of tradable goods. The education revolution occasioned by globalization is enshrined in a plethora of educational commitments and international and regional trade agreements, such as Education For All (EFA) The General Agreement on Trade in Services (GATS) and the Caricom Single Market and Economy (CSME).

International development and cooperation over the last decade have seen a renewed thrust to achieve sustainable development and poverty reduction, with education being considered the linchpin in obtaining this goal.

The vision of the World Declaration on Education for All (Jomtien 1990), to which Jamaica is committed, supported by the Universal Declaration of Human Rights and the Convention on the Rights of the Child is that:

All children, young people and adults have the human right to benefit from an education that will meet their basic learning needs in the best and fullest sense of the term, an education that includes learning to know, to do, to live together and to be. It is an education geared to tapping each

individual's talents and potential and developing learners' personalities, so that they can improve their lives and transform their societies¹

The Dakar Framework for Action, re-affirming the vision set out in Jomtien in 1990, expressed the international community's collective commitment to pursue a broad-based strategy for ensuring that the basic learning needs of every child, youth and adult are met within a generation and sustained thereafter.

The Dakar Framework articulated:

Starting from early childhood and through life, the learners of the twenty-first century will require access to high quality educational opportunities that are responsive to their needs, equitable and gender-sensitive....The right to education imposes an obligation upon states to ensure that all citizens have opportunities to meet their basic learning needs. Primary education should be free, compulsory and be of good quality. The education systems of tomorrow, however diversified they may be, will need to be transparent and accountable in how they are governed, managed and financed. The indispensable role of the state in education must be supplemented and supported by bold and comprehensive educational partnerships at all levels of society. Education for All implies the involvement and commitment of all to Education².

In a paper presented at the thirteenth session of the Economic Commission for Latin America and the Caribbean (ECLAC) on the financing and management of education, it was revealed that "Education reforms in the Latin America and Caribbean Region have instigated a process of change with varied emphases and which in general are directed at transforming different parts of the system:

- Contents and processes of teaching and of learning;

¹ *The Dakar Framework for Action; Education for All: Meeting our Collective Commitments; Adopted by the World Education Forum, Dakar, Senegal, 26-28 April 2000*

² *The World Education Forum, Dakar, Senegal, 26-28 April, 2000*

- Financing of the system and resource allocation mechanisms;
- Distribution of functions between the government and the private sector;
- Decentralization of management and in some cases education planning;
- Monitoring of education quality through revision of teaching practices and achievement assessment; and the
- Beginning of adapting curricula to the social and cultural conditions of students and to the demands of the workplace”³.

These changes, and the rate of change, will continue to accelerate. Schools, like businesses, communities and families, must adapt to changing conditions in order to thrive. Today’s education system faces irrelevance unless we bridge the gap between how students live and how they learn...Students will spend their adult lives in a multitasking, multifaceted, technology-driven, diverse, vibrant world – and they must arrive equipped to do so”⁴.

It is in this context that many of Jamaica’s trading partners are transforming their education systems and establishing ever ambitious and challenging goals.

- Cuba, for example, has decided to aim for university level of education for all its people⁵.
- “New Zealand’s education has moved from a quite centralized structure to one in which individual schools and tertiary institutions have considerable responsibility for their own governance and management, working within the framework of guidelines, requirements and funding arrangements set by central government and administered through its agencies”⁶.
- “A major reform of the entire Italian education and training system is in progress, aiming at the improvement and integration of learning in schools, universities and regional training institutions in order to respond

³ *Financing and Management of Education in Latin America and the Caribbean (Summary); Thirteenth Session of ECLAC, San Juan, Puerto Rico, 28 June – 2 July, 2004*

⁴ *Report and Mile Guide for 21st Century Skills, Partnership for 21st Century Skills*

⁵ *Viva Cuba, November/December 2002: Cuba’s educational revolution continues*

⁶ *The New Zealand Education System: An Overview*

to changing social and economic demands for knowledge, skills and qualifications. Fundamental changes will include the decentralization of administrative responsibilities and increased school autonomy, enabling the grassroots actors in education and training to respond more flexibly to the diversity of individual, local and enterprise needs and to utilize more effectively available funds and technologies. Central elements in the reform will also provide evaluation and increased accountability across the system⁷”.

In his address to the St Lucia Chamber of Commerce, Industry and Culture, Prime Minister of Jamaica, the Most Honourable P.J. Patterson addressed another significant development in the region, which further emphasizes the need for educational reform in Jamaica:

“The Caricom Single Market and Economy (CSME) will allow for the unrestricted movement of goods, services, skills and capital throughout the region, resulting in a single market, leading ultimately to a single economy..... the advent of the CSME will result in unprecedented opportunities. These new opportunities will result in a highly competitive market place, one that encourages economic efficiency, innovation and higher standards for quality and service delivery. The “level playing field” throughout the region will be opened and producers, manufacturers and business entities will be subject to common rules and policies.”⁸

These will have far-reaching and immediate implications on how individual nation states think about schooling, the creation, transmission and use of knowledge and the role of citizens in modern societies. Invariably, the implications will be immense and will require radical and innovative responses by all stakeholders.

⁷ *Reviews of National Policies for Education – Italy, OECD, September 1998*

⁸ *Address by the most Honourable P.J. Patterson, Prime Minister of Jamaica to the St Lucia Chamber of Commerce, Industry and Agriculture on July 2, 2004*

The Most Honourable Prime Minister, PJ Patterson, in his speech to launch the Education Transformation process in February 2004, stated inter alia that:

“Jamaica is part of the global village of this century of open borders, easy travel, mass migration and easy access to information and technology. We are no longer educating our people to live in Jamaica. We are preparing them for a borderless world. Times have changed and we too must change. We must critically examine the product, and together as a nation, make the necessary changes that are called for.”

In light of this call, and a similar call by Jamaican citizens, several initiatives and position statements have been issued, the most significant being:

- a) Joint Parliamentary Resolution
- b) The establishment of the Task Force on Educational Reform
- c) The Validated National Shared Vision within the context of the Jamaica Social Policy Vision and Goals

a. Parliamentary Resolution on Government-Opposition Collaboration

Members of the Jamaica House of Representatives, in October 2003, unanimously committed to increase the allocation to the Ministry of Education, Youth and Culture to 15% of the total budget over the next 5 years, during which period these funds would be utilized to:

- Build/rebuild and equip basic schools;
- Upgrade basic school teachers and train new ones;
- Develop a comprehensive textbook lending programme for primary and secondary schools;
- Allocate resources to secondary schools to ensure the quality delivery of education to all students at that level;

- Improve and expand the School Feeding Programme;
- Implement a compulsory homework/literacy hour after classes;
- Eliminate the shift system in all schools;
- Upgrade teachers and teacher-training instructors to required degree levels;
- Provide performance incentives for all teachers;
- Attain target of 1:25 teacher/pupil ratio at primary level;
- Guarantee 5 years of education to all students entering secondary school;
- Freeze school fees at the 2003/2004 level and eventually remove by 2005/2006;
- Implement a High school equivalency programme for adults needing secondary Education Certification.

b. The Most Honourable Prime Minister established a fourteen member Task Force on Educational Reform in February 2004, with the following Terms of Reference:

- Taking into account the National Policy on Education, contained in Ministry Paper No. 6/2001 “Education: The Way Upward” – A Path for Jamaica’s Education at the start of the New Millennium, to assess the performance to date and propose such changes it may deem necessary to the strategic objectives, targets and timetable set out therein.
- Having regard to the vision for Jamaica in 2015, reflected in the Jamaica Social Policy Framework and Plan of Action presented to Parliament in 2002, to recommend specific measures which will result in the strategic transformation of Education in Jamaica to fulfil the Mission Statement therein.
- Noting the historic passage by the House of Representatives of a unanimous resolution on the priorities to be afforded Education, to enumerate the concrete steps, which are required for its realization.
- To prepare and present an action plan consistent with the creation of a world-class education system with the benefit of modern technology, geared to generate the human capital and produce the skills required for competing successfully in the global economy.

- With the benefit of the 1999 KPMG Report on a Strategic Performance Review, to evaluate and make concrete recommendations on the structure, organization and staffing of the Ministry of Education, Youth and Culture so as to ensure its effectiveness in the discharge of its central responsibilities.
- To identify the requirements, (including material, physical infrastructure, administrative management, training, performance, testing, reporting and monitoring systems) which are required to result in a first rate education system.
- To make recommendations on the financing of the system at all levels, from basic to tertiary, on the best allocation and optimum use of financial resources in order to achieve the necessary access and quality within the ambit of national resources and consideration of social equity.
- To propose what changes may be required in existing roles and functions, e.g. the National Council on Education, HEART/NTA, Education Officers, School Boards, etc. and their relationship to the Ministry.
- To examine what changes may be required to the Education Act and Code, or to any other related Laws and Regulations, in order to achieve basic benchmarks, to ensure accountability, meet required standards, and provide rewards/incentives so as to realize the defined objectives.
- To propose measures which can ensure a continuing partnership between the State, Church, Parents, Teachers, Students, Political Parties, Past Student Associations (at home and abroad), NGOs and the entire Civil Society which will result in the provision of education that facilitates life-long learning and the acquisition of positive social and life skills for all.

c. Validated National Shared Vision for Education in

Jamaica

The first step towards transforming the education system is the agreement by all stakeholders on the philosophy that will guide every decision made. We concur with the stated philosophy below but urge that it is now time to live by it.

Each child can learn ... Every child *must*

Education is everybody's business

Education is an Attitude

The **Validated National Shared Vision for Education** in Jamaica was developed through consultation with over 500 Jamaican citizens via eight Roundtable discussions throughout the country between February 12, 2004 and March 12, 2004. Over 400 Jamaican citizens at the National Validation Roundtable, April 21, 2004 at the Jamaica Conference Centre, where they validated the Vision. The members of the Task Force actively participated in this process. Some members were part of a Steering Team while others were observers and participants in the national Round Tables. The Task Force and the Steering Team met in a joint 2-day workshop to pull together the following vision elements; develop a profile of the educated Jamaican and a philosophy of education, and to set targets. The twelve vision elements are as follows:

Enriching, Learner-Centred Education Environment

Our learner-centred educational system is dynamically relevant, responsive and cognizant of the social and cultural needs, contexts and aspirations of the community and of Jamaica at large. It facilitates learning at international standards and teaches the learner how to learn in order to learn.

We value and appreciate diversity and embrace ethical behaviour while boldly harnessing that which is promising, and cultivating that spirit of adventure and entrepreneurship necessary for creatively confronting the challenges of life.

Each Learner Maximising His/Her Potential, Based on International Standards

The structure of our education system develops learners with skills, competencies, values and attitudes, which exceed globally accepted norms—norms determined by appropriate student assessment systems and procedures. Our system is based on a framework of cultural relevance and appropriateness, is cognizant of the need for a broad-based liberal education and, by instituting appropriate programmes, opportunities and technologies, ensures that each learner maximises his or her potential throughout life.

Committed, Qualified, Competent, Effective and Professional Educators and Staff

Our nation's teachers are dedicated to and care about their profession and their students. They make learning fun, spend necessary time with their students and are sensitive to each student's needs. They help all students excel because they want them to excel.

They possess at least a bachelor's degree in a relevant discipline, tertiary certification in education, and have been exposed to a programme of apprenticeship. They are licensed and are required to undertake a programme of approved continuing professional education. They are constantly updated in and have an understanding of new techniques and methods, especially as it relates to the link between teaching and learning. Their performance is periodically assessed in accordance with a formalized evaluation system so as to facilitate their re-licensing and ability to practice legally in Jamaica.

School principals are teachers who have been certified in a prescribed educational management programme. Support staff, including bursars, cooks, guidance counsellors, and librarians are professionals who are holders of prescribed diplomas, degrees and other requirements, and have been exposed to continuing education.

Emoluments for educators and staff are market-driven and are linked to performance.

Full Stakeholder Participation in the Education System

Our education system experiences full participation of all stakeholders such as communities, parents, guardians, PTA's, students, teachers, corporate bodies, community-based organisations and the state.

Parents contribute a minimum number of hours to school activities each month, such as reading to students, counselling, and other activities within skill areas, and are totally conversant with school vision, expectations, rules, including standard school regulations at all levels of the system.

Each community recognises the school as an important part of the community, and the school reaches out to it to involve it in management. The school is the hub of community activity and is used by community-based organisations outside of school hours.

Teachers are responsible for the outcome of the teaching/learning process and learners take responsibility for their performance and actions.

The government efficiently manages education, including the provision of adequate quality and resources.

Corporate bodies are responsible for meeting their financial obligations and for setting a high civic standard for the country.

Equitable and Accessible Education for All

All citizens have equal opportunities at all stages: full access to early childhood, primary, secondary, and tertiary levels of education.

All institutions provide:

- 1. Excellent teaching-learning environment*
- 2. Standard relevant curriculum*

3. *Excellent delivery system*
4. *Safe and conducive learning environment*
5. *Competent, qualified, and professional educators*

Maximum Use of Learning Technologies

Learners are trained to select and use appropriate technologies, and the information they are exposed to is readily available, affordable, easy to use, stimulating and relevant.

To maximise individuals' full potential, the education environment uses appropriate technologies and has a learner-centred approach.

Excellent, Self-Sustaining, Resourced Education System

Our education system appropriately allocates resources, enabling it to deliver a world-class structure that addresses the needs of all learners and facilitates their personal achievement and the nation's goals and development.

Accountability, Transparency and Performance of the Education System

Critical stakeholders of our education system—parents, students, teachers and all staff, Ministry of Education, school boards, civil society—are all answerable to one another within a framework of sanctions.

Each stakeholder knows his or her own role and responsibilities, as well as those of all other stakeholders, and adheres to systems and procedures articulated and agreed to by the nation.

Full Attendance

In an enriching, learner-centred environment, all stakeholders accept and support full attendance for each child up to Grade 11.

Full Literacy and Numeracy

Every Jamaican citizen completing a general education up to Grade 11 is functionally literate and numerate by international standards and is able to

engage in all those activities in which literacy and numeracy are required for effective performance in the Jamaican and world communities. In addition, there are opportunities provided for those citizens outside the formal education system to become functionally literate.

Globally-Competitive, Quality Workforce

Our education system produces an educated, trained and trainable workforce accepted and welcomed globally on account of its sophistication and creativity and, as a result, attracts high-level, job-creating investments and strong international recruitment demand.

Disciplined, Culturally-Aware and Ethical Jamaican Citizen

Throughout all levels, especially beginning at the Early Childhood Level, all learners are exposed to and experience the reinforcement of social and civic values, demonstrate conflict resolution skills, are aware of their cultural and national identities, and respect other citizens and the environment.

Profile of the Educated Jamaican

The Educated Jamaican will:

1. Love to learn and will therefore be a lifelong learner, continuously developing wisdom and knowledge
2. Be well-rounded, agile of mind, able to adjust to different situations, responsible and able to make decisions
3. Speak an additional language and have at least the minimum requirements for tertiary education
4. Be a productive citizen-worker in charge of his or her personal economic advancement
5. Contribute to national development by being:
 1. Socially-aware and responsible
 2. Conscious of what is good for society
 3. Committed to a sustainable lifestyle
 4. Spiritually-conscious and mature
 5. Tolerant of diversity
 6. Rooted in his/her Jamaican “Smaddiness”

2015 Jamaica Social Policy Visions and Goals⁹

The 2015 Jamaica Social Policy is a framework and action plan for improving effectiveness, collaboration and accountability in the delivery of social policy in Jamaica up to the year 2015. The process was led by the Cabinet Office under the guidance of the Human Resource Council, the committee of Cabinet, which has responsibility for leadership in social policy. It involved an extensive, yearlong process of consultation, reflection, analysis and design involving a wide

⁹ Source: Jamaica 2015: A Framework and Action Plan for Improving Effectiveness, Collaboration and Accountability in the Delivery of Social Policy

range of actors in the political directorate, civil service, local government, voluntary agencies, research institutions and communities resulting in:

1. A Social Policy Vision for Jamaica

A prosperous and dynamic Jamaica which upholds the fulfilment of human rights, dignity for all persons, and builds continual social progress based on shared values and principles of partnerships. Minds are transformed and extraordinary results are produced in this the most caring and secure country in the Americas, where individuals fulfil their potential, are in control of their destiny, take responsibility for their lives and work always for the larger good

2. A Social Policy Key Outcome Goal for Education:

An education, which facilitates life-long learning and acquisition of social and life skills for all

3. The Social Policy Sub-goals for Education:

- *Improve early childhood cognitive and social development for all*
- *Improve Primary School attendance and learning outcomes*
- *Improve Secondary School access, attendance and outcomes*
- *Improve post-Secondary access to opportunities for learning and skill development for all*
- *Lifelong continuous development of the skills necessary for economic, social and political development*

The Review Process

1. Methodology

In accordance with the Terms of Reference the Task Force:

1. Conducted a system-wide review and analysed local and international research and best practice. The exercise was used to gather primary and secondary data to validate issues and to identify possible action options. In particular, we referred to the 1999 KPMG report, the recommendations of which, for the most part, were not implemented. We believe that the issues remain and the analysis is valid.
2. Collaborated with the Steering Team to facilitate the National Shared Vision for Education.
3. Worked in plenary and 4 sub-groups using an iterative process. The purpose of the sub-groups was to identify key issues. The sub-groups were:
 - (a) Governance and Management
 - (b) Curriculum, Teaching and Learning Support
 4. Stakeholder Partnerships
 5. Finance
6. Held consultations with key stakeholders including the Leader of the Opposition and considered presentations by experts in the field of education. Refer Appendix A for list of stakeholders.
7. Prepared and submitted interim reports to the Prime Minister, as well as this final report.

2. Structure of the Report

This report is structured around five (5) key questions:

1. **Where are we now?** – The state of education in Jamaica and the Contextual Framework for Transforming Education
2. **Where do we want to go?** – The National Shared Vision, Profile of the Educated Jamaican
3. **How will we get there?** – Key recommendations

4. **How will we implement?** – Immediate, Short, Medium and Long Term Action Plan and Legislative Changes required
5. **What will it cost?** – Financing

3. Scope of the Review

While the Terms of Reference required that the entire education system be addressed, due to time constraints, the Task Force concentrated its time and efforts on issues related to the early childhood, primary and secondary levels. The Task Force recommends that a separate review be undertaken for the tertiary level.

4. Relationship with the Steering Team appointed by the Hon. Minister of Education

The Minister of Education, the Honourable Maxine Henry-Wilson, appointed a Steering Team and commissioned the members to lead a series of national roundtable discussions to develop a National Shared Vision for Jamaica.

A total of five hundred and four (504) citizens participated in eight (8) roundtable consultations throughout the length and breadth of the country in Portmore, May Pen, Mandeville, Montego Bay, Runaway Bay, Port Antonio and Kingston (twice). One of the Kingston Roundtable discussions was held exclusively for students. The Honourable Minister, who attended all eight roundtables, spoke of the highlights of the visioning process as follows:

“I saw participants from all sectors of society working together to identify a shared vision of the future and ways to get there - primary school students working with university and other tertiary students; Opposition MPs fully involved and contributing to the process; teachers and parents; the old and the young”¹⁰

In singling out the student roundtable discussion, the Honourable Minister remarked, “there were over 120 students from over 40 schools and institutions, from primary to tertiary, rural and urban, public and private. The students displayed maturity, intelligence, wisdom and commitment and in fact it was the only roundtable that started on time¹¹”.

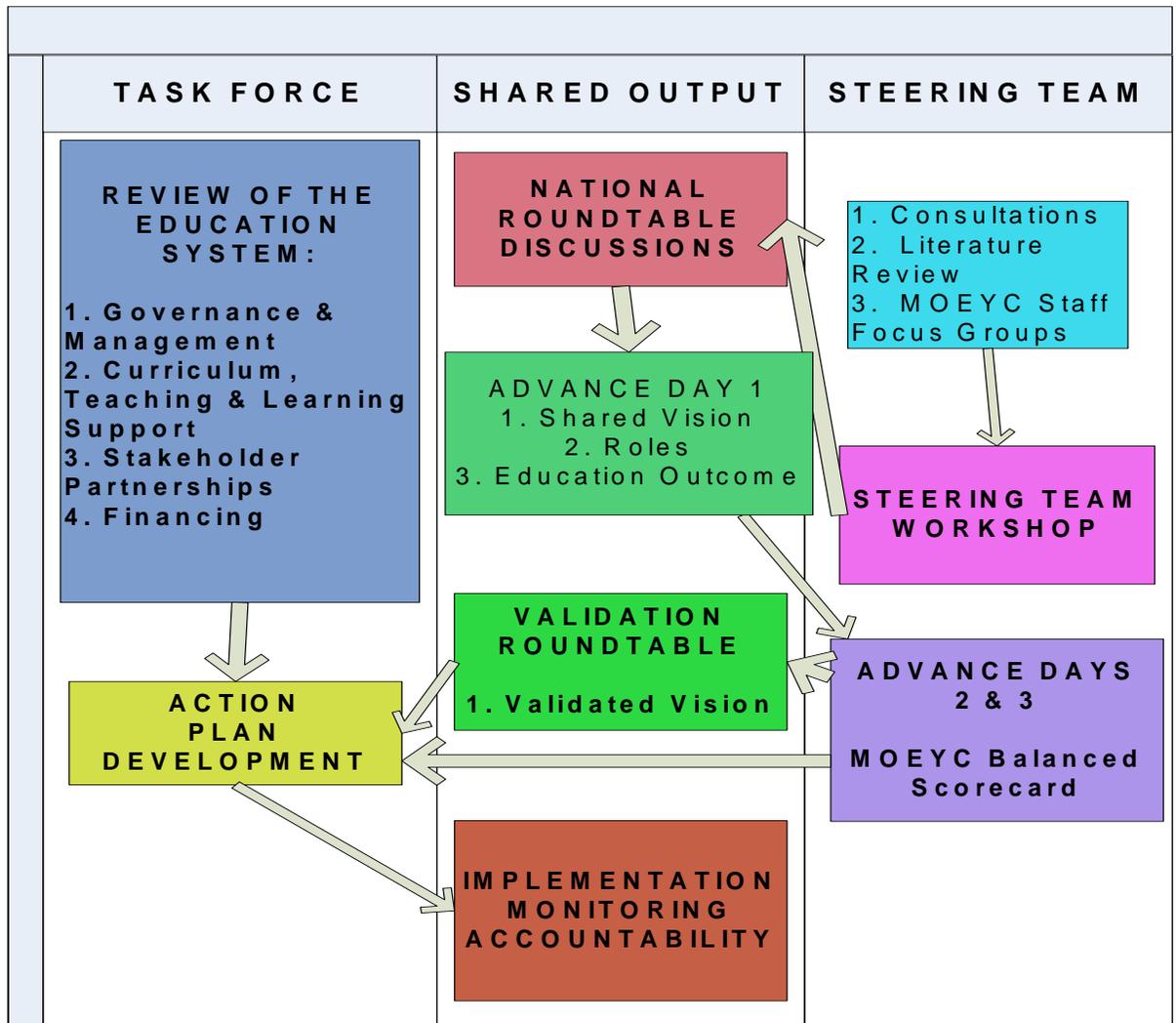
As shown in Figure 1, the Task Force worked in tandem with the Steering Team appointed by the Minister of Education to develop and validate the National Shared Vision for Education. We then used this Vision as the frame of reference for identifying and making recommendations to address key issues.

¹⁰ Presentation by the Minister of Education the Honourable Maxine Henry-Wilson at the National Validation Roundtable, Jamaica Conference Centre, April 21 2004

¹¹ Presentation by the Minister of Education the Honourable Maxine Henry-Wilson at the National Validation Roundtable, Conference Center, April 21, 2004.

²⁰ Ministry of Education, Youth and Culture

Figure 1. Task Force and Steering Team Collaboration



Performance Targets for Education

One early outcome of our review process was the determination of Performance Targets for Education in light of the recently articulated and validated Shared National Vision for Education. These were developed in a collaborative process between the National Task Force on Educational Reform and the Transformation of Education Steering Team.

Table 1. Performance Targets for Education

Objective	Measure	2003 Baseline	2015 Target
To achieve high levels of educational outcomes	Percent of students attaining mastery in all 4 areas of the Grade 1 Readiness Inventory	37.2%	90%
	Percent of students achieving mastery on the Grade 4 Literacy	57.7%	85%
	National mean score at GSAT for each subject	Math: 48% Language: 52% Science: 48% Soc. Stud.: 54% Comm.Task: 67%	Math: 85% Language: 85% Science: 85% Soc. Stud.: 85% Comm.Task: 85%
	Percent of cohort attaining Grade 1-3 in 5 CSEC subjects including English and Mathematics	<11.5%	60%
To have learners Realising Their Potential	Percent primary schools providing at least 4 co-curricular activities	To be determined – new measure	100%
	Percent secondary schools providing at least 8 co-curricular activities	To be determined – new measure	100%
	Annual percent students in at least 2 co-curricular activities (1 of which must be community service)	To be determined – new measure	100%

Overview of Education in Jamaica

Historical Context

Public education in Jamaica dates back to 1835, when Jamaica, a British colony, received financial assistance under the Negro Education Grant, for the education of the formerly ex-slaved populace. Several religious bodies were given the responsibility for the administration of the grant while the colonial legislature gave the educational directives.

Within 20 years of the grant, two types of schools emerged, the elite schools for the children of the gentry, and publicly financed schools for children of the working-class. The children who were expected to occupy professional careers were educated in the elite schools, while the artisans, semi-skilled and the unskilled were prepared in public elementary schools. This dualised system became entrenched into the social fabric and for more than a century education functioned as the most powerful gatekeeper of the status quo.

Social mobility was elusive and only a few of the especially bright children from the top of the lower class moved to the bottom of the emergent middle class. This gave rise to three streams of education (a) an academic stream for professionals such as lawyers and doctors (b) a technical stream for maintenance managers of imported equipment (c) and a basic stream for cane cutters and other allied non-skilled workers. A corollary of this was high levels of illiteracy and poverty among the previously enslaved and their offsprings.

What may be described as the dawn of the modern era began in 1953 with the establishment of several government ministries as part of the process of gradual autonomy in the management of the country's affairs. By 1958, the Minister of

Education was given full responsibility for education and with Independence in 1962, came the challenge of introducing new policies and programmes, and commencing the process of reforming the education system.

The common articulated vision was “Education for All”. A clear, long-term development programme aimed at providing the best education the country could afford was embarked upon. A new curriculum provided a wide range of post-primary courses to thousands of children, with an emphasis on technical and vocational education in preparation for the world of work. These changes were complemented by the expansion of the tertiary level including the teacher training colleges.

During the first 15 years of Independence, universal access to primary education was achieved; more than eighty percent of children were enrolled at the lower secondary level (Grade 7 – 9) and almost 60% at the upper level. Approximately 83% of the teachers were college trained. Government absorbed the operating cost of almost all the high schools owned by Denominations and Trusts under a grant-in-aid arrangement. This facilitated an increase in the flow of children of working class parents into traditionally elite schools. The Common Entrance Examination functioned as the screening mechanism in a highly competitive selection process. Students who were selected went to traditional high schools the rest flowed automatically to New Secondary Schools, resulting in an institutionalised two-tiered system – one for the upper and middle class and the other for children of the masses.

The UNESCO Report of 1983 in a scathing commentary stated that:

The variety of types of secondary schools appears confusing but, actually, boils down to two: the high schools and the others. The differences can be seen in admission criteria, type of curriculum, enrolment patterns, future promise, social currency and unit expenditure. ...The High Schools hold the promise of post-secondary studies, have a much higher social currency, spend more money per student, experience a continually high demand for admission and have an academically oriented programme.

By contrast, New Secondary Schools enjoy noticeably lower esteem on the part of pupils/parents, which is reflected in a declining tendency of enrolments and transition rates. The curriculum is heavily biased towards pre-vocational, non-academic subjects.

In respect of the primary level, the Report stated that:

One very impressive characteristic of Jamaican education is the great quantitative progress made over the past decade. The country can be proud of being close to universal primary education that is continued on to grade 9. Just about all primary school leavers received some post-primary/secondary education.

However, this rapid and impressive development has not happened without an array of growing pains, which manifest themselves in the qualitative aspects of educational development. The most striking and serious of these is the lack of quality of what is learned in the primary schools together with the inadequacies of large segments of secondary education to meet the needs of the productive sector of the economy as well as the expectations and aspirations of individual students and their parents.

The fact that about one of every two primary school leavers is considered illiterate is alarming. It suggests massive inefficiencies in the delivery of primary education that have serious ramifications in secondary education, vocational training in the labour market itself. It also means that a good deal of effort as well as public funds invested in primary education have gone for naught.

The All-Age Schools go only to grade 9 after which many of the students leave education altogether without necessarily having acquired any particular skills except, hopefully, those of basic literacy and numeracy. One wonders if the All-Age School provide mainly the elusion of a post-primary education with a faint hope of continuing on. These schools are, basically, an extension of the primary schools in both physical and pedagogical terms.

In an effort to reverse the negative trend, the Government undertook massive investment in education during the 1990's. The Jamaica Five-Year Development Plan presented in 1990 highlighted quality as a major issue and in its diagnosis of the system stated the following:

Primary Level

Although, an enrolment rate of 97 percent of the 6 – 11 age group was achieved, attendance rates at primary and all age schools were 72 and 65 percent respectively. These national figures obscure the fact that, in some deep rural areas, the attendance rate was as low as 50 percent. Attempts to enforce compulsory attendance in eight parishes have not resulted in an improvement in attendance rates.

The Plan also highlighted that during the period under review performance measures indicated that the education system failed to achieve the primary level goals of literacy and numeracy by global standards. Students also failed to master the competencies and skills required to access secondary education.

Secondary Level

It is evident that the preparation of students for secondary level education is often inadequate. Many students who pass the Common Entrance Examinations (CEE) lack the required skills for secondary school work, making remedial work at the secondary level imperative. The CEE itself, distorts the learning process at the primary level thus aggravating an already vulnerable situation. The National Assessment Programme is addressing the problem. However, a critical issue is yet to be resolved, related to the design of a more appropriate mechanism to effect the primary/secondary school transfer process.

A number of major initiatives was carried out during the plan period. The **Programme for the Advancement of Early Childhood Education (PACE)** which was launched in the late 1980s was strengthened. The **GOJ Primary Textbook Programme (PTP)** which had been in existence for over two decades was also strengthened. The **GOJ/UK-ODA Secondary Schools Textbook Project** was implemented to provide textbooks on a rental basis to students in public and private secondary schools and in Grades 7 – 9 of all age schools. The **School Feeding Programme (SFP)** one of the Social Safety Net measures implemented by the Government and part of the larger National Poverty Eradication Programme (NPEP) was expanded. The **GOJ/IBRD**

Reform of Secondary Education (ROSE) programme was established to facilitate qualitative improvements in the first cycle (Grades 7 – 9) of secondary education.

Five years after the 1990 – 1995 Plan, a new Five-Year Education Plan 1995 – 2000 was presented. The evaluation conducted at the end of the Plan period was most disappointing. According to the Plan, irregular attendance affected primary education with absenteeism higher among boys than girls, higher in rural than in urban areas and lowest on Fridays than on any other day. The Plan alluded to socio-economic factors as the main reason for this chronic level of absenteeism in the system.

The inequality of provision at the lower secondary level continued to be a major problem and equity at this level is still to be achieved.

Under the new Plan the programmes started in the early period were strengthened and initiatives added. The main interventions follow.

- The GOJ/DFID Jamaica All-Age Schools Project (2000-2003), which emphasised the school improvement plan process and encouraged community/school participation. Under the GOJ/IDB Primary Education Improvement Project (PEIP) II project the National Assessment Programme replaced the Common Entrance Examination as the evaluation instrument to assess the children's mastery of the primary curriculum.
- The Grade Six Achievement Test (GSAT) was introduced to place all grade six completers into Grade 7 of secondary and comprehensive high schools as well as in all-age schools. The Literacy Test is used to identify and regulate the flow of pupils from Grade 4 to Grade 5. Pupil flow at this stage is based on mastery of appropriate reading skills rather than on age grade promotion.
- The GOJ/USAID New Horizons for Primary School was implemented to increase levels of literacy and numeracy of students in 72 selected primary schools throughout Jamaica.

In 2003, approximately two decades after the UNESCO Report and after substantial financial investment in education, the system continues to be dysfunctional. Attendance

continues to be low, averaging 78 percent at the primary level. Just over half (58 percent) of the children exit the primary school attaining mastery in English Language and Communication Tasks combined. The two types of secondary schools persist despite efforts at upgrading and rationalization. Analysis of CSEC data for 2003 revealed that a mere 4.7 percent of students in Grade 11 of the Upgraded High Schools attained passing grades in Mathematics compared with 38 percent in Traditional High Schools. For English Language less than 10 percent (9.2 percent) of Upgraded High School students passed compared to 55 percent of students in Traditional High Schools.

By the dawn of 2004, civic society demanded a new direction for education. The Prime Minister, in a positive response, launched The Task Force on Educational Reform in solidarity with the historic unanimous Parliamentary Resolution passed in the House of Representatives, and on his own passionate belief in the value of education as a tool of social mobility and a key to economic empowerment. Consistent with this, the Prime Minister articulated the following:

“I want a vision that puts Jamaica’s children first and keeps them there.

I want a vision that lifts our children from mediocrity to excellence:”

Current State and Performance of the Education System

During the review of Jamaica's education system, some positive achievements were evident and are worthy of note. These include:

- Universal access to early childhood, primary and the early grades (7-9) of the secondary level
- National standardized textbooks and workbooks, provided free of cost at the primary level
- A highly subsidized and accessible book rental scheme at the secondary level
- A highly subsidized lunch programme
- A standardized national primary curriculum
- A teaching force with 83% of the teachers being College trained
- Government's contribution to education is \$30.2 billion which represents 9.2% of the national budget and 6.6% of GDP

Despite this however, the system's performance is well below acceptable standards, manifested in low student performance. Data from the Ministry of Education Youth and Culture, reveal that in 2003, less than one-third of the children entering grade 1 were ready for the primary level, some 30% of primary school leavers were illiterate, and only about 20% of secondary graduates had the requisite qualification for meaningful employment and/or entry to post secondary programmes.

A comparison of the current education performance against the 2010 targets established by the Task Force revealed that in most instances the variances are cause for grave concern given the history of poor performance. It is clear that if these trends continue, the targets will not be met. The need to transform education in Jamaica must

therefore be seen in the context of this poor performance, the heightened national interest, as well as the parliamentary resolution; the Social Policy Vision and Goals; The Validated Shared National Vision for Education in Jamaica and educational transformation on the global scene.

Population and Employee Demographics

The Education Regulations 1980 define the levels of the formal education system as: early childhood, primary, secondary and tertiary, each of which is offered in several institutions island-wide. The public system caters for approximately 700,000 students in 1,000 public institutions. In 2003, the public system employed some 22,363 teachers serving infant schools and departments, and primary and secondary schools. Just over 17,200 are female. Approximately 83% of the teaching force are graduates of teacher training colleges with an additional 4% having a university degree but no teacher training. Of the total teaching corps, only 20% have a university degree as well as a trained teacher diploma (trained university graduates). Table 2 shows the distribution of teachers employed in the public sector by qualification²⁰.

Table 2. Teachers Employed in Public Sector Schools by Type of School and Qualification (2003)

School Type	Trained University Graduates	Trained Teachers College Graduates	Pre-Trained University Graduate	Pre-Trained Diploma Level Graduate	Pre-Trained Secondary Level Graduate	Total	
						Total	%
Infant Schools or Departments	65	401	0	2	90	558	2.5
Subtotal Early Childhood	65	401	0	2	90	558	2.5
Primary	865	4,533	23	75	596	6,092	27.2
All Age (1-6)	265	1,895	15	37	360	2,572	11.5
Primary & Jun. High (1-6)	233	1,247	10	18	183	1,691	7.6
Subtotal Primary	1,363	7,675	48	134	1,139	10,359	46.3
All Age (7- 9)	86	371	5	24	77	563	2.5
Primary & Jun. High (7-9)	171	681	17	54	100	1,023	4.6
Secondary High	2,517	4,431	725	683	513	8,869	
Technical High	226	512	80	97	48	963	
Vocational/Agricultural	7	13	1	10	1	32	
Subtotal Secondary	3,007	6,008	828	868	739	11,450	
TOTAL	4,435	14,084	876	1,004	1,968	22,363	
% TOTAL	19.8	63	3.9	4.5	8.8	100	4.3

Early Childhood Level

The early childhood level in Jamaica currently caters for 132,645 children 0 – 5 years and is delivered through community-operated basic schools, public infant schools and departments in primary, all-age and primary & junior high schools as well as kindergarten departments of privately owned schools. Table 3 shows the distribution of enrolment²¹.

Table 3. Enrolment at the Early Childhood Level (2002/2003)

	School Type	Number	Enrolment	%
Public	Infant School	29	8,749	6.6
	Infant Department	83	6,273	4.7
Private	Recognized Basic School	1921	112,627	84.9
	Unrecognized Basic School	147	5,006	3.8
TOTAL		2180	132,645	100.0

Grade 1 Readiness Inventory

The Grade 1 Readiness Inventory is administered to all students in the first school term of Grade 1, to determine students' ability to cope with the primary curriculum. The four components of the inventory are: Visual Motor Coordination, Visual, Audio, and Number, Letter Recognition. Table 4 shows the results of the Grade 1 Readiness Inventory administered in the first term by type of school and sub-tests. Table 5 shows the percent of children achieving mastery on all 4 sub-tests.

²¹ Ministry of Education, Youth and Culture

Table 4. Performance of Children Achieving Mastery in each sub-test in the Grade 1 Readiness Inventory (2003)

School Type	Visual Motor Coordination	Visual	Audio	Number, Letter Recognition
Basic	85.5%	52.1%	54.5%	66.9%
Infant	89.8%	58.8%	63.0%	73.9%
Preparatory	95.6%	77.9%	83.4%	89.5%
NATIONAL	86.3%	54.4%	57.1%	68.7%

Table 5. Performance of Children on the Grade 1 Readiness Inventory (2003)

No. of Subtests	No. of Students	%
0	4,039	8.6%
1	6,619	14.1%
2	8,083	17.2%
3	10,850	23.0%
4	17,509	37.2%
TOTAL	47,100	100%

Primary Level

Primary education is provided for 328,362 children 6-11 years in grades 1-6 of public primary, all-age and primary and junior high schools and privately owned preparatory schools. Table 6 shows the distribution of enrolment at this level by school type.

Table 6. Enrolment at the Primary Level by School Type, 2002/2003

School Type	No. of schools		
	Primary	Enrolment	%
Primary	357	189,571	57.7
All Age (1-6)	348	69,554	21.2
Primary & Junior High (1-6)	88	50,650	15.4
Sub Total	793	309,775	94.3
Private Preparatory	196	18,587	5.7
TOTAL	989	328,362	100.0

Grade 3 Diagnostic Test

At grade 3, a test is administered comprising Language Arts, Mathematics and Communication Task. The Language Arts test is made up of six sub-tests inclusive of Phonics, Structure and Mechanics, Vocabulary, Study Skills and Reading and Listening Comprehension. The Mathematics test consists of five sub-tests: Number, Estimation and Measurement, Geometry, Algebra and Statistics. The Communication Task comprises a written activity, requiring the student to respond to given stimuli material. Table 7, shows the national performance on the Grade 3 Diagnostic Test.

Table 7. Performance of Children on the Grade 3 Diagnostic Test (2003)

# of Skill Areas	5	4	3	2	1	0
Language Arts	13.6%	11.9%	10%	10.7%	15.4%	38.3%
Mathematics	3.8%	4.9%	6.3%	10.6%	23.4%	50.9%

The Grade Four Literacy Test

The Literacy Test implemented at Grade Four in the nation's schools is intended to identify the children who are at risk of not being literate at the end of Grade Six in order to treat with them in the ensuing years. The test is made up of three sections; Word Recognition, Reading Comprehension and a Writing Task.

Pupil performance is categorized at three levels 'Mastery' (Not At Risk), 'Near Mastery' (Uncertain), and Non-Mastery' (At Risk). Descriptors in brackets were those formerly used. Pupils in the Near-Mastery and Non-Mastery categories are generally exposed to Literacy interventions during the summer, after which they are tested a second time, in July. Table 8 shows pupils performance on the Grade Four Literacy Test.

Table 8. Grade 4 Literacy Test Results (2003)

Achievement Level	% Students Achieving the Level
Mastery	57.7%
Near Mastery	23.9%
Non-Mastery	18.4%

The Grade Six Achievement Test

The Grade Six Achievement Test (GSAT) is one of the national assessments implemented at the primary level. It is the end point examination administered primarily to Grade Six children, who would have completed the primary curriculum. It is scheduled for two days in March each year, and the results are used for placing students in the secondary level schools.

Pupils are examined in five subjects; Mathematics, Social Studies, Language Arts, Science, and Communication Task. Each of the four test papers consists of 80 items

with the exception of Science which consists of 60 items. The average performance by subject is shown in Table 9.

Table 9. Percent Scores in the Grade 6 Achievement Test (GSAT) by Subject (2003)

	MATH.	SCIENCE	SOC. STUD.	LANG. ARTS	COMM. TASK
% SCORES	48%	48%	54%	52%	67%

Secondary Level

Secondary level education is offered to 245,124 students, in the age group 12-16 years in grades 7-11. An additional two years is offered to a small proportion of students in some high schools. There are five types of institutions offering secondary education namely: All-Age, and Primary and Junior High which terminate at grade 9. High Schools, Technical and Agricultural schools offer five years of secondary education, terminating at grade 11. Table 10 indicates the distribution of enrolment at this level by school type²².

Table 10. Enrolment in Secondary Level Schools by Type (2003)

School Type	No. of Schools	Enrolment	%
All – Age (7-9)	348	12,399	5.1
Primary and Junior High (7-9)	89	22,888	9.3
Secondary High	139	178,212	72.7
Technical High	14	17,434	7.1
Vocational/Agriculture	2	376	0.15
Sub Total	592	231,309	94.3
Private Secondary		13,875	5.7
TOTAL		245,124	100.0

NB: Due to "rounding off" the total % does not add up to 100%

²² Ministry of Education, Youth and Culture

²⁷ Source: MOEY&C

Secondary Schools Certificate (SSC)

The Secondary Schools Certificate (SSC) examination is administered to students on completion of Grade 11 in upgraded Secondary Schools. Approximately 22,000 candidates enter annually. Tests are developed and administered in 24 subjects. Students must achieve range 4 and 5 in at least four subjects inclusive of Language Arts, Mathematics, General Science, and a Technical/Vocational subject, in order to be certified.

Table 11, indicates students performance in SSC in 2003 in the three core subjects.

Table 11. Percent of Students attaining range 4-5 in the Secondary School Certificate (2003)

Subject	% Passes of students Sitting
Language Arts	31.1%
Mathematics	3.3%
General Science	12.0%

Caribbean Secondary Examination Certificate (CSEC)

The Caribbean Examinations Council (CXC) is the major examining body in the region in respect of secondary school leaving examination. It has developed 50 syllabuses 19 at the basic proficiency level, 33 at the general proficiency level and 3 at the technical proficiency level. The Council offers examinations in all syllabuses at the May/June administration. Since 1998, grade 3 has been accepted as a passing grade for matriculation to tertiary level institutions.

Table 12. Percent of Students attaining Grade 1-3 in English and Mathematics in CSEC by School Type (2003)

	National	Traditional High	Upgraded High	Technical High
English Language	45%	65%	25%	30%
Mathematics	36%	51%	17%	27%

Performance by Gender

There are marked differences in the performance of boys and girls throughout the education system, with girls “outperforming” boys consistently except in CSEC Mathematics.

Table 13. Selected Test Results by Gender

Test	Male	Female	Total
Grade 1 Number & Letter Knowledge Mastery	63.2%	74.3%	68.6%
Grade 3 Reading & Listening Comprehension Mastery	28.1%	43.4%	35.8%
Grade 3 Number Mastery	13.3%	19.6%	16.4%
Grade 4 Literacy Test Mastery	45.5%	70.4%	57.7%
Grade 6 Achievement Test - % Sitting Math	45%	51%	48%
CSEC Math (2002) % Sitting and Gaining 1, 2, 3	35.6%	30.7%	32.6%
CSEC English Language (2002) - % Sitting and Gaining 1, 2 or 3	40.1%	53.9%	48.8%

The Institutional Framework Supporting Education In Jamaica

The Ministry of Education, Youth and Culture (MOEY&C), is at the centre of the framework providing the institutional framework supporting schools and institutions. The MOEY&C comprises a central administrative body and six administrative regions located across the island as follows:

Region 1: Kingston, St. Andrew, and Western St. Thomas

Region 2: Eastern St. Thomas, Portland, and St. Mary

Region 3: St. Ann and Trelawny

Region 4: St. James, Hanover, Westmoreland

Region 5: St. Elizabeth, Manchester

Region 6: Clarendon, St. Catherine

The Ministry has eight statutory bodies under its portfolio, some of which form part of the institutional framework for education. Reporting to the Minister of Education, the Chief Administrative and Accounting Officer is the Permanent Secretary, with responsibility to the State for the proper functioning of the Ministry and its agencies.

Other ministries of Government (Finance, Health, and Transport & Works), parents, community and professional associations such as the Jamaica Teachers' Association complete the institutional framework for education in Jamaica. The institutional framework supporting these schools and institutions is outlined in the following table. Table 19, which details and allocates all services/functions to the respective institutions.

Table 15. Distribution of Functions in the Institutional Framework of Education in Jamaica

Function or Service	Institution(s) undertaking service		
	Schools	MOEY&C	Other Institutions
1. Accreditation of Programs			University Council of Jamaica (UCJ) National Council of Technical Vocational Education and Training (NCTVET) Joint Board of Teacher Education (JBTE)
2. Student Assessment			
3. Co-Curricular Activities			
4. Curriculum Development			
5. Material and Equipment			
6. Early Childhood Oversight			Early Childhood Commission
7. Guidance & Counselling			
8. Health Services			Ministry of Health
9. Human Resources Management			
10. Professional Representation			Jamaica Teachers' Association
11. Quality assurance for Teachers' Colleges			Joint Board of Teacher Education
12. Leadership & Governance			
13. Library Services			Jamaica Library Services
14. Management of Teaching			
15. Nomination of Boards			National Council on Education
16. Nutrition			Nutrition Products Limited, Schools
17. Physical Plant & Environment			
18. Policy Advice to the Minister			National Council on Education

Function or Service	Institution(s) undertaking service		
	Schools	MOEY&C	Other Institutions
19. Policy Development			
20. Professional Development			Tertiary Institutions
21. Analysis and publication of National Results			National Council on Education
22. Quality Assurance			University Council of Jamaica
23. Safety & Security			
24. School Audits			
25. School Monitoring			
26. Standards Development			
27. Appointment of Principals; Registration of Teachers			Teachers' Services Commission
28. Teaching			
29. Tertiary Oversight			
30. Transportation			

Legislative Framework

The following are the key pieces of legislation which govern the education system in Jamaica:

1. The Education Act, 1965.
2. The Education Regulations, 1980 (commonly called the Education Code), an extension of the Act, prescribe the details of administration. Regulations are being reviewed (since 1989)
3. The National Council on Education Act, 1993, establishing the National Council on Education (NCE), which has among its functions, the nomination of persons for appointment to Boards, the orientation and training of Board Members and advice to the Minister on policy matters, and the management of the Education Trust Fund.
4. The Financial Management Regulations, 1996 which prescribe the rules for the management of Government assets and funds and is an extension of the Financial Administration and Audit Act (FAAA) and Instructions 1977.
5. The University Council of Jamaica Act 1987.
6. The Human Employment and Resource Training (HEART) Act, 1982.
7. The Early Childhood Commission Act, 2003.

Policy Framework

The current education policies of the Ministry of Education, Youth & Culture are articulated in the policy document entitled: “***Education: The Way Upward, 2001***” (***White Paper***). This document defines the strategic framework for education and the critical minimum performance targets which are stated below.

Strategic Objectives

1. To devise and support initiatives striving towards literacy for all in order to extend personal opportunities and contribute to national development;
2. To secure teaching and learning opportunities that will optimize access, equity and relevance throughout the education system;
3. To support student achievement and improve institutional performance in order to ensure that national targets are met;
4. To maximize opportunities throughout the Ministry’s purview that promote cultural development, awareness and self-esteem for individuals, communities and the nation as a whole;
5. To devise and implement systems of accountability and performance and win public confidence;
6. To optimize the effectiveness and efficiency of staff in all aspects of the service in order to secure continuous improvement in performance;
7. To enhance student learning by the greater use of information and communication technology as preparation for life in the national and global communities.

Education Performance against the White Paper Targets

Table 20 below shows the extent of achievement of the targets set in the White Paper.

Table 23. Extent of achievement of the targets set in the White Paper²⁷

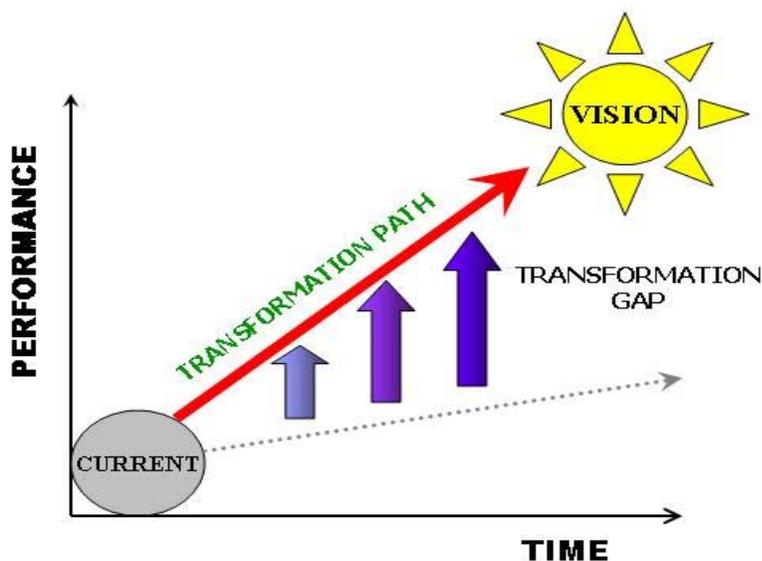
Measure	Target	Performance
1. Enrolment of early childhood cohort ages 4 & 5 by year 2003	100%	98.7% (2002)
2. Island wide public education programme to support early childhood care and stimulation from birth to age 4	August 2001	2002
3. Average daily attendance at primary Level by 2005	90%	78.4% (2002/03)
4. Teacher: Pupil ratio in primary schools	1:35 (2003)	1:35 (2002/03)
5. Teacher: Pupil ratio in Grades 1 and 2	1:30	N/A
6. % Grade 6 completers demonstrating full literacy by 2003	80%	Not reported BUT: 2003 GSAT Communication Task Score = 67% English Scores = 52%
7. 5 years of places for % students entering Grade 7 in 2003	100%	Not reported but in 2002 86% students in 5-year plan
8. % students passing English at CXC in relation to those sitting	64% (2003)	42.7% (2003)
9. % students passing Math at CXC in relation to those sitting	47% (2003)	33% (2003)
10. Enrolment in Tertiary Education by 2005 (18-23 years)	15%	16.9% (2000/2001)

Measure	Target	Performance
11. Schools at satisfactory level of physical infrastructure by 2010	100%	Regional plans estimate 50% of schools need major refurbishment
12. Provision of basic infrastructure (i.e. desks, chairs, etc.) to meet the needs of enrolled students and teachers by 2003	100%	N/A
13. 1 computer per Primary School linked to Internet or provided with encyclopaedic software, date of current school year	100% schools	30% linked to internet 4% with learning software
14. Number of schools with school improvement plans/targets	100%	92.6% (2002/03)
15. Census data for all institutions collated and available	Dec. 31 of current school year	Latest census data available 2001-2002
16. Introduction of High School equivalency scheme	Sept. 2003	Pilot in 10 centres since Sept. 2003

Achieving the Vision Through Transformation

Figure 1 illustrates the current state of education in Jamaica. If the nation continues to travel along the “current path”, it will not achieve the shared vision. What is required, is to get on the “transformation path”. The difference between the “current path” and the “transformation path” is the **transformation gap**, which we must close.

From the illustration we could infer that the longer the wait, the greater will be the effort and resources required to achieve the vision. Therefore, it is very important to commence the transformation process immediately.



KEY ISSUES AND RECOMMENDATIONS

Key Issues & Recommendations

This section of the report, highlights key issues and recommendations under the following four themes:

Governance and Management

1. Institutional Arrangements
 - a) Autonomy and Authority at the School Level
 - b) Structure of the Ministry of Education Youth and Culture
 - c) Education System Support Institutions
2. Accountability for Performance at all levels in the Education System
3. Management and Organisation of Teaching

Curriculum, Teaching and Learning Support

1. Chronic underachievement in the Education System
2. Anti-Social and Violent Behaviour
3. Curriculum Development
4. Curriculum Implementation
5. Assessment and Grading
6. Access to School
7. School Capacity and State of the Physical Plant
8. Health and Nutrition
9. Management of Special Needs

Stakeholder Partnership

10. Role of Students
11. Stakeholder Partnerships

Finance

12. Present State of Education Financing
13. Requirements to Transform the Education System

14. Reallocation of Ministry of Education, Youth and Culture
15. The Model for State Funding of Education
16. Alternative Funding for Education

Governance and Management

Key Issues

Institutional Arrangements

The global and national imperatives regarding state governance and management of education systems are undergoing radical change. The Dakar Framework for Action²⁹ in regard to the UNESCO Education For All Initiative (EFA) states: “Reform of educational management is urgently needed – to move from highly centralized, standardized and command-driven forms of management to more decentralized and participatory decision-making, implementation and monitoring at lower levels of accountability”. One Hundred and eighty-three (183) countries, including Jamaica, agreed to the goals and strategies of the EFA. Further, the Public Sector Modernisation policy of the Jamaican Government states: “We need to create a public service with the competencies, innovativeness, flexibility, performance orientation and the motivation to ensure continuous regeneration of the public sector... We will continue the process of separating the policy function of ministries from the operational and service delivery functions of departments, executive agencies and other public bodies... Within the other public organizations we will continue the process of granting greater managerial autonomy”.

²⁹ *The Dakar Framework for Action Adopted by the World Education Forum Dakar, Senegal 26 – 28 April 2000*

We recognise that a successful decentralization strategy has implications for autonomy and authority at the school level and the structure of the Ministry of Education and other supporting institutions.

Delegated Responsibility and Authority at the School Level

We believe that ideally, schools must have the following to be successful.

- A strong and effective board
- A responsive principal displaying strong leadership;
- Responsibility and management of the teaching function by principals, vice principals and heads of departments
- Articulated, shared vision of success around which all stakeholders align;
- Strategic Plan and monitoring to achieve their vision; and
- Adequate funding to achieve their vision.

A Board of Management of each school is appointed by, and is responsible to, the Minister for appointing school staff. Appointment of staff is subject to the confirmation of the Minister. The employment contract is between the Ministry and the individual teacher; the school therefore does not have ultimate control of who is hired at the institution. The Ministry has the authority for, among other things, allocation and use of all funds, for the confirmation of teachers, as well as approval of leave.

According to the 1998 KPMG Report, “MOEY&C does not have standard response times for dealing with particular matters. As a result many queries are dealt with very slowly and the problems to which they relate remain unresolved.... Delays in the Ministry create problems for the schools, which have to manage the uncertainty. The current system embeds in the overall

management culture the view that people and organizations look to higher up the hierarchy for solutions or decisions and as a result people do not resolve problems for themselves”.

Education Officers are employed by the Ministry of Education, Youth and Culture to carry out several core functions such as curriculum development, assessment and evaluation of student performance, as well as the supervision of the operations of the schools.

The Territorial Education Officers provide auditing and some supervisory functions, but this overlaps with some of the functions carried out by the school leadership. As a consequence, there is a growing culture of dependency on the Education Officer and inadequate levels of responsibility being exercised by principals and the school boards.

The functions undertaken by the Territorial Education Officers overlap with some of those carried out by the school leadership, creating among school leaders, a culture of dependency. Some functions of the Territorial Education Officers are:

- Monitoring the maintenance of the physical plant.
- Acting as liaison between the Ministry and the school community.
- Ensuring the timely completion of performance evaluation reports and offer advice as needed.
- Monitoring discipline and taking remedial action to ensure the maintenance of the necessary standards.

- Ensuring that statistical data are submitted on a timely basis.

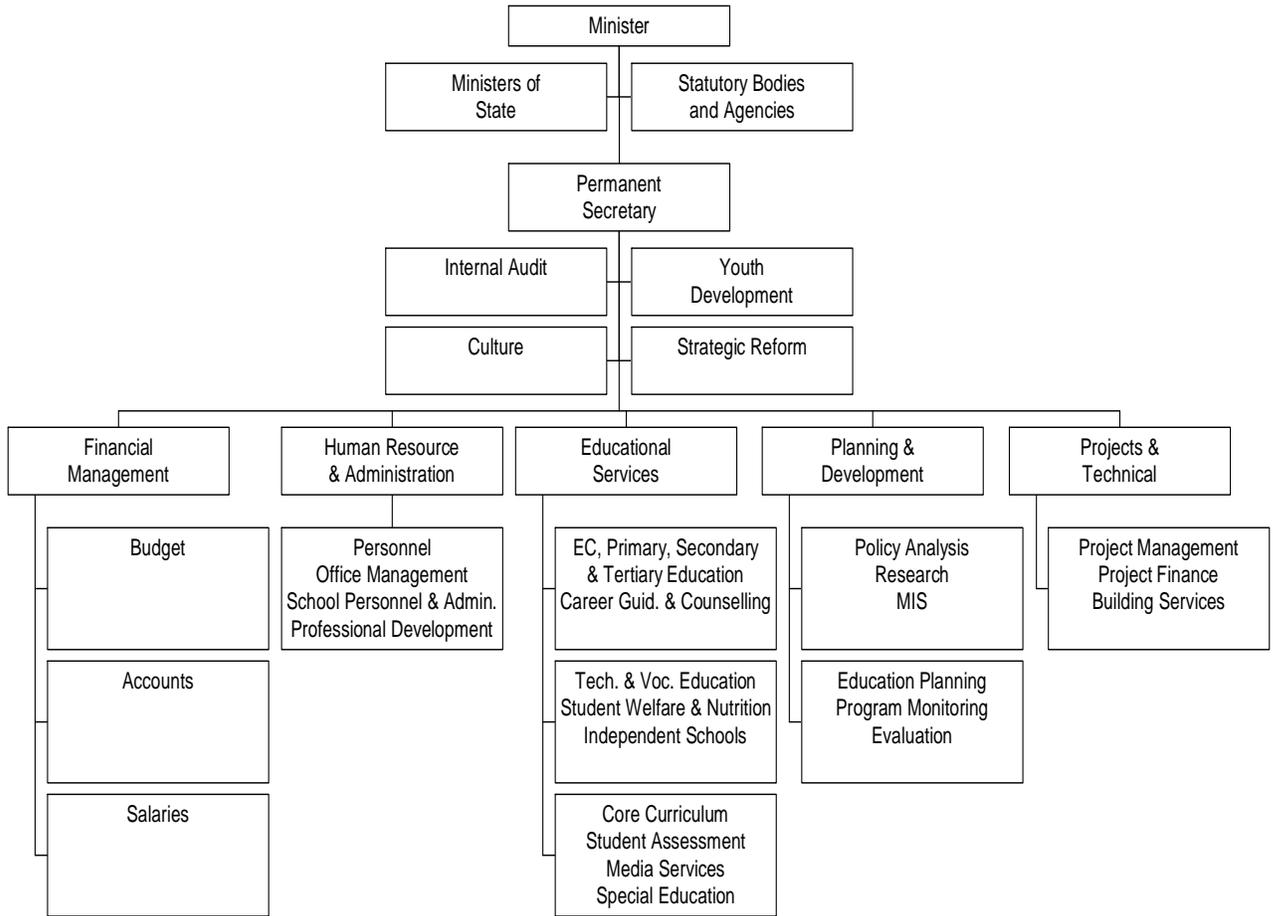
Structure of the Ministry of Education, Youth and Culture

The current structure of the MOEY&C, shown below in Figure 3, indicates the following:

1. The MOEY&C is a hierarchical, highly centralized and bureaucratic organization despite efforts to decentralise through the establishment of regions. The KPMG report noted that “although the creation of the regional offices signals a marked shift in the operations of the Ministry, many problems associated with a centralised bureaucracy remain to be resolved. The regional offices are essentially administrative arms of the central Ministry. There is pressure to give more responsibility to the regions as a means of removing barriers to progress The current system also embeds in the overall management culture the view that people and organisations look to higher up the hierarchy for solutions or decisions and as a result people do not resolve problems for themselves”
2. Functions are highly operational and not in line with the Public Sector Modernisation policy
3. Overlaps in the functions of various divisions in the Ministry such as Corporate Planning and Strategic Reform, Project Management and Project Finance, Facilities Management and Technical Services, therefore creating inefficiency and waste.

4. The Strategic Reform Division, created in January 2002 as part of the Government's Public Sector Reform Programme, has core functions and strategic objectives that are operational and facilitative of the status quo and not oriented to ensuring that change takes place.
5. The Ministry is micro-managing the delivery of education at the local level.
6. The central office complex in which the Ministry is housed is uninviting, unattractive and reflects poorly on the entire system

Figure 3: MOEYC Current Functional Organization Structure



The KPMG report noted that there is a high dependence on clerical and administrative activities³¹ as shown in the following table:

Table 21. Distribution of staff of the MOEY&C Central Office by level in 1998

Level	Estimated Numbers in 1998	% of Staff
Senior Managers	18	2.9%
Managers	94	15.1%
Middle Managers	30	4.8%
Admin/Executive Secretary	158	25.3%
Clerical/Secretarial	262	42.0%
Ancillary	62	9.9%
Total	624	100%

The report also noted that in the MOEY&C, the salary cost of the planning, development and monitoring functions combined is only 27% of total salary cost, whereas maintenance alone is 73% (see Table 22 below), indicating a ministry more focused on operations than on policy.

Table 22. Allocation of Staff Resources by Major Function

Major Function	% of Total Staff Resource
Planning	7%
Monitoring (Internal Audit, School Inspections, School Census)	10%
Developing (Major plant upgrading and expansion, training and automation)	10%
Maintaining (payroll, personnel, buildings maintenance, communications and distribution)	73%
TOTAL	100%

³¹ KPMG Report

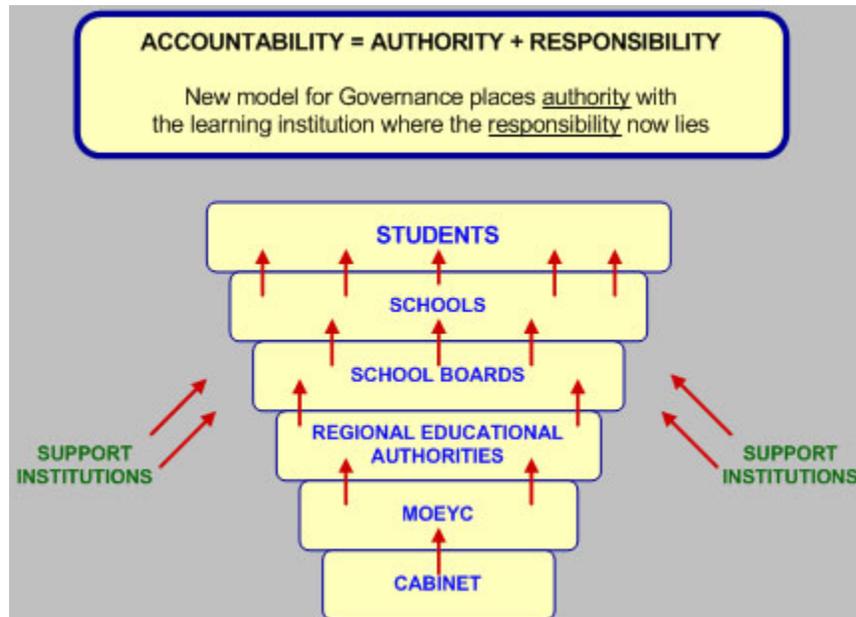
Education System Support Institutions

The various institutions in the education system were shown in Table 9 on Page 19. There are currently duplications in duties and functions within the support institutions for education. An example is the fact that both the University Council of Jamaica (UCJ) and the National Council for Technical and Vocational Education and Training (NCTVET) accredit programmes.

Governance and Management Recommendations

A new model of Governance for Education in Jamaica is proposed in which more responsibility is delegated to the school level as shown in Figure 4 below. Essentially, students will be seen as the centre of the system and every institution, including the Ministry of Education, Youth and Culture, will serve the students via the schools. The MOEY&C is to facilitate institutional growth and capacity for decision making and implementation.

Figure 4: A NEW MODEL FOR GOVERNANCE



It is in the context of this new model for governance that we recommend:

1. Strengthening governance and management at the school level
2. Establishment of Regional Education Authorities to support schools
3. Restructuring the Ministry of Education Youth and Culture to be a policy ministry
4. Restructure the support institutional framework

Details of these recommendations now follow:

1. Strengthen governance and management at the school Level:

1. School boards are to be accountable to the Regional Educational Authorities for the performance of the school
2. The National Council On Education to cease the practice of inviting Members of Parliament to submit recommendations for appointment of Board Chairman
3. Board chairmen and all board members must be trained and certified in board governance.
4. The Board is to hold the principal accountable to the objectives and performance targets of the Strategic Plan
5. All principals are to get continuous training in school management and leadership in a variety of accredited institutions
6. The principal is to have responsibility and authority for the management of the school, including the management of the teaching function

2. Establish Regional Education Authorities (REA)

17. REAs are to be semi-autonomous agencies under the Ministry's portfolio to monitor school performance and to provide specialist support to schools.
18. Curriculum implementation teams comprising Education Officers working from the REAs will provide support to schools as needed
19. Specialists such as guidance counsellors, reading specialists, master teachers, etc. are to be employed regionally and general subject teachers to be employed by the school board.

3. Restructure the Ministry of Education, Youth and Culture as per Figure 5 below

20. The core functional areas will be policy development, projects, information and communication, research, finance, human resource management and financial audit. Agencies and other public bodies will concentrate on implementing policy.
21. Secondly, this structure reinforces the direction outlined in the Public Sector Reform where ministries concentrate on policy and monitoring

4. Restructure Support Institutional Framework:

22. The proposed institutional arrangement to support the institutions of learning is described in Table 26 and depicted in Figure 5 below. This indicates the paradigm shift from the Ministry being central, to the institutions of learning being central, with all other organizations, including the Ministry, providing support to the learning process.
23. The Ministry will outsource certain functions to a network of private and public support institutions, as was also recommended in the KPMG report. Such functions may include student assessment, professional development, curriculum development, teacher registration and licensing, institution registration and accreditation and quality assurance.

Appendix B gives details of the functional allocation of services, previously under the Ministry, throughout the supporting institutions.

Figure 5: MOEYC Proposed Functional Organization Structure

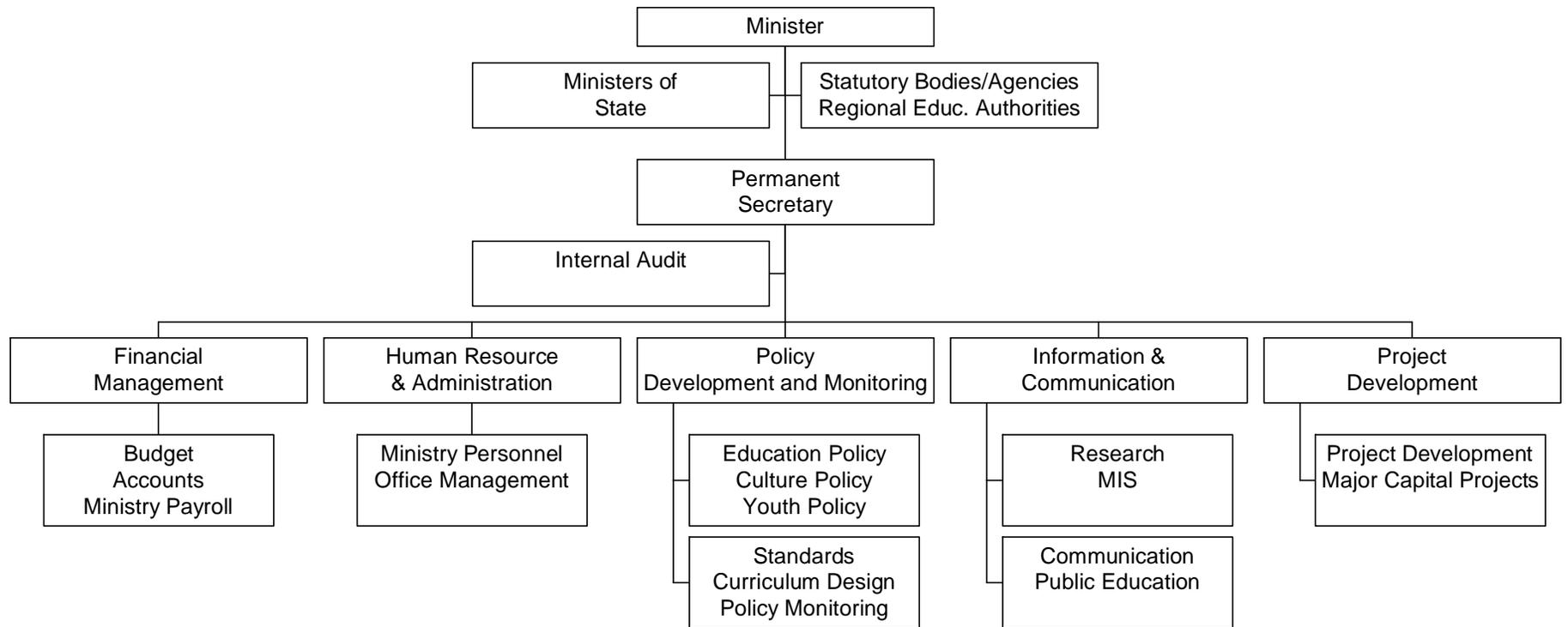
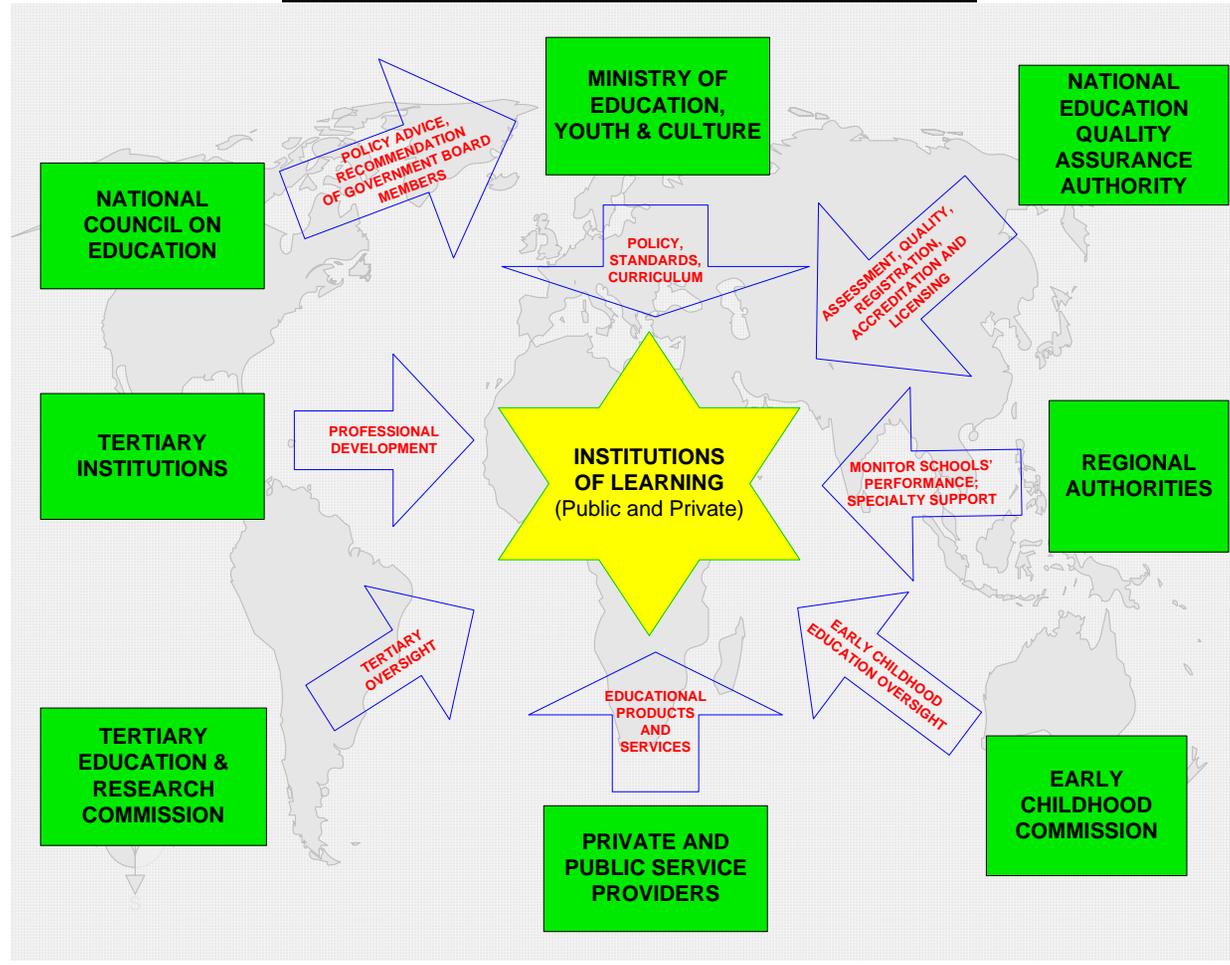


Table 23. Education Support Institutions and Proposed Functions/Services

Support Institution	Functions
1. Regional Education Authorities (REA)	<ul style="list-style-type: none"> ▪ Accountability for Primary and Secondary School Performance ▪ Monitor School Performance ▪ Provision of Specialist Support to Schools
2. National Education Quality Assurance Authority (NEQAA)	<ul style="list-style-type: none"> ▪ National Student Assessment and Reporting ▪ Quality Assurance ▪ Registration and Accreditation of Institutions ▪ Licensing of Teachers
3. Early Childhood Commission	<ul style="list-style-type: none"> ▪ Early Childhood Oversight ▪ Accountability for Early Childhood Education Performance
4. HEART Trust/NTA	<ul style="list-style-type: none"> ▪ Technical, Vocational Education and Training
5. Tertiary Institutions	<ul style="list-style-type: none"> ▪ Professional Development
6. Tertiary Education and Research Commission	<ul style="list-style-type: none"> ▪ Tertiary Oversight
7. National Council on Education	<ul style="list-style-type: none"> ▪ Policy Advice to the Minister ▪ Recommend Government Board Members for Public Schools
8. Professional Associations	<ul style="list-style-type: none"> ▪ Professional Representation ▪ Professional Development
9. Private and Public Service Providers	<ul style="list-style-type: none"> ▪ Provision of goods and services to the Education System

Figure 5: Proposed Institutional Arrangement



Accountability for Performance at all Levels

Student academic performance relative to the targets set in the Government White Paper on Education, as well as performance in national exams indicate that the entire system is performing poorly.

Performance targets, set in the Ministry, are not cascaded throughout the system and this results in little or no accountability for performance at the various levels. The measurement of educational outcomes against inputs is rarely done as the prevailing culture favours monitoring of how inputs are deployed rather than whether targets are achieved. Performance indicators set out in the Ministry's Corporate Plan are, in most instances, vague.

In general, central MOEY&C and the regional offices have a weak management information culture. In the absence of adequate information it is difficult to set

targets and ensure accountability.

The system does not provide incentives for principals and teachers to produce greater student achievement, nor does it hold them accountable. This, despite the thrust of the Public Sector Modernisation Vision and Strategy 2002-2012 to introduce performance management in all ministries and departments and improve the effectiveness and efficiency of the delivery of public service through the measurement and management of the performance of public organizations and public servants. Under the current system of granting salary increases, salaries are not based on results—that is, the achievement of students—but rather on the acquisition of degrees and on years of service. For example, teachers benefit from automatic annual increments. They also receive increments based on their acquiring additional qualifications.

Financial Accountability

Secondary schools fund a significant portion of their costs from fees charged directly to students through the cost-sharing programme. Additionally institutions are afforded a high degree of autonomy in how they raise and deploy funds, which is desirable. However, the absence of a central system of monitoring and accounting for the resources that they garner and spend results in a lack of uniformity and impinges on the ability of Government to plan effectively. Furthermore, there is no assurance that all the resources that are secured by the institutions are deployed prudently and in the best interests of the institutions.

There is little or no enforcement of the regulations requiring educational institutions to present comprehensive reports (including audited financial statements) on their financing to the MOEY&C so such requirements are largely ignored³². Finance personnel in the Ministry express severe frustration at their inability to secure such reports from individual institutions, and assert that there are no effective sanctions available to them to secure compliance with the regulations. Another contributor to this inadequate accounting may be inadequately trained, and over extended bursars, whose responsibilities are more in line with those of an administrative manager rather than of a Chief Financial Officer. Furthermore, in early childhood, primary and all-age schools, the principal carries out the function as there is no provision for this post.

³² For Year ended March 2003, only 8 of the 139 high schools, 12 of 833 primary and junior high schools and no tertiary institutions had submitted audited reports at the time of writing (source: MOEY&C, Finance Division)

Recommendations

Accountability for Results

1. Design and implement Performance-Based Management System, to include rewards and sanctions, for all staff in MOEY&C, Support Institutions and public schools on the following bases (individual, departmental and institutional):
 - Teachers should be rewarded based on Improved student achievement
 - Teams/Departments within schools based on Increased student performance in specific subject areas
 - Management team based on Overall school performance
 - Ministry and other Support Institutions based on National (regional in the case of REA's) education performance
2. Develop strategic plans for the Ministry, support institutions and all learning institutions, to include clearly defined objectives, measures and targets, as well as strategies and actions required to achieve the targets.
3. Implement monitoring and reporting systems at the Ministry, support institutions and schools to focus on achievement of targets.
4. Implement a comprehensive Management Information System to collect, collate and analyze information.
5. Publish information on a timely basis at the school, community and national levels.
6. Conduct an annual National Taxpayer Satisfaction Survey to get feedback from the citizens on the overall performance of the education system.
7. Conduct annual parent and community satisfaction surveys to get feedback on the performance of individual schools.

Financial Accountability

1. Redefine the role of the bursar in schools, as the breadth of their present responsibilities does not enable them to devote the required level of attention to the accounting function.
2. Deploy a uniform electronic accounting and reporting system to all schools to capture the financial data relating to their income and expenditure, and management of assets and liabilities.
4. Develop specific procedures to ensure that the accounting functions are undertaken within 2 weeks of the end of each month. Implement and support effective sanctions (such as the withholding of salaries of responsible officers) to ensure compliance with the required reporting standards.

Management and Organisation of Teaching

The 1998 KPMG Peat Marwick Report identified **Management of School Staffing Establishments and Teachers' Leave Entitlements** as two constraints to achieving greater efficiency and effectiveness at the school level.

Terms and Conditions of Employment:

Teachers in the public system are:

- Appointed by individual school boards, subject to approval by the Minister.
- Paid by the Ministry of Education, Youth & Culture and receive salaries based on a centrally defined salary scale.
- Contractually obliged to the Ministry of Education, Youth & Culture as defined by the Education Act and Regulation as well as MOEY&C memoranda and circulars.
- Tenured by the Central Ministry i.e. tenure in the service is continuous; however a teacher does not carry forward permanent status from one school to another.
- Granted all categories of leave - study, vacation, sick, special and casual - by the MOEY&C. The Ministry processes all leave applications.
- Centrally mandated to provide a specified number of contact teaching hours per five-day week for a defined number of days per year

Vacation Leave

- Permanent teachers after five years of service are eligible for one term paid leave, accumulated up to ten years for a total of two consecutive terms as paid leave. This is in addition to regular school holidays;

- Principals with four years of service are entitled to one term leave, accumulated up to eight years for a total of two consecutive terms of paid leave;

Department Leave

Teachers and principals are entitled to up to 12 days departmental leave for emergency purposes

Study Leave

- Permanent teachers with ten years service who have not taken study leave are entitled to two (2) years' study leave with pay
- Permanent teachers eligible for with less than 10 years service are entitled to one-year study leave with pay

The KPMG report noted the high cost to taxpayers of teachers seeking to upgrade their professional qualifications while employed as teachers. The report estimated that the cost in 1998/99 could be as high as \$600 million. The report also highlighted three consequences of leave entitlements:

5. At any one time up to 10% more teachers than is required are employed by the Ministry;
6. The teaching work of individual schools is disrupted when up to 10% of the staff is away on leave.
7. In addition to the replacement cost of the substitute teacher, other teachers will receive acting allowances

The impact of these leave policies and procedures are as follows:

- The fracturing of the student experience
- Difficult for principals to plan

- Challenges in scheduling and carrying out professional development

Working Days

Currently, there is no clear position in respect to the length of instructional time and number of working days for which teachers are employed and salaried. According to the Education Regulations Section 7, (1) the school year shall run from the 1st September of each year to the 31st August of the following year. The Regulations also stipulate that the teacher shall receive a monthly salary for the period of employment.

Conversely Section 7 (3) states that: “Every public educational institution shall meet for no less than 190 days of each year unless it is prevented from doing so for reasons permitted by the Minister”. In practice, teachers work for a total of 190 days, enjoying all school holidays: 40 days in the summer, 5 days at Easter and 10 days at Christmas totalling 55 working days per year.

Registration

Teachers are registered on entering the system, however there are no regulations in place requiring them to remain current.

Management of the Teaching Staff

The principal of the school has ultimate responsibility for the management of the teaching/learning process. In the public system 1,000 principals manage a teaching force of 22,360. The size of schools and therefore principal/teacher ratio varies widely with some schools having enrolment of over 3,000 students while a few have less than 200.

The majority of teachers (63%) have a teaching diploma but no subject-specific qualification whilst 13% have university degrees but no teaching diploma. Only 20% of teachers in the public system are graduate-trained teachers. There is no requirement for teachers to continue to improve their learning once they receive their teaching qualifications. However, the MOEY&C usually in relation to specific projects and programmes, offers professional development throughout the year.

The KPMG report noted that there are a number of teachers who are unable to perform adequately, lacking capability, motivation and commitment to professional standards and that principals are often ill prepared for their leadership responsibilities. The report also stated that there are too few sanctions activated against under-performing teachers and principals, which results in their continuing involvement in education, as well as demotivation of others who see no action being taken. Principals acknowledged that disciplinary mechanisms are available, but feel constrained to carry out the formal procedures due to the pressure of day-to-day problems.

The principal is further constrained by a number of institutional factors:

- Staffing is driven by MOEY&C prescribed pupil: teacher ratios, rather than by the dictates of the curriculum and needs of the students;
- Supervision of teachers is split between the principal and the education officer;
- The automatic retiring of teachers at a prescribed age is depriving the system of excellent teachers with many more useful years.

Recommendations

8. Renegotiate the leave entitlement of teachers and principals
9. Establish clear position in respect of the length of instructional time and number of working days for which teachers are employed

10. Prescribed training programme in leadership and management for all principals
11. Retain retired teachers of excellence on fixed contract after retirement
12. Develop and implement a licensing and certification system for all teachers in Jamaica. This will ensure that teachers hone their skills and maintain the currency of their training. Initial licensing will be based on appropriate qualifications with relicensing every 5 years
13. Develop and implement a comprehensive distance education programme for pre- and in-service training and the upgrading of teachers. The in-service training programmes are to be structured outside of school hours so that there will be minimal disruption of teaching
14. All teachers to complete Bachelor's Degree in Education. Holders of degrees in other subject disciplines must complete a diploma in Teacher Education

KEY ISSUES

Curriculum, Teaching and Learning Support

Chronic Underachievement of Students

The failure of the system to properly equip learners with the requisite skills and competencies for each stage of their schooling has produced an inefficient and wasteful system in which many of the students are playing “catch up”, rather than consolidating prior learning and gaining new competencies and skills. Students flow through the system based on automatic age/grade promotion, except for Grade 4.³³

The statistics further point to an even greater level of underachievement among boys. Janet Quello and Beverley Carlson in their Social Assessment of Rose II stated: “By far the most serious problem is students’ reading abilities. Deficient reading starts in the lower primary grades and continues to build, year-on-year. Poor reading abilities are concentrated among boys. By the time students reach grade 6, 30% of students read below their grade level. By Grade 9 a huge divide has occurred – large numbers of students, especially boys, cannot read or write, while some are functionally illiterate. Because of their reading deficiency, they cannot learn the content of various subjects.”

³³ *Education: the Way Upward: “Automatic promotion of students in the primary schools is not allowed beyond the Grade 4 level. Remediation in reading must take place to ensure that students in grades 5 and 6 are reading at an appropriate level”*

The poor examination results displayed at all levels of the system indicate that there is a large number of students at the primary and secondary levels not performing at their grade levels. For example:

- Only 31% of the children achieved mastery on all subtests in the Grade 1 Readiness Inventory. This comprises 63% of the male students assessed and 74% of the female students assessed.
- In the Grade 3 Diagnostic Test, only 14% mastered all the Language Arts concepts with only 4% mastering all the Mathematics concepts. This comprises 28% of the male students assessed and 43% the female students assessed.
- Only 57% of students sitting the Grade 4 Literacy Test achieved mastery. This comprises 45% of the male students assessed and 70% the female students assessed.
- In GSAT the average student performance ranged from 67% in Communication Task to 48% in Mathematics and Science. This comprises 45% of the male students assessed and 51% the female students assessed.
- In the Secondary School Certificate (SSC) less than 33% achieved passing grades in English Language, and only a mere 3% in Mathematics.
- In the CSEC 16% of the cohort passed Mathematics and 25% passed English Language. This comprises 40% of the male students assessed in English Language and 53% the female students; and 35% of the male students assessed in Mathematics and 30% of the female students.

Some schools are tackling their under-achievement challenges, and several projects for remediation, such as “GOJ/USAID New Horizons for Primary Schools” and “GOJ/IADB Primary Education Support Project” are being piloted. However there is no systematic national remediation strategy.

A focus group held by the Task Force with representatives of schools tackling the remediation issue brought out the following:

15. 40% to 50% (rough estimate) of students in the system are below their grade level i.e. approximately 300,000 students.
16. Motivation is critical, as building students' self-esteem is the first step in remediation.
17. The MOEY&C mandated teacher: pupil ratio does not take into account the smaller class size (1:15) necessary for successful remediation.
18. Successful remediation is an on-going partnership of the students, parents and all teachers in the school, and must be championed by the Principal.
19. Incentives for successful remediation are important - for students, parents and teachers.

Each year the system “graduates” thousands of students who are not equipped for the working world or further education. Quello and Carlson further stated that “this is the tremendous paradox of Jamaican education that standard statistics do not reveal – high enrolment rates through lower secondary, but low learning, interest and participation”. It is clear that while fundamental changes are being made to the education system, the needs of the 300,000 students who are not at their grade level must be met with great urgency.

Recommendations

There are two main stages at which intervention is required – **literacy remediation** (learn to read), and **grade level remediation** (read to learn).

Literacy remediation

20. Assess students and determine need for remediation, specifically in reading.
21. Train and provide remediation specialist teachers (approx. 400) on medium term contract throughout the Regional Authorities to be available to schools as needed. If necessary, recruit from overseas, retirees, returning residents, among others.

22. Train approximately 5,000 Teachers' Aides (such as Key Clubbers, National Youth Service, 4H Clubs etc.) to support primary school teachers for the remediation programme.
23. Appoint literacy coordinators at each school from existing staff, using the "New Horizons Project" and the "Caribbean Centre of Excellence for Teacher Training" models.
24. Develop and implement a public awareness campaign around the value of early literacy, as well as around what parents can do to address underachievement.
25. Reinstitute the national "Drop Everything and Read" remediation programme.

Grade Level Remediation

24. Implement a menu of remediation options relevant to the particular school. These are to include:
 - Taking students out of the grade, providing parallel remediation and subsequent reintegration.
 - Mixed ability – leaving students in the grade and providing a mixed grade delivery to remediate those in need while providing normal curriculum delivery to the others.
 - Use of information technology.
 - Use of reading specialists and reading resource rooms/reading laboratories
 - Emphasise on Language Arts and Mathematics for three academic years.
26. Determine and procure resources required for remediation, to include specialists, teachers' aides, curriculum, IT etc.
27. Expand the Master Teachers' corps and use competent Mathematics and English Language specialists as roving teachers to train teachers in classroom and workshop settings.
28. Use Information Communication Technology to teach difficult concepts via distance.
29. Encourage teacher-exchange programme and the sharing of facilities and resources.
30. Incorporate knowledge of the physiological and psychosocial differences between boys and girls into the entire teaching learning process.

Curriculum Development

Curriculum is centrally designed and developed by the Ministry, with significant support from external funding agencies. There is a lack of curriculum articulation between critical levels of the system, at early childhood, primary, primary and secondary, and lower and upper secondary, making it difficult for children to consolidate prior learning experiences.

Cross-curricula themes such as: career education, HIV/AIDS, values & attitudes, environmental education, and gender are not always given the level of prominence necessary for the holistic development of the child.

The potency of the visual and performing arts as disciplines in their own rights, as well as vehicles for teaching and learning are undervalued in the curriculum development and delivery.

Early Childhood Curriculum

The current Early Childhood Curriculum emanated from the Project for Early Childhood Education spearheaded by D.R.B. Grant in 1969 –70. In recent years a number of stakeholders have met under the aegis of the MOEY&C to revise and develop a National Curriculum for Early Childhood Development, which is to include a curriculum for children birth to three years. It is expected that in its design the curriculum will take a comprehensive approach that will contribute to the standardization of delivery of the early childhood development curriculum across the island.

The curriculum is expected to be ***developmentally appropriate*** and therefore responsive to the social and cultural realities and educational needs and development of the child.

Primary Education

In 1999 the Ministry of Education Youth and Culture, after a significant period of consultation, produced the Revised National Primary Curriculum. The process of curriculum development included some stakeholder involvement and a broad based consultative approach.

The curriculum for Grades 1-3 is premised on a curriculum integration model while that of Grades 4-6 uses the discreet subject model. Because of this, there are a number of issues that have emerged:

- The revised curriculum does not take a *developmentally appropriate outcomes based* approach in a manner that would define what children should know and be able to do.
- Standards were not written for discrete subjects other than Mathematics, Science and Language Arts, in the Grade 4 to Grade 6 curriculum.
- The standards for Mathematics, Science & Language Arts were not written in tandem with the curriculum as it was being developed.
- Material has not yet been developed to support the integrated approach.
- Provision was made in the revised curriculum for windows for literacy and numeracy. However, no programme or materials were developed since the inception of the curriculum.

Reform of Secondary Education Common Curriculum

Prior to 1994 there was no curriculum for secondary education. The Reform of Secondary Education (ROSE) implemented in 1994, sought to address quality, access, equity and relevance. This reform was a bold attempt to unify secondary education. It has achieved success in a number of areas, for example, all secondary school aged children in Grades 7-9 now have access to a common curriculum and are assessed on a national assessment instrument (Junior High School Examination).

However, we are concerned that a significant sector of the secondary system did not participate and was not mandated to implement this programme in their institutions, despite the huge amount of public funds invested. Also, there needs to be a greater degree of coherence between the common curriculum and the Grade 10 and 11 programme, which terminates in the Caribbean Secondary Education Certificate (CSEC). In addition, a number of subjects in the programme are seen as lacking in depth and there are some inexplicable overlaps and gaps e.g. inadequate content in ROSE Social Studies to meet requirements of History and Geography CSEC.

In order to address the issues of equity and quality at the upper stage of the secondary level, Grades 10-11, a follow-on to ROSE is being piloted. ROSE II is expected to improve the quality of secondary education mainly through expanding access and institutional strengthening.

Proposed Expanded Secondary Programme

A complementary initiative to ROSE II is the Expanded Secondary Programme (ESP), which seeks to ensure that:

- Students obtain a broad general education with a set minimum standard of academic achievement
- Students receive standardized certification (The High School Diploma) and transcripts on successful completion of five years of secondary school

In addition to the core subjects, the ESP defines a core set of curricular experiences covering values and attitudes, work ethic, volunteerism and citizenship , which should address the development of the whole person. The programme is being piloted in 9 schools.

The criteria for award of the High School Diploma will be successful completion of :

- Proposed core subjects - Mathematics, English Language, Spanish, Social Science, Natural Science, Information Technology, Technical/Vocational course or Performing Arts. There is a proposal to introduce a new test targeted at those students considered unable to cope with CSEC (General Proficiency).
- Guidance and counselling
- Community service
- Clubs and societies
- Physical education and sports

Recommendations:

General:

25. Develop and implement a clear and transparent policy to guide curriculum review and development, cross-curricula themes and issues across subject areas, resource allocation, training, articulation and sustainability issues, and integrate the visual and performing arts in the design and delivery of curriculum.
31. Review the curricula at early childhood, primary and secondary levels and ensure articulation at the various transition points.

Early Childhood:

32. Conclude and expedite the curriculum development process for ECD.
33. Conclude and distribute the standards document for the administration of ECD facilities

Primary:

34. Develop and implement curriculum standards and outcomes for all subjects at every grade level
35. Expedite the development and delivery of the programmes and material for Windows for Literacy
36. Expedite the delivery of material to support the integrated curriculum.

Secondary:

37. 'Curricularise' the CSEC syllabus (convert the CSEC syllabus to standard, outcomes based curriculum format) and ensure that smooth progression exists between Grade 9 and CSEC.
38. Undertake a comprehensive evaluation of the grades 7 – 9 common curriculum
39. Incorporate non-academic components of ESP in the curriculum

Curriculum Implementation

Once the curricula have been standardized, all schools in the public education system at early childhood, primary and secondary levels are required to implement the approved curricula. Principals and other school leaders, supported by Education Officers, manage the curriculum implementation process.

The MOEY&C provides support for curriculum delivery by way of instructional material and equipment. Under the Primary Textbook Programme, primary textbooks are provided free of cost to students. In 2003, approximately 2.4 million books were printed. At the secondary level, the Secondary Textbook Rental Scheme procured and supplied approximately 457,000 books. In addition Jamaica Library Service operates a network of 926 school libraries through the Schools' Library Service.

One of the Ministry's Strategic Objectives is to enhance student learning through the greater use of Information and Communications Technology. In assessing the status of the use of information technology in schools, the Ministry noted in its Corporate Plan (2003-2006) that some schools have made great strides in using and offering access to the new technologies, but the overall pattern is characterised by the uneven distribution of resources between institutions and the need to invest in improving staff capabilities. The Ministry has therefore proposed a two-stage strategy which will first give schools access to the Internet as a means of improving curriculum materials while at the same time investing in teacher in-service training. Secondly, this strategy will provide greater access for individual pupils to use the new technologies as part of their own individual learning programme.

One of the factors, which affects curriculum implementation, is contact time, both in terms of the number of hours per day, and the length of the total schooling experience. The impact of the length of instructional time on student performance

has been the focus of attention in education systems globally. In contrast to many countries where 12 or 13 years of formal schooling is provided, Jamaica provides 11 years from Grades 1-11. However, research indicates that extending time without improved teaching methods does not add value. We believe that our students would benefit greatly if the schooling experience be extended and the quality of teaching improved.

In Jamaica the number of instructional hours per school day as stipulated by the Regulations should be no less than 4 1/2 at the Primary, All Age and Secondary schools on a shift system, and 5 hours for whole-day schools. By comparison, the average number of instructional hours for the United States for example, is 6 hours per day. The hours of instruction refer to the hours that a teacher and students are present together imparting and receiving educational instruction respectively.

The current practice in Early Childhood care and education is concerned more with custodial care rather than with the developmental needs of the child. Research in this area, undertaken by Dr. Rose Davies et al, has highlighted the paucity of opportunities for children to have sound, developmentally appropriate experiences. In addition, a curriculum that is premised on the importance of early and appropriate stimulation is not always in place.

General feedback from experts and practitioners in education suggests that:

- Leadership and management of curriculum implementation is ineffective
- Material and resources are inadequate and underutilised
- The curriculum guides are being used as prescriptive documents resulting in inflexibility in delivery which limits the ability to meet the needs of all learners
- Teaching strategies are inappropriate and lacking in variety

- Curriculum implementation particularly in secondary schools is affected by reduced contact teaching time caused inter alia, by teacher and student absence, and lengthy examination periods. At the primary level curriculum implementation is affected by extended breaks and other non-teaching activities

Inadequate:

school and public libraries

Science laboratories and access to Information and

Communication Technology

Teacher preparation to teach science subjects is inadequate

- The Common Curriculum (Grade 7 to 9) has not been implemented in all secondary schools.
- The inequity in access and quality still obtains at the secondary level with the continued existence of All Age, Primary and Junior High Schools.
- Reclassified 'High' Schools do not have the required resources to effectively implement the curriculum
- Provision and use of information technology for learning delivery is inadequate
- MOEY&C allocation of teachers to schools is based on an average teacher:pupil ratio and does not take into account the variety of programmes offered at the secondary level
- Pupil:teacher of 35:1 at the primary level is too high for successful implementation of the curriculum

Recommendations

1. Develop and deploy specialist curriculum teams to monitor and support curriculum implementation.
2. Train principals and other school leaders in curriculum implementation including timetabling skills and management of teaching and learning using distance modalities as appropriate.
3. Expedite the implementation of the I.C.T. Policy currently in draft form.

4. Train all teachers in the use of information and communications technology.
5. Provide Internet access to all schools using wireless technology if necessary.
6. Promote and encourage the use of public and school libraries, and transform public libraries
7. Establish classroom libraries in each school, especially at the primary level.
8. Establish maximum class size for Grades K–3 as 20 and Grades 4–6 as 30 and secondary as 25.
9. Expedite the implementation of the Early Childhood Development curriculum in all Early Childhood facilities including the training of Early Childhood practitioners.
10. Implement a seamless K to 12 system to include children ages 5 at the lower end of the system and an additional year at the upper end. This will result in an expansion of the number of years of schooling from 11 years to 13 years by:
 - Increasing the number of infant departments attached to government Primary, All Age, and the Primary and Junior High Schools through the utilization of existing spaces in these schools occasioned by GSAT placement machinery.
 - Introducing the 2-year/3-year track to CSEC examinations based on the Grade 9 results.

Student Assessment

National Assessments

The Student Assessment Unit of the MOEY&C is mandated to produce and implement fair and developmental educational assessment of students at the primary and secondary levels. This is achieved through administering examinations and publishing results in ten (10) testing programmes to approximately 300,000 students/candidates. The testing programs are:

- Grade One Readiness Inventory (GRI)
- Grade Three Diagnostic Test
- Grade Four Literacy Test

- Grade Six Achievement Test (GSAT)
- Grade Nine Achievement Test (GNAT)
- Junior High Schools Certificate (JHSC)
- Jamaica Schools Certificate (JSC)
- Secondary Schools Certificate (SSC)
- Vocational School Leavers Certificate (VSLC)
- National Vocational Qualification of Jamaica (NVQJ)³⁴

In addition to national assessments, testing is done at the school level for all grades.

In general, assessment results are not used for improvement of the students or the system and students' test results and term reports are not always given to parents. The students' records are not transferable from grade to grade and from institution to institution. Lack of consistency and coherence in grading parameters throughout the education system make it difficult to track progress throughout the students' school life.

There are some challenges with specific assessments:

- The MOEY&C sets four (4) exams at the primary level, only GSAT is externally administered and scored, which raises questions of reliability of the others.
- The Grade 1 Inventory is administered in September of Grade 1 which is too late to allow for proper planning to address students' needs
- GSAT results are used primarily for placement. A performance profile for each student is not provided so many schools administer their own diagnostic test to incoming Grade 7 students to guide curriculum implementation
- The JSC and the SSC have become outmoded. Most employers do not recognise them

³⁴ Presentation made to the National Task Force on Education by members of the MOEY&C's Student Assessment Unit

- The ESP is mistakenly seeking to introduce a lower-tiered standard of academic performance rather than focusing resources on bringing students up to internationally accepted standards.

Regional Assessments

The Caribbean Examinations Council (CXC), implements 2 assessment examinations:

- The Caribbean Secondary Education Certificate (CSEC) for Grade 11
- The Caribbean Advanced Proficiency Examination (CAPE) for Grades 12 and 13

Recommendations

26. Rationalise the national assessments by ceasing the administration of the SSC and JSC
27. Standardize the grading system throughout the education system for improved tracking of student progress
28. Administer and score Grade 1 Readiness Inventory at the kindergarten level prior to entry (May/June). Inventory to be administered at the receiving primary school after registration in May.
29. Implement a monitoring and verification system for Grades 1 and 3 tests to ensure the integrity of test results.
30. Administer the Grade 4 test externally.
31. Results of Grade 9 assessment to be used to place students either on:
 - 2-year track to CSEC up to Grade 11 OR
 - 3-year track to CSEC up to Grade 11-2 (Sit Basic Proficiency at Grade 11 and General Proficiency at Grade 11-2)

This will eliminate the need for a new test as proposed under the ESP

40. Submit each child's detailed test results to his/her parents/guardian (details in recommendations on Stakeholder Partnerships)

41. Introduce a profile card for each student for recording academic, co-curricular and community activities. This should be a transferable record with internal and external test results, health status and other student information that moves with the student throughout his/her school career. This information should be recorded in a central database as part of the integrated Management Information System (MIS).
42. Introduce a discrete student ID e.g. birth certificate number
43. Develop GSAT reporting format to include profile of the performance on the test in order to obviate any school-based testing for assessment/placement in Grade 7
44. Retain non-academic components of the ESP and incorporate in the school curriculum

2.6 Access to Schools

Physical access to secondary schools is sometimes impeded because the location of schools is not proportionate to the population distribution, resulting in long travel times, exposure to danger and exorbitant transportation costs. Additionally, a number of GSAT students are placed in schools very far from home, and there is a paucity of sixth form spaces throughout the island, particularly so for girls on the North Coast. All this is compounded by the fact that a school bus service is not uniformly provided across the island.

Recommendations

32. Incorporate the location of secondary schools relative to population distribution in the capacity rationalization of schools.
33. Determine demand for Grades 12-13 spaces with emphasis on the geographic distribution and implement additional spaces.
34. Take into consideration the distance from home to school when allocating GSAT places.
35. Examine feasibility of implementing a national school bus service throughout the island.
36. Provide fiscal incentives for private investment in educational facilities (including boarding) throughout the island.

Capacity and State of Physical Plant

Key Issues

The capacity of schools has been reduced over the past decade because of an increase in requirements for unit space per student (the UNESCO space per student standard rate increased from 10ft² in 1990 to 14.4 ft² in 1995 because of advances in teaching methodology and an appreciation for increased instructional space). While there is high enrolment at the early childhood level, the quality of the space in most facilities is substandard. At the primary level, universal access is at the expense of massive overcrowding, particularly in the urban areas. On the other hand, there are some schools, particularly in remote rural areas, where enrolment is below capacity.

At the secondary level, many schools are huge and overcrowded as the MOEY&C continues to allocate large numbers of students from the primary level without regard to capacity.

The shift system, designed to alleviate the capacity problem in the short run, has 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 1998 KPMG Report stated: "...a key priority for improving the performance of schools and their pupils was the need to provide basic standards of facilities in all the island's schools." The 1996 Census information summarised the position³⁵:

- 20% of school buildings need major repairs and a further 38% were in need of minor repairs.

³⁵ *Strategic Performance Review of the Ministry of Education, Youth & Culture, KPMG, 1998*

- Less than 50% of schools have adequate toilet facilities for students.
- Over 50% of all schools do not have a fence or wall as security for the perimeter.
- Nearly 20% of pupils need seating and a writing surface.
- Schools require specialist facilities such as science laboratories, libraries and secure computer storage.

We understand that the situation has worsened, with currently 50% of schools in need of major repair.

In addition, we understand that there is inadequate classroom space to allow for different teaching options such as mixed ability groupings, as well as inadequate staffrooms, administrative office space, sick bays and limited facilities for the physically challenged. Counselling rooms are often inappropriately located (e.g. next to the principal's office) affecting the willingness of students to seek counselling. There is also inadequate ventilation and lighting, water supply, and sanitary facilities in several schools while facilities and space for play areas and co-curricular activities are not provided in many private and public schools. In general there is a lack of a clean, green environment.

Recommendations

37. Embark on a program to rehabilitate and upgrade schools to international standards
38. Rationalize existing school spaces at the primary and secondary levels to produce 2 school types, K-6 and 7-12
39. Convert all primary, primary and junior high and all age schools to primary or secondary
40. Rationalize the available primary school capacity, determine additional space required and build schools to meet this space demand.
41. Rationalize the available secondary school capacity; determine additional requirements including those from the converted Junior High and All Age schools, as well as those retained in the high school system for the additional grade 12 year; then build the required schools to meet the projected consequent demand

42. Eliminate the shift system and include the number of students in the shift school in the above rationalization processes for primary and secondary
43. Incorporate the needs of learners into the design of schools, including accessibility for the physically challenged and support for co-curricular activities
44. Locate new schools as integral components of communities
45. Implement National Action Plan for Environmental Education in each school.
46. Provide adequate resources for the proper preventive and corrective maintenance of the school plant.
47. Involve the private sector and community in school maintenance
48. Include maintenance (and condition) of school in each principal's performance criteria.
49. Design and implement solid waste management and landscaping programs for each school.

2.8 Health & Nutrition

Inadequate nutrition contributes to heightened levels of learning impairment, while the vending of junk food and the peddling of illegal drugs on or near school premises present major challenges in the school system.

Under the Government's Social Safety Net Program, the MOEY&C administers the School Feeding Program which is a subsidised school lunch programme that provides a hot lunch and a snack for children in basic, infant, primary, all-age and junior high and comprehensive schools... An examination of a small sample of beneficiaries (71 cases) indicates that over one-half live in poverty and two-thirds of those in poverty are from rural households³⁶. The following inefficiencies militate against system performance:

- The groups in need of the welfare/nutritional support do not benefit.
- The scope of the programme is too wide and results in high levels of waste and the meals are below adequate nutritional requirements.

While immunization coverage is excellent (96%, 97%, 99% and 88% for polio, DPT, BCG and measles respectively among children of all socio-economic groups³⁷), there are inadequate primary health care services, particularly with respect to optical and dental care. "A total of 3.6% children displayed low weight for age, 4.8% low height for age, i.e., stunted and, 2.4% low weight for height, i.e., wasted"³⁸. These are all worse than the international standards of 2%, 2% and 2%, respectively.

³⁶ Jamaica Survey of Living Conditions 2002, Joint Publication of the PIOJ and STATIN

³⁷ Jamaica Survey of living Conditions 2002, Joint Publication of the PIOJ and STATIN

³⁸ Jamaica Survey of Living Conditions 2002, Joint Publication of the PIOJ and STATIN

Recommendations

50. Develop and implement nutritional policy for schools.
51. Establish a system that identifies the actual children in need of nutritional support, and ensure that they receive the support; building on other existing programmes such as the social Safety Net Program. For example, school grants could be disbursed to families rather than institutions, through a voucher system.
52. Widen stakeholder base to include school gate vendors in order to monitor the type and nutritional quality of commodities sold, and prevent the peddling of drugs to children.
53. Form strategic alliances with the Ministry of Health to provide:
 - Health screening of students upon entry to primary and secondary levels.
 - Dental, optical and other preventive health services.
 - Parenting education information at health centres and hospitals on nutrition and healthy lifestyles.

Anti-Social and Violent Behaviour

Anti-social and violent behaviour is a social phenomenon, which has permeated all sectors of society, and the school is no exception. Research on violence in Jamaican schools indicate that violence in schools has a traumatic effect on the lives of students and teachers and is manifested in different ways, such as fighting, infliction of bodily harm with or without the use of weapons, mischief and provocation, abusive language, and disrespect. In violence prone schools:

45. Violence is perceived as systemic and there is a growing trend in which:

- (a) Students are socialized to act violently, and respond to acts of violence in a violent way
- (b) Some students contribute to the level of violence by 'inviting' violence into their schools - 'students will bring a bad man in'
- (c) Violence flows out of the school to the community and wider society as unresolved issues are dealt with in a violent way beyond the school gates.

46. Some students have become desensitised to the effects of violence.

47. Some students use the mask of violence as a self-protective measure.

48. Violence has been shown to stifle students' desire and potential for learning.

Some causes of violence among students include students' perception of being disrespected by their peers or teachers; revenge for acts done against them or their friends; provocation by students; mismanagement of emotions; theft of personal items; bullying (a dominant feature of the school culture at both primary and high school levels); the absence of parents or parental care, positive adult role models or positive peer influences; the absence of a caring community;

teachers' tardiness, absenteeism, perceived apathy and lack of commitment; classroom methodology that does not address the needs and interest of boys; and unpleasant, unattractive and unhealthy physical school environment.

Recommendations

49. Implement a citizenship education program in schools, including values and attitudes, character education, patriotism, service learning, and the importance of co-curricular activities. Build on existing programmes and initiatives such as Values and Attitudes, PALS, Change From Within, et cetera.
50. Promote greater involvement of parents in order to strengthen the link between home and school.
51. Improve the aesthetics, including adequate green areas and implement first-level maintenance of the physical plant
52. Strengthen co-curricular activities including sports and cultural arts and others such as Scouts, Girl Guides, 4-H clubs et cetera.
53. Revitalize the Jamaica Combined Cadet Force under the aegis of the Jamaica Defence Force
54. Encourage secondary school students to help other students by way of mentoring and peer counselling, as part of their service learning activities
55. Hire Social Workers and personnel from allied professions to provide services throughout the system as needed.
56. Reintroduce a mandatory course in guidance counselling in teachers colleges that should also form part of continual professional development and be a requirement for licensing of teachers.
57. Promote public education through commercials on consequences of violence in schools
58. Encourage summer camps for boys, in particular, that are geared toward esteem building, values, attitudes and sports.

Management of Special Needs

The Challenged:

The following categories of persons are considered as having special needs:

- Those with learning disabilities
- Slow learners
- Emotionally disturbed/behaviour disordered
- Intellectually deficient
- Visually impaired
- Hearing impaired
- Autistic
- Physically challenged

According to UNESCO and the WHO, 10% – 12% of each age cohort has a disability. This is generally considered a conservative estimate and more recent reports have indicated a special needs population in some countries as high as 24%. This would imply that of the approximately 723,000 enrolled in early childhood, primary and secondary high in Jamaica, approximately 87,000 (12%) to 173,000 (24%) are at risk and in need of formal assessment and intervention programmes.

Currently only 2,500 students are enrolled in government and government-aided special education programmes. This represents only 0.34% of the school population. Most of the others are in the mainstream education school system and are therefore at risk.

The issues at this level are exclusive and antithetical to the notion of equitable and accessible education for all as well as the promotion of a system which values the principle of each learner maximizing his/her potential based on international standards.

It is our understanding that the above result in the following:

59. Inadequate provision for assessment and proper diagnosis to identify the special needs population, resulting in an inability to plan for and deliver required services
60. Inadequate provision for placement within the regular school system and special schools, and the provision of support services
61. Refusal of schools to include children with special needs who can benefit from inclusion in regular school programmes
62. Inadequate preparation of teachers in training to meet the needs of the special child within the regular classroom setting
63. Inappropriate teaching methods that do not meet special needs
64. "At risk" students remaining undetected in the system and therefore getting little or no appropriate support services, and as a consequence having low levels of achievement.
65. Ignorance at all levels of the system with regard to the categories of special needs and expectations of those within each category.

The Gifted and Talented

We continue to see in our schools many children who demonstrate natural talents and abilities in the visual and performing arts and sports, as well as those who have latent abilities in Mathematics, Science, Technology, and other specific subject areas.

In its 1994 study on “Growing up Gifted in Jamaica”, the National Task Force on the Education of the Exceptionally Gifted reported that between 2.5 and 3.0 percent of Jamaica’s population may safely be designated gifted and/or talented. At the current rate of population growth, this translates to over 1800 such persons entering our educational system annually. Of these, approximately six hundred (600) individuals are exceptionally gifted in intellectual ability. However, less than two hundred (200) of these are being identified each year.

Where are the others and what are they up to? At this time nothing in the state’s educational system caters to the special needs of children in this group. This is despite their potential to be both extraordinary boons and exceptional banes to our society.

Recommendations

66. Embark on a “child find” to ensure that special needs children are identified and referred for testing and appropriate services.
67. Implement system for the early detection of children with special needs, to begin at the early childhood level
68. Transfer the Special Education Unit functions to each REA
69. Introduce mandatory training (course work) in the nature and needs of the special child, and
70. Diagnostic and prescriptive teaching, for all pre-service and in-service teachers
71. Embark on public education programme for awareness and understanding of special needs.

72. Provide focused education to parents of special needs students.
73. Include special needs students in the regular classroom setting with the appropriate support services and instructional materials for the different groups of learners including resource rooms where necessary.
74. Improve on provision for special sitting of examinations for special needs students.
75. Foster and facilitate acceleration and enrichment for the gifted and talented at all levels, and implement a small number of well resourced magnet schools coupled with on-day-per-week “pull out” regime for the exceptionally gifted.

3. Full Stakeholder Participation in the Education System

3.1 Role of Students

The “customers” of the Education System are increasingly expressing a desire to play an active role in their schools. In January 2004, The National Secondary Students Council (NSSC) which represents over 150,000 students placed on the table their analysis and prescription for the Education System. In addressing Student Participation, they stated:

- “Listen to us, communicate with us and include us at the highest levels of decision-making
- The Ministry of Education, Youth and Culture is there to serve US
- As good business managers, you CANNOT forget your customers “

The Education Regulations amended in 1980, in recognition of the critical role of student voices in school governance and management, introduced the notion of student representation on school boards of all institutions offering secondary level education. There is no requirement for student representation at the primary level. Despite these stipulations, students are not given a voice in the management of some schools, although in principle, the board of each secondary level institution includes a student representative. In many schools the student council representative is not:

- Elected by the students and therefore does not represent students’ interests
- Invited to board meetings or included in meetings convened to discuss sensitive matters, e.g. disciplinary matters related to teachers
- Invited to represent students’ interest on the Personnel Committee as mandated by the Education Regulations

In addition, student councils are not always given the support they need to function effectively, such as training, assistance in establishing policies and procedures, administrative assistance.

Students are also expressing a desire to be more involved at the national level. Their inclusion and active participation in this Task Force is testament to this.

Recommendations

76. Enforce system-wide implementation of student councils at the secondary and tertiary levels.
77. Develop a Student Council Manual.
78. Recognise national student bodies deemed to be representative of students at the Secondary and Tertiary levels.
79. Provide institutional support for approved student bodies at the secondary and tertiary levels
80. Students to be part of teacher and principal evaluation process.
81. Performance criteria for principals to include existence and functioning of a student council.

3.2 Stakeholder Partnerships

Outside of the institutional framework for the education system, a number of stakeholders play critical roles.

Parents

There is much information on the impact that parents who are involved with the education of their children can have on the teaching and learning process.³⁹ Some parents are already involved financially through cost-sharing and other types of support (extra lessons, lunch, transportation, uniforms). They spend at least 60% as much as the Government on the education of their children.

Conversely, several parents are delinquent in the care and involvement of their children's welfare as evidenced in absentee and abusive parents. Some parents are ignorant of their roles and responsibilities.

Most schools have Parent Teachers Associations, which provide vehicles for communication between school and parent. The primary function of most PTAs is fundraising to supplement the cost of running the school and to fund capital projects. The National Parent Teacher's Association has recently been formed to give parents a national voice.

Businesses

All businesses require educated and skilled human resources to compete, grow and prosper. The private sector contributes to education through taxation (Corporate and Education Tax, as well as contribution to HEART Trust),

³⁹ *Financing and Management of Education in Latin America and the Caribbean, Summary - UNESCO, Thirtieth session of ECLAC, San Juan, Puerto Rico, 28 June – July 2004*

scholarships and philanthropic donations to schools in the communities in which they operate, alma maters of staff and the schools that employees' children attend.

Alumni

Most schools have past students who give back to the school informally and/or formally through alumni or past students associations, some of which have very active overseas chapters.

Churches/Religious Groups

Churches and religious groups have historically played and continue to play a critical role in the delivery of teaching. Most churches have some affiliation with a school and most “traditional” high schools are church schools.

Community

Local community members and community-based organizations play an important role in the school system, particularly at the early childhood level.

Independent schools

There are over 150 independent schools (not including basic schools which are 95% privately run) catering to over 100,000 students⁴⁰. This sector is represented by the JISA.

⁴⁰ Source - Jamaica Independent Schools Association (JISA)

Media

Recent deregulation of the electronic media industry has resulted in a burgeoning of radio and subscriber television (cable) channels. From a fairly recent past of 2 radio stations and 1 television station, the industry now has 3 locally owned television stations, 15 radio stations and 47 cable, or subscriber television operators. There are over 60 community cable channels. The industry is extremely competitive, with players vying for content and market position.

Lack of communication between schools and partners prevents the sharing of best practices and resources and restricts opportunities for support from willing partners. Low levels of recognition and acknowledgement of stakeholder support stifles volunteerism. Social interaction among partners and schools is not facilitated, private sector support is fragmented.

There is a significant level of stakeholder involvement through the provision of financial and non-financial resources. Involvement is not systematic so the level of participation has not been measured and the impact is unknown.

Parental involvement is inadequate with only a minority of parents being fully involved in their children's education or the life of the school. Some homes do not provide the required stimulating environment, a necessary prerequisite for learning.

Information is provided to stakeholders is inadequate, despite the policy enunciated in "Education: The Way Upward" which states that:

- Access to information about student performance is the right of parents and the school has the responsibility to provide such information.
- The MOEY&C will as from the year 2003 publish relevant information about school performance based on the national standards set for each category of school.

Recommendations

82. Implement community outreach programme to encourage volunteerism, similar to:
- Jamaica All Age Schools Project
 - School Community Outreach Programme (SCOPE)
 - “Change from Within” Project
 - “Basic School Enhancement” Project
83. Develop standardized scorecard (measurement of school’s performance in academic and non-academic areas against objectives), including criteria and methodology for school to disseminate information the school community. Include school performance against national and regional averages.
84. Disseminate scorecard and other performance information to the school community each year.
85. Design system to send examination reports to each parent to include: child’s score vis-à-vis national, regional and school’s average score.
86. Develop and disseminate handbook for schools/PTAs re: best practices to encourage parental involvement.
87. Implement voluntary Homework/Extended Learning Time Programmes in partnership with the school community. The programme is to be supervised by a rotating team of teachers.
88. Establish school-parent-child contracts to foster parents’ participation and in which parents work with teachers in charting the progress of the children.
89. Establish Parent Teacher Associations where non-existent, provide parents with opportunities to handle responsibilities in the school as necessary, and provide training in literacy and parenting skills for parents as needed.
90. Revitalize and promote November as Parent month. Publicize theme, awards, competitions et cetera.
91. Establish a clearing-house for private sector companies to facilitate their support of the education sector
- Collaborate with Ministry of Information on existing Values and Attitudes program

Finance

The Present State of Education Financing

Expenditure by Central Government

The Government's Education Budget is \$30.21 billion for 2004-05, of which \$29.56 billion is recurrent expenditure and \$0.65 billion is capital expenditure. In addition to the expenditure reflected in the MOEYC's Budget, other Ministries spend substantial amounts on education. For example, interest on loans that are used to fund school buildings is reflected in the budget of the Ministry of Finance. School construction that is funded through the Deferred Financing Programme⁴¹ is only partially reflected in the Ministry's Budget in the years that installments are due to be paid. Also, in 2003/04 Jamaica Social Investment Fund (JSIF) apportioned \$123.5m and the CHASE Fund allocated \$124.7m to Early Childhood Education projects. The MOEYC Recurrent expenditure is broken down as follows:

⁴¹ *Under the Deferred Financing Programme, capital expenditure is financed through Private Sector Firms undertaking construction activity on behalf of the Government, which reimburses those firms over time.*

Table 24. MOEYC 2004-05 Recurrent Budget Breakdown

Item	Expenditure \$Million	%
Compensation	\$21,658	73.2
Travel Expenses and Subsistence	\$802	2.7
Rental of Property	\$33	0.1
Public Utility Services	\$259	0.9
Purchase of other Goods and Services	\$716	2.4
Grants & Contributions	\$6,041	20.4
Other	\$51	0.2
Sub Total	\$29,562	100.0

4.1.2 Non-Government Expenditure on Education

In 2002 individual households spent approximately \$19.2 billion on the education of their children as shown in Table 25⁴². We see from the 2002 Survey of Living Conditions that households spent on average in excess of \$41,000 on educating their children, of which lunch and snacks amounted to \$13,023; “extra lessons” to \$7,545, (25% more than they spent on Tuition Fees) and transportation amounted to \$9,220. Depending on geography, the items financed by households vary considerably. For example, in some rural communities, transportation is by far the largest parent financed cost, whereas

⁴² Based on the 2002 Survey of Living Conditions, Planning Institute of Jamaica that found that \$41,680.60 spent per household on education. Total Expenditure arrived at using assumption of 4 persons per household (657,000 households), 70% households with children (460,000 households)

in others, this is not a major item. The inability of parents to finance transportation is frequently a major impediment to achieving acceptable attendance levels.

Table 25 Household Expenditure on Education (2002)

Category	\$ Per household	Total Expenditure	% Total
Tuition & fees	6,035.7	2,776,422	14.5%
Extra Lessons	7,545.2	3,470,792	18.1%
Books	2,344.0	1,078,240	5.6%
Transportation	9,219.8	4,241,108	22.1%
Lunch & Snacks	13,023.0	5,990,580	31.2%
Uniforms	2,231.9	1,026,674	5.4%
Other	1,281.9	589,674	3.1%
TOTAL	\$41,680.6	\$19,173,076	100.0%

Expenditure by way of grants and donations by the private sector, NGOs and civic organizations is not known, but considered significant.

In addition to the expenditure by Government, secondary schools fund a significant portion of their costs from fees charged directly to students through the “cost sharing” programme and through fund raising efforts organized by the schools themselves, parents and alumni associations. The GOJ’s education budget is intended to fund 100% of the cost

of Infant, Primary and All-Age Schools; all emoluments and other related costs in secondary and non-University tertiary institutions; and a portion of emoluments and other costs of Universities.

In 2002/2003 parents contributed approximately \$590 million, or about 2% of the Government's budget. In the case of Boarding Institutions, school fees (including boarding) equate or almost equate the subvention provided by Government, whereas in non-boarding high schools, the school fees contribute at varying rates.

In summary, when all the fund-raising sources are factored into the overall financing of schools, resources provided by parents and other sources add substantially to those that are provided by Government.

Based on the above breakdown of the recurrent expenditure, the MOEYC has earmarked approximately 73% of the total recurrent budget on compensation. It is therefore obvious that any evaluation of the efficacy of the "education spend" must be focused on the value for money that is extracted from the investment in human resources.

Expenditure at the Institutional Level

As stated above, Government aims to fund all the costs of Infant, Primary, All-Age and Primary & Junior High Schools.

School Fees (cost-sharing) and fund-raising activities of schools, parents, alumni and communities account for a significant proportion of the financing of secondary institutions. The extent of the funding raised by secondary schools varies considerably, depending on school location, academic & athletic reputation, alumni vibrancy of and parental activism.

Based on Financial Statements of a sample of secondary schools for 2003/04, the per-student cost of operating them ranged from a low of \$51,552 per student to a high of \$62,409, with the average being \$56,602 per student. One rural

boarding institution for which data were available spent \$127,861 per student for the same year. The Government-approved parental contributions (cost sharing fees) to Secondary Schools' costs ranged between \$5,800 and \$9,000 per student.

Basic Schools are generally privately funded by contributions from churches, and community groups as well as school fees.

Determining the Required Expenditure on Education

There are several approaches to assessing the required level of expenditure on Education in Jamaica:

- 92. Benchmarking against other countries in the Region
- 93. Requirement of the October 2003 Parliamentary Resolution
- 94. Requirement to achieve the National Shared Vision for Education in Jamaica

Benchmarking against Expenditure in the Region

Jamaica spends (through the MOEYC) approximately 6.6% of its GDP and 9.2% of its Fiscal Budget on Education. Based on data produced for the 13th session of ECLAC⁴³, 22 countries in the region for which data were produced spent approximately 4% of their GDP on average on education in 2000. Amongst the countries surveyed, Jamaica was second in this measure only to Cuba, which spent 8.5% of its GDP on education. The ECLAC data also indicated that industrialized countries on average spend six times more per capita on education than do developing countries. In their Millennium Declaration, EFA, PRELAC and the Summit of the Americas in 1998 determined that Latin American countries

⁴³ *Economic Commission for Latin America and the Caribbean (ECLAC). 2003*

would need to spend an additional 7.5% of GDP if they were to achieve a broad range of goals and objectives that they set for achievement by 2015.

Although Jamaica spends a fairly high percentage of its resources on education, it is clear that the present levels of expenditure are inadequate. Table 26 below compares the expenditure per student at the various levels of the education system for Jamaica, Barbados and Trinidad and Tobago. The results indicate that Jamaica lags behind its regional Caricom trading partners at all three levels. The high level of literacy in Barbados as well as its economic performance vis a vis Trinidad & Tobago and Jamaica suggest a direct relationship between educational expenditure, on the one hand, and educational and economic performance on the other.

Table 26 Expenditure per student for selected countries⁴⁴ (US\$) for year 2000

<i>Country</i>	<i>Primary</i>	<i>Secondary</i>	<i>Tertiary</i>	<i>GDP/Capita⁴⁵</i>	<i>Literacy Rate⁴⁶</i>
Jamaica	323	508	1,703	US\$3,561	86.4%
Trinidad & Tobago	816	734	N/A	US\$8,176	93.5%
Barbados	1,871	2,432	5,634	US\$14,553	97.0%

⁴⁴ Computed from data obtained from the World Bank Group's World Development Indicators (WDI) Database

⁴⁵ UNDP Human Development Index, 2001

⁴⁶ UNDP Human Development Index, 2001

The 2003 Parliamentary Resolution

Government allocated 10% of the 2003-04 budget to Education. The Parliamentary Resolution committed the GOJ to increase the expenditure allocation to the MOEYC by annual increments of 1% of the Government's total budget until its allocation amounts to 15% of the national budget (which should take place in 5 years). It was therefore expected that of a total of \$328 billion in the 2004-05 budget, Education would have been allocated 11% or \$36.1 billion. Instead, only \$30.2 billion or 9.2% was so allocated. The 2004/05 allocation in the budget therefore goes counter to the spirit of the Resolution.

Requirements to Transform the Education System

Whilst it is useful to compare Jamaica's expenditure on education with that of other countries in the region and to pay due respect to the 2003 Parliamentary Resolution, the Task Force believes that the expenditure on education in Jamaica **must** be at levels required to transform the system so as to attain the objectives that are articulated in the National Shared Vision.

Financing Gap

Based on the recommendations proposed by the Task Force, it is estimated that the education system requires an incremental injection of approximately \$22 billion in capital expenditure and \$16 billion in recurrent expenditure over the next two years (Fiscal years 2005 and 2006). Over ten fiscal years, 2005 – 2014, the total capital expenditure requirement is projected at approximately \$65 billion. Further, following the transformation costs of \$16 billion referred to above, it is the Task Force's considered opinion, that the recurrent costs of operating the system should be increased from the present \$30 billion per year to \$47 billion in real terms as of fiscal year 2007.

Table 27 Capital Expenditure Requirements, Fiscal 2005-2014

	J\$ Billions
Total Required 2005-2014	65.2
Amount available based on Current level of MOEYC Funding	6.5
Incremental Requirements	58.7

The major factors contributing to the need for the significant increase in resources devoted to the system are:

- The large percentage of the school plant that is in need of major rehabilitation and the need to increase the funding of schools to facilitate them offering the level of service envisioned. Based on data obtained from the MOEYC, some 50% of all schools are in need of major refurbishing, each requiring about one third of the cost of a newly constructed school to restore it to an acceptable standard. The cost of this programme is estimated at \$23 billion, \$14.5 billion of which would be spent between 2005 and 2007.

There is also need for a substantial increase, and rationalization of the number of school places to facilitate the elimination of the shift system; and all-age schools; and to increase the space per student from 10ft² to 14ft² as recommended by UNESCO. Further, there is need for additional capacity at the early childhood level.

The cost of providing the additional capacity at all levels of the system is estimated at 36 billion, \$7.2 billion of which would be spent between 2006 and 2007

- The present level of Government expenditure at the early childhood level is approximately \$1.2 billion. Government fully funds 29 infant schools and 83 infant departments of primary and all-age schools. In addition, Government provides a subsidy for almost 2000 recognized basic schools. This translates to an average per capita expenditure of approximately \$10,000.

The Task Force, in recognition of the need to harmonize the quality of education offered to children who attend private institutions with what obtains in Government schools is proposing that Government should take responsibility for extending the schooling experience to all children beginning at age five (K), instead of six (Grade 1) as presently obtains. We therefore estimate that the investment in education at this level will need to be increased. Based on our assessment of the needs at this level, the Task Force is proposing that the per-capita expenditure at this level should be increased to \$30,000.

- The present per-capita expenditure on primary school students is approximately \$30,000. The Task Force has concluded that several measures are urgently required if the performance at this level of the education system is to be improved. These include increasing the number of teachers serving these institutions by approximately 3,500 so as to improve the teacher:pupil ratio from the present 1:35 to the recommended 1:25; introducing approximately 400 literacy specialists, training and deploying 5,000 teachers aides and upgrading the number of trained graduate teachers by 8,000 at the primary level. All this is in addition to the need to improve the quality and availability of teaching materials as well as the maintenance of the school plant.
- At present, the average high school spends about \$57,000 per student of which Government funds approximately \$35,000. Based on our discussions with principals and bursars of the schools surveyed, we learnt that there are shortcomings in the financing of secondary institutions, resulting in problems ranging from their inability to initiate and fund critical programmes, (such as introduction to computing at grade 7) to chronic deficiencies in maintenance of the school plant. Based on estimates that have emerged from those discussions, we feel that there is a need for about a 25% increase in the resources available to secondary schools on a recurrent basis. Were this to be achieved, the per-capita expenditure would rise to over \$71,000. For purposes of our estimates, the Task Force has used a per-capita estimate of \$70,000 in calculating the financing requirements to achieve the vision that we have articulated.
- There are several other initiatives being proposed by the Task Force that will demand the investment of funds on a one-off basis if the transformation anticipated by the vision is to be achieved. Major reforms being proposed include restructuring of the MOEYC; implementation of a performance-based management system; the establishment of Regional Education Authorities; strengthening support institutions; the development of formal strategic plans for the Ministry and supporting organizations; implementation of financial and management reporting and systems of

accountability in all schools; the comprehensive training and certification of all School Boards and the training of Principals in School Management, Leadership.

Increased allocations to early childhood, primary and secondary level schools should be phased in over a 3-year period as follows:

- 30% of the proposed increase during 2005-06
- 60% of the proposed increase during 2006-07
- Full increase in 2007-08

We believe that this phasing in of the increased allocations to the schools is necessary as the schools' management and administrative systems must be prepared to accept the additional funding and the accountability which goes with it

The costs proposed represent crude estimates of what will be required to adequately fund the system and must be validated by a more extensive and detailed costing. This we believe is best pursued by the Transformation Team.

Table 28. Capital Resources Required for Transforming the Education System

Use of Funds	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	Total	%
School Building		\$3,615	\$3,615	\$3,615	\$3,615	\$3,615	\$3,615	\$3,615	\$3,615	\$3,615	\$3,615	\$36,147	55.4%
School Rehabilitation	\$50	\$5,365	\$4,515	\$4,515	\$4,515	\$4,515						\$23,477	36.0%
MIS Infrastructure			\$1,290									\$1,290	2.0%
Training	\$284	\$942										\$1,226	1.9%
Student Assessment	\$75	\$375										\$450	0.7%
Surveys	\$1	\$2										\$3	0.0%
Consulting and Research	\$7	\$386	\$36									\$429	0.7%
Public Education	\$19	\$26										\$45	0.1%
Transformation Team	\$30	\$55	\$83									\$168	0.3%
Remediation		\$1,725	\$10	\$10	\$10	\$10	\$10	\$10	\$10	\$10	\$10	\$1,815	2.8%
MOEYC Staff Separation			\$95									\$95	0.1%
REA's			\$100									\$100	0.2%
Grand Totals	\$465	\$12,492	\$9,743	\$8,140	\$8,140	\$8,140	\$3,625	\$3,625	\$3,625	\$3,625	\$3,625	\$65,244	100.0%
Current Level of Capital Budgeted	Already accounted for	\$654	\$654	\$654	\$654	\$654	\$654	\$654	\$654	\$654	\$654	\$6,536	10.0%
Incremental Capital Requirements	\$465	\$11,838	\$9,090	\$7,486	\$7,486	\$7,486	\$2,971	\$2,971	\$2,971	\$2,971	\$2,971	\$58,708	90.0%

Table 29 Recurrent Resources Required for Transforming the Education System

Use of Funds	2004-05	2005-06	2006-07	2007-08 onwards
Health Services	\$200	\$200	\$200	\$200
Early Childhood Education		\$808	\$2,902	\$3,979
Primary Education		\$2,177	\$13,515	\$16,418
Secondary Education		\$2,613	\$13,674	\$17,159
Tertiary Education			\$5,571	\$5,571
MOEYC		\$29,560	\$887	\$887
REA's			\$1,236	\$1,236
NQAA			\$280	\$280
Early Childhood Commission		\$50	\$50	\$50
TERC			\$50	\$50
Teachers Colleges			\$550	\$550
JLS			\$1,162	\$1,162
NCE			\$23	\$23
Grand Totals	\$200	\$35,408	\$40,101	\$47,565
Current Level of Recurrent Budgeted	Already accounted for	\$29,560	\$29,560	\$29,560
Incremental Recurrent Requirements	\$200	\$5,848	\$10,541	\$18,005

Proposed Re-allocation of MOEYC Education Budget

Table 30 shows the proposed reallocation of education expenditure based on the restructuring of the Education System. The table shows detailed allocations of the 2004/05 MOEYC recurrent budgets and indicates how it should be increased and re-allocated based on our recommendations. The 2004-05 recurrent budget is \$29.56 billion while the recommended requirement is \$47.26 billion, an increase of \$17.7 billion or 60%. The largest increases are for Early Childhood Education, \$2.7 billion (209%); Secondary Education, \$8.7 billion (103%) and Primary Education, \$7.3 billion (79%).

It is proposed that changes to the budgets for the new Ministry, Regional Education Authorities and the National Quality Assurance Authority are scheduled to take effect in 2006-07 after restructuring has taken place.

Table 30 .Recommended Annual Recurrent Expenditure For Education

Current Use of Funds	Expenditure (Million/%)		RATIONALE	Recommended Use of Funds	Expenditure (Million/%)	
Direction & Administration	\$38.80	0.1%	Direction and Admin. Remain in MOEYC	MOEYC	\$887.40	1.9%
Finance & Accounts	\$68.00	0.2%	Finance & Accounts unchanged			
HR	\$101.50	0.3%	HR and Admin. Management unchanged			
Internal Audit	\$24.50	0.1%	Internal Audit unchanged			
Plan & Development	\$45.60	0.2%	Planning & Development for Policy			
In Service Training	\$16.50	0.1%	In-service Training doubled/contracted			
Regional and International Cooperation	\$16.51	0.1%	Fees to International Org. remain same			
Core Curriculum	\$53.20	0.2%	Core curriculum development contracted out. Estimated five fold increase			
Media Services	\$184.40	0.6%	Media services contracted out at same level			
School Personnel	\$18.90	0.1%	Remain in the Ministry			
Project Management	\$13.70	0.0%	Project Management remain the same			

Current Use of Funds	Expenditure (Million/%)		RATIONALE	Recommended Use of Funds	Expenditure (Million/%)	
Adult Education	\$78.80	0.3%	Adult Education (JAMAL budget in MOEYC)	MOEYC	Included above	Included above
Arts and Culture	\$556.07	1.9%	Remain in the Ministry			
Youth Development	\$164.85	0.6%	Remain in the Ministry			
Agricultural Education	\$230.33	0.8%	Remain in the Ministry			
Education Administration	\$100.00	0.3%	Education Admin transferred to REA's	Regional Educational Authorities (REA's)	\$1,235.60	2.6%
Guidance & Counselling	\$13.30	0.0%	Guidance and Counselling Unit functions transferred to REA's			
Technical Services	\$24.50	0.1%	Technical Services transferred to REA's			
Regional Offices	\$384.10	1.3%	Regional offices transferred to REA's; Budget doubled to account for 2 additional REA's and specialist support			
Special Education	\$328.70	1.1%	Special Ed functions and resources transferred to the Regional Education Authorities			
Student Assessment	\$140.00	0.5%	Student Assessment transferred to NQAA and figure doubled	National Quality Assurance Authority (NQAA)	\$280.00	0.6%

Current Use of Funds	Expenditure (Million/%)		RATIONALE	Recommended Use of Funds	Expenditure (Million/%)	
Early Childhood Education	\$1,287.10	4.4%	Early Childhood Education based on \$30,000 per student. \$50 Million to ECC	Early Childhood Schools	\$3,979.35	8.4%
				Early Childhood Commission	\$50.00	0.1%
Primary Education	\$9,160.20	31.0%	Primary Education based on \$50,000 per student per year	Primary Schools	\$16,418.10	34.7%
Secondary Education	\$8,447.80	28.6%	Secondary Education based on \$70,000 per student per year	Secondary Schools	\$17,158.68	36.2%
Tertiary education	\$5,571.30	19.5%	No change. To be assessed when Tertiary Study done. \$50 Million to TERC	Tertiary Schools	\$5,571.30	11.8%
				TERC	\$50.00	0.1%
Teacher Education	\$549.60	1.9%	No change. To be assessed when Tertiary Study done	Teachers Colleges	\$549.60	1.2%
Public Libraries	\$387.40	1.3%	Public library trebled due to poor state of the public library	JLS	\$1,162.20	2.5%
NCE	\$11.50	0.0%	NCE budget to double	NCE	\$23.00	0.0%

Current Use of Funds	Expenditure (Million/%)		RATIONALE	Recommended Use of Funds	Expenditure (Million/%)	
School Library Services	\$27.60	0.1%	School library transferred from Central Ministry to JLS	Deleted	\$0.00	0.0%
TVEU	\$1,051.00	3.6%	TVEU transferred to HEART and costs absorbed by HEART			
NPL	\$222.10	0.8%	Budget for NPL transferred to schools			
School Feeding Program	\$252.60	0.9%	School Feeding transferred to schools			
TOTALS	\$29,560	100.0%			\$47,260	100.0%

A Model for State funding of Education

There is a growing sentiment that investment in education, particularly higher education, is most efficiently allocated using students as the focus rather than institutions. The argument is that if the users of the education system are given more influence over how the resources are spent, the resources will be more efficiently allocated.

Proponents of the model would have students being awarded “education cheques” or “vouchers” that could be “encashed” for school places. By allocating resources strictly on the basis of the demand for places in those schools, it is expected that significant increases in the efficiency of the resources will be achieved.

At the recent Conference on Tertiary Education held at UWI on August 27-29, 2004, the Minister of Finance and Planning, Dr. the Honourable Omar Davies suggested that, for tertiary education, students rather than institutions should be funded. This is in line with moves by the WTO that countries should provide similar financial support to overseas schools as they do to local schools.

The efficacy of funding schools based on the demand for their services is not universally accepted however. The European Commission’s 2000 report “Key Topics on Education in Europe” for example, identifies several “limits” to implementing free market principles in education financing. Nevertheless, ECLAC recommends that some level of competition amongst schools is appropriate in order to enhance efficiency.

Based on the above considerations and supporting the shift of autonomy and authority away from central government to the schools, the Task Force is recommending that schools at all levels of the system be provided with funding based on the number of students registered. This will require a transformation in the management and administrative capabilities of all the schools to ensure accountability.

Alternative Funding for Education

The Government now provides approximately \$30.2 billion annually towards the funding of education. As stated above, the initiatives being proposed by the Task Force imply that an incremental \$219 billion is required over the next ten years, or about \$22 billion

annually. In other words, based on the estimates of the Task Force, expenditure on Education requires about a 70% increase if the visions articulated herein are to be realized.

It is clear that the dramatic increase in resources necessary to transform the education system cannot be provided solely by the State. Other stakeholders, particularly students, parents, churches and entrepreneurs, must supplement the increase in the state's budgetary allocation.

It is not within the capability of the Task Force to identify with any degree of authority how the additional resources are to be sourced, or indeed, whether it is within the financial capacity of the country. The Prime Minister, following discussions with the Task Force, has recognized the magnitude of this task and has directed that a committee, comprising members of the Task Force and the Ministries of Finance & Planning and Education Youth & Culture investigate and evaluate the optimal mix of new funding sources that are required to provide the requisite resources.

Nevertheless, we outline below our ideas on how the additional expenditure may be addressed, at least in part:

Additional School Fees

Based on the Parliamentary Resolution passed unanimously, the Government has committed itself to phasing out "Cost-Sharing" in secondary schools by 2005/06. If this policy is pursued Government would need to increase its budgetary allocation by approximately 7% of what it now spends on high school education.

The Task Force considers it essential that Government revisit the stated intention to eliminate cost-sharing for the following reasons:

- a. Some parents are in a position to fund a significant portion of the cost of their children's education. This is evidenced by the level of expenditure on

“extra lessons” (over \$7,500 per household based on the Survey of Living Conditions), and by the fact that Private Preparatory School fees are in excess of \$60,000 per annum.

- b. “...a policy of no fees benefits only the students who are enrolled. For qualified students who cannot enroll because there are not enough seats to accommodate them, a no-fees policy is distinctly not student based. A consequence of having no fees may be that the Government can fund fewer spaces...” This quotation is from a presentation by Arthur M. Hautman, Public Policy Consultant based in Arlington Virginia, specializing in higher education finance issues on the subject of “Student-Based Higher Education Financing Policies”, Fall 1999. The same points may be made in relation to the financing of Jamaica’s secondary education system. Limiting funding to what Government is capable of providing, diminishes the quality of education for all, but for the most affluent who can afford to educate their children in private institutions.
- c. It is obvious that even by the most conservative estimates, the requirements of the system are vastly greater than what Government alone can reasonably be expected to fund.
- d. Parents who are required to meet a greater proportion of the cost of their children’s education will feel more committed to ensuring that they derive the best value for the money that they spend.
- e. Mechanisms are already available through the Programme for Advancement through Health and Education (PATHE) to ensure that children of parents who cannot afford to pay will not be denied space in the Secondary system.

Against this background, the Task Force recommends that the cost sharing scheme be retained, and secondary schools allowed to continue to charge fees. Such fees should be limited to a set percentage of the **approved** economic cost of educating each child. Concomitant with this recommendation, would be a

requirement that the system for processing applications from parents who claim inability to afford the fees would have their applications for relief processed efficiently and with sensitivity.

The model to be utilized by Government for determining the subvention for each school should therefore be revised. Instead of The MOEYC providing funds on the basis of the salary costs of the staff deployed in each school, schools would be required to develop budgets which would be reviewed and approved by the MOEYC.

These budgets would include revenues from school fees. The subvention to the schools would then be based on

- i. A per capita allocation for all students representing Government's allocation on a per capita basis plus
- ii. A per capita allocation representing the difference between the approved school fees and the portion that parents are unable to pay.

Education Debenture

- Jamaicans have traditionally been prepared to engage in structured savings schemes (some informal) to finance the education of their children. Before these commercial offerings were developed, rural folk had the tradition of acquiring an animal at the birth of a child and earmarking the returns generated by that animal for the financing of the child's high school education. We know too of the power and pervasiveness of the "partner" arrangement, whereby people are prepared to save for several weeks or months so that they can have their "draw", the proceeds of which they utilize for some major investment or to defray some major cost.
- It is these indigenous financial "products" that have inspired a proposal to develop, market, and administer an education debenture. The education debenture would have the following objectives:

To garner funds in the form of compulsory savings towards supplementing the cost of educating children and adults to the secondary and tertiary levels.

To deploy the funds and accretion thereto towards the development of the educational infrastructure, so as to guarantee purchasers that their children or designated beneficiaries will be afforded an adequately resourced school environment when they come of age to attend school.

To stimulate educational institutions to maintain acceptable standards and levels of service through the strategic funding of infrastructure (hard and soft).

- The funds raised from the issue of the debenture would be collected and invested by a broad based-institution, created under its own statute and managed by representatives of a wide range of stakeholders in the education system, including especially, parents, students, the teaching profession, the Ministry of Education, and the Ministry of Finance. Alternatively the functions of this Trust could be assumed by the existing Trust Fund established by the NCE Act after appropriate constitutional amendments have been made.

Investment in Schools by Private Bodies

Prior to independence, the majority of schools were established and operated by churches. With this in mind, combined with the high level of capital required to establish new schools (\$71 billion over 10 years), the Government should invite churches and other private bodies to invest in schools using the BOO (Build, Own & Operate).

If the new model (funding the student rather than the institution) is adopted, then the State would fund the student to a fixed amount at whatever school they choose (public or private) while providing the policy and quality management framework to ensure proper operation and performance of these private institutions. The Government could further encourage private ownership in schools using fiscal and other incentives.

Recommendations:

95. The improved systems of accountability discussed under Accountability for Performance at all levels are critical pre-requisites for the ability of the system to absorb and provide the anticipated returns on the levels of increased investment in education that is required.

96. Government should re-evaluate the level of resources that it will commit to the education system, since it is clear that previous notions of what is required (as articulated in the 2003 Parliamentary Resolution), will not achieve the objectives outlined herein. This should be done after a fine-tuning of the quantum of the resources required to transform the Education System.

97. Government should examine ways of increasing private and institutional participation in providing education services
98. The allocation of resources should be demand driven rather than by reference to employment levels in schools.
99. Conduct a detailed analysis on the model for funding student instead of institutions to determine, inter alia, mechanisms for disbursement and amount of funds per student at the various levels of the education system
100. Undertake further study to determine feasible sources of funds to meet the increased requirements of the Education System. This will include but not limited to the following:
 - Retain the cost sharing scheme and consider the efficacy of increasing School Fees
 - Education Debenture
 - Private Investment in Education
 - Multi-lateral loan and grant funds

E. K. Short Term (to March 2005) Implementation Action Plan for the Transformation of Education

Transformation Team

We are recommending that the first task be the establishment of a Transformation Team to lead the Restructuring restructuring and transformation of the education system. The Transformation Team will be charged with the responsibility of implementing the recommendations of the Task Force, once the Cabinet has accepted the recommendations. It is important that the Ministry and the associated institutions continue providing the support to the institutions of learning even while transformation takes place. The Transformation Team will therefore not be charged with the day-to-day operations of the Ministry, but rather to incorporate the changes at the Ministry and supporting institutions into the day-to-day operations of the education system. The team must have the highest level of support and authority in order to implement changes quickly.

Members of the Transformation must come with a proven track record of implementation and a bias to action. Some of the skills required will include:

- Organizational Development
- Facilitation
- Strategic Planning
- Education Management
- Financial Management
- Human Resource Management
- Quality Management
- Information Management
- Project Management

The task will not be easy, and the team must expect many challenges as it seeks to change the status quo. Resistance to change is natural and normal, and the Transformation Team must be sensitive to this while remaining steadfast and focused on the achievement of the Shared Vision for Education.

Legislative Changes Required

A number of legislative changes will have to be made with greatest of urgency to provide the foundation for implementation of the recommendations. While the precise changes will be determined by the Transformation Team based on detailed studies noted in the recommendations, at a minimum the following will have to be addressed:

101. **Education Regulations.** We urge that the updating process which has been in progress since 1989 be concluded in the immediate term with the addition provided by the recommendations, such as the Terms and Conditions of the Teachers
102. **Legislation to establish the Regional Education Authorities.**
103. **Legislation to establish the NQAA**

The Implementation Plan:

Table 31 summarises the major tasks required to implement the recommendations in this report. The plan is presented as follows:

104. Key Issues – as per the Task Force methodology
105. Task Force Recommendations
106. Responsibility – for implementation
107. Rationale – costing assumptions
108. Time frames – costs are estimated and shown as follows:
 - Immediate – Present to March 2004/05
 - Short Term – financial year 2005/06
 - Medium Term – financial years 2006/07 to 2010/11
 - Long Term – financial years 2001/12 to 2015/16

Action Items To Be Carried Out Or Commenced By March 2005

Key Issue	Task Force Recommendation	Responsibility
Institutional Arrangements	Train and certify all Board Members in Board Governance	NCE
	Hold Principal accountable to the objectives and performance targets of the School Development Plan.	School Boards
	Require principals to undergo regular training in School Management and Leadership	School Boards
	Develop Implementation Plan including roles and responsibilities, organization structure, staffing, job descriptions, systems and procedures for the restructured Ministry	Transformation Team
	Develop Implementation Plan including roles and responsibilities, numbers, geographical distribution, organization structure, job descriptions, systems and procedures for the Regional Authorities	Transformation Team
	Develop Implementation Plan including roles and responsibilities, organization structure, staffing, job descriptions, systems and procedures for new Support Institutions	Transformation Team
Accountability for Performance	Develop framework for performance-based Incentive schemes at the Ministry, Support Institutions and the Schools	Transformation Team
	Publish information in a timely basis at the school, community and national levels.	School MOEY&C
	Conduct bi-annual National Taxpayer Satisfaction Survey	MOEY&C PIOJ
	Conduct annual parent/community satisfaction survey for all schools	Board
	Redefine role of school bursar and allocation of accounting functions between school and Regional Authorities	Transformation Team
Terms and Conditions of Principals and Teachers	Renegotiate the leave entitlement of teachers and principals and implement scheduled vacation leave during the school holidays only	MOEY&C, MOFP
	Establish clear position in respect of the length of instructional time and number of working days for which teachers are employed	MOEY&C
Chronic Underachievement of the Education System	Assess students, determine need for remediation, specifically in Reading.	School
	Appoint existing members of staff as literacy coordinators at each school	Schools
	Implement a menu of remediation options relevant to the particular school	School
	Develop and implement a public awareness campaign around remediation	MOEY&C

Key Issue	Task Force Recommendation	Responsibility
	Reinstitute a national ("Drop everything and read") remediation programme	MOEY&C
	Schools to incorporate knowledge of the physiological and psychosocial differences between boys and girls into the entire learning process	School
Anti-Social Behaviour	Develop and implement citizen education programme	MOEY&C, National Committee on Values and Attitudes
	Greater involvement of stakeholders in developing link between home and school	Schools, Stake-holders
	Improve aesthetics of physical plant	Schools
Curriculum Development	Conclude the curriculum development process for ECD, on a "birth to eight" model	MOEY&C
	Conclude and distribute the standards document for the administration of ECD facilities	Early Childhood Commission
	Expedite the development and delivery of the programmes and material for Windows for Literacy	MOEY&C
	Expedite the delivery of material to support the integrated curriculum	MOEY&C
Curriculum Implementation	Promote and encourage the use of the public libraries	JLS
	Establish maximum class size for Grades K-3 as 20 and Grades 4-6 and secondary as 30	MOEY&C
	Expedite the implementation of the ECD curriculum in all EC facilities including the training of EC practitioners	ECC
Student Assessment	Rationalise number of national assessments	Transformation team
	Administer Grade 4 Assessment Nationally	
	Stop administration of SSC and JSC	MOEY&C
	Administer Grade 1 Readiness Inventory in May/June	Schools
	Submit each child's detailed test results to his/her parents/guardian	School
	Develop GSAT reporting format to include profile of performance on the test	NQAA
	Retain non-academic components of the ESP and incorporate in the school curriculum	MOEY&C
Management of Teaching Staff	Design and implement performance management system at the school level	<ul style="list-style-type: none"> Transformation Team
	Design, implement diploma programme for principals in leadership and management	<ul style="list-style-type: none"> Tertiary Institutions
	Develop and implement a system to retain retired teachers of excellence to undertake in-service training and mentoring of newly qualified teachers	<ul style="list-style-type: none"> Transformation Team
School Capacity and Physical Plant	Design and implement solid waste management and landscaping programs for each school	School
	Involve the Private Sector and Community in school maintenance	School

Key Issue	Task Force Recommendation	Responsibility
Health & Nutrition	Establish a system that identifies the actual children in need of nutritional support, and ensure that they receive the support, building on existing programmes.	Ministry of Social Security
	Widen stakeholder base to include school gate vendors	Schools
	Form strategic alliance with the Ministry of Health to provide health screening, preventive health service and parenting education information	MOEY&C
Special Needs	Implement enrichment and acceleration programs for the gifted and talented at all levels	Schools
Role of Students	Develop a Student Council Manual detailing Procedure for appointment to school board Responsibilities as elected member of the board Legal framework regulating student councils Selection of staff advisor to the council	NCE, NSSC
	Legally recognise national student bodies deemed to be representative of students at the Secondary and Tertiary levels	MOEY&C
	Provide institutional support for approved student bodies at the secondary and tertiary levels	<ul style="list-style-type: none"> MOEY&C
	Students to be part of Teacher and Principal evaluation process	<ul style="list-style-type: none"> School
	Performance criteria for principals to include existence and functioning of a Student Council	<ul style="list-style-type: none"> Transformation Team
Stakeholder Participation	Implement community outreach programme to encourage volunteerism	Schools
	Develop standardized scorecard for school to disseminate information to stakeholders and taxpayers	Transformation Team
	Develop and disseminate handbook for schools/PTAs re: best practices to encourage parental involvement	National PTA
	Implement daily Homework/After School Programme in partnership with school community	School
	Establish school-parent-child contracts to foster parents participation	School
	Establish Parent Teachers Organizations	Schools, National PTA
	Revitalize and promote November as Parent month	National PTA
	Establish a clearing house for private sector companies to facilitate their support of the education sector	PSOJ
	Collaborate with Ministry of Information on existing Values and Attitudes program	MOEY&C
Finance	Undertake a detailed examination of the resources that are required to adequately fund the revamped education system in Jamaica	Transformation Team
	Develop project document to implement Education Debenture and Trust	Transformation Team
	Develop project document to implement cost recovery of fees at tertiary	Transformation Team

Medium Term (April 2005 to March 2007) Action Plan for the Transformation of Education

Action Items To Be Carried Out Or Commenced Bby April 2005 to March 2007

Key Issue	Task Force Recommendation	Responsibility
Institutional Arrangements	Transfer the management of the teaching function from Education Officers to the school's management team	MOEY&C
	Update Educational Regulations such that Regional Education Authorities are independent authorities under the Ministry's portfolio	MOEY&C
	Update Educational Regulations such that: School Boards are accountable to the Regional Educational Authorities Specialists are employed by the Regional Education Authorities General subject teachers are employed by the school board with the employment contract between the Board and the teacher	MOEY&C
	Develop and implement Regulatory framework for Regional Authorities to be autonomous under the Ministry's portfolio; and for School Boards to be accountable to the Regional Authority	Minister
	Operationalize the Ministry, Regional Authorities and other Support Institutions	MOEY&C Transformation Team
Accountability for Performance	Implement performance-based incentive schemes	MOEY&C, support institutions, schools
	Develop strategic plans for Ministry, support institutions and schools to include objectives, measures, targets as well as strategies and actions to achieve targets	CEO's of each entity
	Implement monitoring and reporting systems at the Ministry, support institutions and schools to focus on achievement of targets	CEO's of each entity
	Implement a Management Information System to collect, collate and analyze information at the Ministry, support institutions and all schools	CEO's of each entity
	Implement uniform electronic accounting system	MOEY&C
	Design and implement systems to ensure compliance with accounting requirements	MOEY&C
Terms and Conditions of Principals and Teachers	Develop and implement regulations for continuous licensing of teachers	National Quality Assurance Authority
	Introduce new model of teacher employment such that specialist are employed either centrally or regionally and general subject teachers to the school board	Transformation team
Chronic Underachievement of the Education System	Implement a seamless K to 12 system to include children ages 5 at the lower end of the system and an additional year at the upper end	MOEY&C
	Train and provide remediation specialist teachers (approx. 5,000) throughout the Regional Authorities to be available to schools as needed.	Teachers' Colleges
	Train approximately 5,000 Teachers' Aides	Teachers' Colleges

Key Issue	Task Force Recommendation	Responsibility
	Expand the Master Teachers corps and use competent Mathematics and English Language specialists as roving teachers to train teachers in classroom and workshop settings	REA
	Use Information Communication Technology to teach difficult concepts via distance	MOEY&C, Schools, Media
	Encourage teacher-exchange programme and the sharing of facilities and resources	REA
Anti-Social Behaviour	Include co-curricular activity in all schools	Schools
	Introduce mentoring, homework assistance and peer counselling programme at all schools, involving sixth form students	Schools
	Hire Social Workers and deploy throughout system as needed	Regional Authorities
	Reintroduce Guidance Counselling as a mandatory course in Teachers College. It should be a requirement for licensing and also a part of continual professional development	Tertiary Institutions
	Promote Public Education through commercials etc.	MOEY&C, JIS
	Hold summer camps for boys in particular that are geared toward esteem building, values, attitudes and sports.	NYS
Curriculum Development	Develop and implement a clear and transparent policy to guide curriculum review and development, cross-curricula themes and issues across subject areas, resource allocation, training, articulation and sustainability issues, and integrate the visual and performing arts	MOEY&C
	Review the curricula at early childhood, primary and secondary levels and ensure articulation at the various transition points	MOEY&C
	Develop and implement curriculum standards and outcomes that are driven by what children should know and are able to do	MOEY&C
	'Curricularise' the CSEC syllabus	MOEY&C
	Undertake a comprehensive evaluation of the grades 7 – 9 common curriculum	MOEY&C
Curriculum Implementation	Develop and deploy Specialist Curriculum Teams to monitor and support curriculum implementation	REA
	Train Principals and other school leaders in curriculum implementation including timetabling skills and management of teaching and learning using distance modalities as appropriate	Tertiary Institutions
	Train all teachers in the use of information and communications technology	REA
	Provide Internet access to all schools using wireless technology if necessary	MOEY&C, MICT
	Promote and encourage the use of the public libraries	JLS
	Establish classroom libraries in each school, especially at the Primary level.	JLS, School
Student Assessment	Implement a standardized assessment test at the end of Grade I and at the end of Grade II locally administered at the school level.	MOEY&C
	Standardize the grading system throughout the education system for improved tracking of student progress	MOEY&C

Key Issue	Task Force Recommendation	Responsibility
	Implement a monitoring and verification system for Grades One, Three and Four tests to ensure the integrity of test results	National Quality Assurance Authority
	Use the results of Grade 9 assessment to place students either n: 2-year track to CSEC up to Grade 11 OR 3-year track to CSEC to grade 12	Schools
	Introduce a transferable profile card for each student for recording academic, co-curricular and community activities.	REA
	Establish classroom libraries in each school, especially at the Primary level	Schools
Management of Teaching Staff	Develop and implement a licensing and certification system for all teachers in Jamaica.	<ul style="list-style-type: none"> • NEQAA
	Develop and implement a comprehensive distance education programme for pre and in-service training and the upgrading of teachers.	<ul style="list-style-type: none"> • Tertiary Institutions
	All teachers to complete Bachelor's Degree in area of specialisation, in addition to a diploma in Teacher Education	<ul style="list-style-type: none"> • Teachers
Access to Schools	Incorporate the location of secondary schools relative to population distribution in the capacity rationalization of schools	MOEY&C
	Determine demand for Grades 12-13 spaces with emphasis on the geographic distribution and implement additional spaces	MOEY&C
	Take into consideration the distance from home to school when allocating GSAT places	MOEY&C
	Implement a national school bus service throughout the island	Ministry of Transport
	Provide fiscal incentives for private investment in boarding facilities throughout the island	Ministry of Finance
School Capacity and Physical Plant	Embark on a program of rehabilitating and upgrading of schools to internationally accepted standards	MOEY&C
	Convert all Junior High and All Age schools to Primary	MOEY&C
	Rationalize the available primary school capacities and build schools to meet the space demand	MOEY&C
	Rationalize the available secondary school capacities and build schools to meet projected demand	MOEY&C
	Eliminate the shift system as soon as possible	MOEY&C
	Incorporate the needs of learners into the design of schools, including accessibility for the physically challenged and support for co-curricular activities	MOEY&C
	Locate new schools as integral components of communities.	MOEY&C
	Design and implement solid waste management and landscaping programs for each school	School
	Provide adequate resources for the proper preventive and corrective maintenance of the school plant.	MOEY&C
Special Needs Role of Students	Embark on a "child find" to ensure that special needs children are identified and referred for appropriate testing and services.	REA
	Implement system for the early detection of children with special needs, to begin at the early childhood school level	REA

Key Issue	Task Force Recommendation	Responsibility
	Transfer the Special Education Unit functions to each REA	Transformation Team
	Introduce mandatory training in the nature and needs of the special child, and diagnostic and prescriptive teaching, for all pre-service and in-service teachers.	Teacher Colleges
	Embark on public education programme for awareness and understanding of special needs	Schools
	Provide focused education to parents of special needs students	REA
	Include special needs students in the regular classroom setting with the appropriate support services and instructional materials for the different groups of learners including resource rooms where necessary	Schools
	Improve on provision for special sitting of examinations for special needs students.	Schools
Role of Students	Enforce system-wide implementation of Student Councils at the secondary and tertiary levels	Regional Authorities
Stakeholder Partnerships	Disseminate score card each year to the school community	School
	Design system to send examination reports to each parent	NQAA
	Conduct research on alternative models for allocating resources to maximise efficiency and enhance competitiveness	Transformation Team

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L. M. Conclusions

Despite some positive gains made within the education system the “performance the “performance gap” between where we are **now** and where we must **go** within the shortest possible time, is too wide to benefit from small, cautious, incremental movements.

The Prime Minister in his speech to launch the Education Transformation process in February 2004, stated that:

“Jamaica is part of the global village of this century of open borders, easy travel, mass migration and easy access to information and technology. We are no longer educating our people to live in Jamaica. We are preparing them for a borderless world. Times have changed and we too must change. We must critically examine the product, and together as a nation, make the necessary changes that are called for.”

It is therefore as imperative as it is immediate for Jamaica to move from a culture of incremental reform and embrace a radical transformative approach to the achievement of growth in the education sector and ultimately national economic development.

Within the present economic climate and faced with limited financial resources to adequately fund the service sector, the Government will be hard pressed to significantly increase allocation of funds to the education sector, and if that increase were to be forthcoming, to target the resources such that the allocation is equitable. Despite this however, the political will and strength, to stay the course will make the difference between change and stagnation.

In keeping with the philosophy that “**education is everybody’s business**”, it is essential to have a shared national vision and commitment to the realization of this vision. This process has begun with the **Validated Shared National Vision** which highlights that the social responsibility for education must involve all stakeholders such as the state, parliamentary opposition, Teachers, parents, students, community, church and religious groups, alumni, private sector/NGO’s and media in generating the human capital and skills required for competing successfully in the global economy.

A globally competitive quality workforce requires “**An excellent, self-sustaining, resourced education system**”. This system is dependent on the education sector at all levels - policy makers, technocrats, school administrators, teachers, parents and children - owning the process and becoming visible agents of change. In this system a new model of governance must be embraced with students at the centre and all educational institutions, as well as the Ministry of Education Youth and Culture serving the student clientele. The role of the Ministry becomes facilitatory and supportive rather than controlling.

Customers of the system will recognize and accept that the main purpose of this transformed education system is to equip them with skills, competencies, attitudes and values which values, which will exceed globally accepted norms. The system will embrace a framework of cultural relevance and appropriateness, cognizant of the need for a broad-based liberal education. Through the institution of appropriate programmes, opportunities and technologies, each learner would have the opportunity to maximize his or her potential throughout life.

The notion of “**each child can learn and must**” should be understood in its broadest context. , Accordingly enrichment opportunities must be provided for students with special needs and those students marginalized as a result of poverty and other social ills. The system is to be complemented and supported by professionals from the social sectors and other allied areas, such as: Psychologists, Special Educators, Occupational Therapists, Speech and Language Pathologists, Social Workers and Nurses and Nurses.

Accountability and transparency are to be the hallmarks of the system.

Critical stakeholders – parents, teachers, the Ministry of Education and School Boards are to be answerable to civil society within a framework of rewards and sanctions. Each stakeholder knows his or her own responsibilities and adheres to systems and procedures articulated and agreed to by the nation. In this relationship Principals are to be equipped with the requisite skills and competencies needed to function as instructional leaders and to be held responsible and accountable for the management of the teaching function in their schools. A performance-based management system with criteria agreed to by all members of staff becomes a viable mechanism for ensuring “value for money”.

In a society challenged by global competition, in order to position itself to be outcome driven, heavy reliance is to be placed on Information and Communication Technology as an effective tool for data management and communication. The system should be so designed to provide and disseminate critical information on system - performance at regular intervals.

A new thrust to inculcate positive attitudes and values in the pursuit of a disciplined, culturally aware and ethical Jamaican citizen is also critical to this process. A citizenship education program, including character education,

patriotism and service learning, must be integrated into the entire learning experience in schools.

In the interest of providing a world-class education system, Jamaica must position itself to participate in a radical transformation process, by equipping its citizens with the necessary skills and competencies that will give them a competitive advantage in the global market place. This as we seek not only to be consumers of goods and services but also suppliers of the best there is to offer.

M.Appendix A. List of Persons that Contributed to the Work of the Task Force

Hon. Maxine Henry Wilson, Minister of Education, Youth and Culture
Dr. the Hon. Omar Davies, Minister of Finance & Planning
Senator The Honourable Burchell Whiteman, Minister of Information
Dr Carlton Davis, Cabinet Secretary
Dr The Honourable Donald Rhodd – Minister of State
Senator The Honourable Noel Monteith – Minister of State
Shirley Tyndale, Financial Secretary
Wesley Hughes, Planning Institute of Jamaica

STEERING TEAM MEMBERS:

Alister Cooke – Chairman, HEART/NTA
Barbara Allen – Director, PDD
Beverly Lawrence – Director, PMTS
Brandford Gayle – Representative, Principal's Association
Cecile Walden – Principal, Sam Sharpe Teachers' College
Dahlia Repole – Chairman, JCTE
Dr Dennis Irvine – Chairman, University Council of Jamaica
Dr Rae Davis - President, UTECH
Diego Morris – President, National Students' Council
Elaine Foster-Allen – Principal, Shortwood Teachers' College
Eulalee Graham-Sangster – ACEO Planning & Development Division
Everette Allen – Representative, IADB
Helene-Marie Gosselin – Director, UNESCO
Jacqueline Lloyd – Representative, JEF
Joan Tucker – Director, Institute of Education
John Messam – President, Calabar PTA
Marcia Higgins – 2nd Vice President, JCSA

Maxine Henry-Wilson, M.P. – Minister of Education
Pat Roberts – Director General, Jamaica Library Services
Professor Kenneth Hall – Principal, UWI
Robert Gregory – Executive Director, HEART/NTA
Ruth Morris – Executive Director, NCE
Sandra Shirley – Representative, CCCJ
Seymour Riley – Executive Director – Jamal Foundation
Sharon Wolfe – Project Coordinator, SPTSU
Stanley Skeen – President, Association of Principals
Wentworth Gibbidon – President, JTA

MOEYC STAFF:

Adelle Brown – Director, Curriculum Support
Barbara Allen – Planning & Development
Beryl Jengellely – Regional Director
Beverly Lawrence - Project Mgt. & Technical Services
Cheryl Davis Ivey – Strategic Reform
Dr Fitz Russell – Regional Director
Errol Levy – Regional Director
Ezekiel Crawford – Regional Director
Freda Jones – Registrar, Independent Schools
Jackie Cousins – Media Services
Jackie Lucie Smith – Finance
Jasper Lawrence – Operations
Jean Menzie-Hastings – Director of School Services
Marguerite Bowie – Permanent Secretary
Ohene Blake - National Center for Youth Development
Ruben Gray – Regional Director
Sydney Bartley – Culture
Vincent Guthrie – Regional Director

NATIONAL COUNCIL ON EDUCATION:

Owenna Beepot-Pryce

Ruth Morris

Sadie Longmore

Simone Parker

Taneisha Taylor

SPECIAL PROJECTS UNIT MOEY&C

Nadine Mighty

Sharon Wolfe

GROWTH FACILITATORS:

Sharon Carruthers

Gillian Chambers

Tracey Clarke

Robert Drummond

Carole Orane-Andrade

Marguerite Orane

Zahra Orane

Leonard Smith

Robert Wynter

REMEDIATION FOCUS GROUP:

Austin Burrell – Principal, Penwood High

Barbara Sharpe – HOD English Dept, Denbigh High School

Errol Whyte – English Dept., Central High School

Juliet Smith-Chambers - English Dept., Central High School

Yvonne Brown – Grade Co-ordinator, Drews Avenue Primary School

PRESENTERS:

Dr Clement Lambert – Change From Within

Dr Maureen Samms-Vaughn – Early Childhood Committee

Freda Jones – Independent Schools Unit, MOEY&C

Jacqueline Samuel-Brown – Attorney at Law

Paulette Chevannes – Change From Within

Phyllis Reynolds – Curriculum Development Unit, MOEY&C

Rheima Scarlett – University of The West Indies

Sephlyn Myers –Thomas - Student Assessment Unit, MOEY&C

Wayne Robinson – Jamaica Independent Schools Association

Winston Forrest – Expanded Secondary Programme

Dwight Hamilton – Senior Economist - MOEYC

MICO CARE

Angelita Arnold – Centre Manager

PricewaterhouseCoopers

Damion Dodd

Kadian Campbell

N. APPENDIX B – Proposed Allocation of MOEY&C Functions

APPENDIX B -

Table B1 Proposed Allocation of the MOEY&C Internal Audit Function:

Function	Proposed MOEY&C Responsibility	Outsourced to Schools/Support Institutions/Private
Schools Audit		Private Auditors
Projects Audit	Internal Audit	
Operational Audit	Internal Audit	
Statutory Bodies, Agencies and Regional Education Authorities Audit	Internal Audit	

Table B2 Proposed Allocation of the MOEY&C Planning & Development Function:

Function	Proposed MOEY&C Responsibility	Outsourced to Schools/Support Institutions/Private
Policy Analysis	Policy Development and Monitoring	
Research	MIS & Research	
MIS	MIS & Research	
Education Planning	Policy Development and Monitoring	
Corporate Planning	Permanent Secretary's Office	
Programme Monitoring & Evaluation	Policy Development and Monitoring	

Table B3 Proposed Allocation of the MOEY&C Projects & Technical Function:

Function	Proposed MOEY&C Responsibility	Outsourced to Schools/Support Institutions/Private
Project Management	Project Development	
Project Finance	Project Development	
Building Services		Regional Authorities

Table B4 Proposed Allocation of the MOEY&C Human Resource & Administration Function:

Function	Proposed MOEY&C Responsibility	Outsourced to Schools/Support Institutions/Private
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Function	Proposed MOEY&C Responsibility	Outsourced to Schools/Support Institutions/Private
Personnel Management	Human Resource Management	
Office Management	Human Resource Management	
School Personnel & Administrative Services		Individual Schools
Professional Development	Human Resource & Administration (of Ministry staff only)	Tertiary Institutions and other service providers (for Teacher Development and other staff in schools)

Table B5 Proposed Allocation of the MOEY&C Financial Management Function:

Function	Proposed MOEY&C Responsibility	Outsourced to Schools/Support Institutions/Private
Budget	Financial Management	
Accounts	Financial Management	
Teachers Salaries		Individual Schools

Table B6 Proposed Allocations of the MOEY&C Educational Services Function:

Function	Proposed MOEY&C Responsibility	Outsourced to Schools/Support Institutions/Private
Guidance & Counselling		Individual Schools
Media Services		Private Providers
Special Education	Policy Development and Monitoring	
Student Assessment	National Education Quality Assurance Authority	
Core Curriculum	Policy Development and Monitoring to specify curriculum	Private Providers to develop curriculum
Supervision of Early Childhood Education (children ages 1 – 5)		Early Childhood Unit deployed to ECC
Accountability for Early Childhood Education		Early Childhood Commission and Schools
Supervision of Primary Education		Schools
Accountability for Primary Education Performance		Regional Authorities and Primary Schools
Supervision of Secondary Education		Schools
Accountability for Secondary Education Performance		Regional Authorities and Secondary Schools

Function	Proposed MOEY&C Responsibility	Outsourced to Schools/Support Institutions/Private
Supervision of Tertiary Education		Institutions
Accountability for Tertiary Education Performance and Research		Tertiary Education & Research Commission and Tertiary Education Institutions
Supervision of Technical & Vocational Education		Institutions
Accountability for Technical & Vocational Education		HEART Trust/NTA
Student Welfare & Nutrition		Individual Schools
Certification and Monitoring of Independent Schools	National Education Quality Assurance Authority	

Table B7 Proposed Allocation of the MOEY&C Youth and Culture Functions:

Function	Proposed MOEY&C Responsibility	Outsourced to Schools/Support Institutions/Private
Youth Development	Policy Development and Monitoring	
Cultural Development	Policy Development and Monitoring	
Cultural Agency Monitoring	Policy Development and Monitoring	