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EDUCATION SECTOR ASSESSMENT

TEAM REPORT - VOLUME I

JAMAICA

EDUCATION SECTOR ASSESSMENT TEAM REPORT

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SUMMARYJAMAICA EDUCATION SECTOR ASSESSMENT

The following report is an assessment of the Jamaican Education Sector. It was prepared in mid 1973 by a joint team composed of members of the Planning Unit of the Ministry of Education and an external group of six consultants representing AID, the IBRD and CIDA. It was carried out within the terms of reference jointly established by the Ministry, representatives of the Inter-ministerial Committee, and representatives of the external agencies participating. The report is intended to be an analytical study of the Jamaican Education System; and its major constraints with recommendations as to various kinds of reform action which could be undertaken. It is not intended to be a plan but mainly a base line document for the country's new rolling education plan. A second general purpose is to serve as a descriptive and analytical document on Jamaican education for the use of the bilateral and multi-lateral external assistance agencies. The report is thus submitted to the Minister of Education in fulfilment of these two main objectives.

The report follows a logical sequence in assessing the educational system. It begins with a discussion of Jamaica's current economic, social and demographic situation. The second chapter is a general review of the background and structure of the educational system.

The first step in making the sector assessment was the setting forth of the national goals and objectives of the

educational system in order to provide a basis against which analytical measurement could be made and targets identified. With this guideline, Chapter IV proceeds with an educational systems analysis by reviewing sixty key components of the system. The subsequent chapter builds on this analysis to specifically identify and evaluate the major constraints in the current system which are inimical to the achieving of national and educational development needs and goals. These constraints as identified by the team are as follows:

1. Need for physical improvement and expansion of the system.
2. Shortage of trained teachers and professionals.
3. Need for a relevant curriculum development programme.
4. Lack of adequate texts, teaching materials and media.
5. Absence of adequate student counselling and vocational guidance personnel and programmes.
6. Lack of appropriate pre-professional, vocational and pre-vocational programmes geared to the needs of youth, the community and the economy.
7. An examination system which is socially and academically disfunctional.
8. The Ministry's lack of an adequate management, planning information system capability and a programme of inspection and supervision.
9. The absence of a National Human Resources Development Plan and lack of ministerial and other levels of coordination of total national Human Resources Education/Training objectives and efforts, including those of a non-formal nature.
10. Low internal and external efficiency of the current system.

11. Lack of adequate research, experimentation, evaluation and feedback for system improvement.
12. Need for a programme of continuing education including community involvement in, and support for, the educational process.

Chapter VI discusses these twelve categories relative to a strategy of reform and the types of action which can be taken in each of the identified problem areas. Chapter VII translates reform proposals into a comprehensive grouping of projects recommended for implementation through domestic or external financing. The final chapter acknowledges the limitations of time, adequate data, pertinent policies, goals etc. and identifies further studies which need to be carried out in order to adequately document, plan, and implement the necessary additional projects.

Appended to the report are various Annexes as follows:

- A Economic and Educational Statistics Tables
- B Institutions/Individuals consulted by Team during Sector Study & Bibliography of Reference Reports and Documents consulted during Sector Study
- C Education in Support of Agriculture in Jamaica

In more general terms the Sector Assessment team concluded that although significant inputs into the system had been made in the ten years since independence and moderate advances have taken place in some of the areas of major need, others have received relatively little attention resulting in an imbalance and unevenness of development throughout the whole education system. Many of the problems are intensifying and the current response effort is generally a project directed only at a particular problem. There has been virtually no comprehensive educational planning dealing with various key constraints or bottlenecks which keep the whole system from moving ahead in achieving the country's educational development goals.

In examining the various levels of the system, the junior secondary (grades 7, 8, 9) is by far the most adequate in terms of quality and nature of the facilities and the educational content. Quantitatively it still remains a bottleneck, as only 13% of the students who finish primary are able to go on to the secondary. Somewhat weaker is the upper secondary (grades 10, 11, 12) with generally less adequate facilities and conditions at the time when the graduates from the junior secondary should be further developing an inquiring mind and cultural scientific and technical interests and capabilities. Quantitatively only approximately 8% of the school leavers of the junior secondary schools are able to get through the shortage-of-facilities-bottleneck and go on to upper secondary. Similar problems also apply to the high schools, technical and vocational schools. Many of these students complete their education with no real skills or preparation for a career, contributing to the 24% unemployed in the country, mostly youths, while skilled job opportunities, at an estimated current level of 8% of employment, are unfilled. The system, especially at the secondary level is not meeting the country's development needs and the needs of its individuals.

However, the major weakness in the system is to be found in the generally neglected and poor quality primary schools which have not received anywhere near the inputs provided to the secondary level over the past decade. The primary is the basis of the whole educational system all the way up the line and it just is not providing the type and quality of primary education which will feed students into the secondary system anywhere near the level necessary to make the secondary level effective or for that matter enable the whole educational process/system to be meaningful to the economic and

social needs of the country. In fact, the secondary system has to address much of its resources to the serious problem of the deficiencies of those coming out of primary with inadequate preparation.

In short, the students are not entering the secondary system with the equivalent of a sixth grade education. In addition to a shortage of adequate physical facilities and general lack of upkeep, there is a serious shortage of trained teachers which represents a key factor in the quality of the educational process.

Another constraint contributing heavily to the lack of system efficiency and effectiveness is the series of outmoded examinations which do not measure what needs to be measured and which are socially, economically and academically completely dysfunctional to the needs of the society and the individual.

The element of the system whose improvement is integral to the whole educational process is the Ministry of Education. There is a vital need for a greater Ministry capability in management, programme budgeting, planning, statistics/research, personnel administration and the economics of education. Closely related to this is the need for a better co-ordination of the activities of the various Ministries dealing with education/training and a clearer delineation of Ministry responsibilities in this area; the need for a more definitive role for the National Planning Agency in formulating a National Human Resources Development plan; and a more active leadership role and establishment of the primacy of the Ministry of Education in this area.

Lastly, but first in priority, is the need for a series of policy decisions in a wide number of areas - programme, budgetary and administrative - before meaningful and systematic reform in education can take place.

It is the hope of the Sector Team in presenting the following report that it will provide a more adequate base for review and effective decision making, and a useful resource document for those charged with the preparation and implementation of the country's subsequent new Rolling Educational Plan.

It has been heartening to the Team to observe a current concern for the education system relative to the needs of a new Jamaica, and that the general and extensive interest in examining and reforming the system is so widespread among educators, policy makers, and the public. We have greatly appreciated the many open doors, the time spent in briefing us and discussing the issues, and the unstinting co-operation provided by so many Jamaicans who are interested in the future of their country.

The Education Sector Assessment Team

INTRODUCTION

1. Background

In the nine year period between the initial phase of internal independence in 1953 and the granting of full independence in 1962, the basic statutory, institutional and operational patterns were set for the Jamaican educational system. Much of this had its roots in the traditional British educational system.

The first major post-independence effort to review and reform education came in 1964 when a UNESCO team was invited into the country to evaluate the educational system and prepare a preliminary education plan. The completed study became the basis of a plan and various programmes of the government as well as the framework for two major external assistance educational programmes.

The first was an IERD loan of US\$9.5 million made in 1966 to establish 50 junior secondary schools, to expand teacher education and agricultural, industrial and commercial training. This project, after some mutual delays, is now completed.

The other project precipitated by the UNESCO study was a CIDA (Canadian International Development Agency) loan of C\$1.55 million for the construction of or renovation of 128 primary schools. This project has also been completed.

The IERD, in 1971, followed up with a US\$13.5 million loan,

similar in scope to their first education loan. However the 1972 election intervened before the loan was disbursed and the newly elected Government decided to review the purposes and targets of the loan prior to agreeing to its implementation. This has been done with some modifications to the targets set.

As a result of the 1972 elections there was the first change of the party in power since independence. One of the basic policies of the new government has been to put major emphasis on social development, in addition to economic development, and to implement a strategy and programme for the country's human resources development as its just priority.

The CIDA loan and the two IERD loans have provided timely and significant assistance to key aspects of the educational system. The educational needs still continue to grow and are major, but prior to seeking additional external help and expending increased domestic funds, the government decided, in late 1972, to make a comprehensive study or evaluation of the education sector as a basis for future comprehensive development in education.

The request for this assistance was directed to AID in September 1972 partly owing to AID's previous experience in sector loans and studies. The USAID agreed to co-operate and provide grant funding for the Sector Assessment Study. A preliminary Jamaican request for AID loan assistance to follow up on various recommendations coming out of the study, was also made at that time.

The IERD education consultant who had been working with Jamaica was also informed of the government interest in a Sector Assessment Study and he recommended to the IERD and the USAID that

the Bank consider participating in the AID study. After talks on the subject between AID/Washington and the IERD, the Bank agreed in principle to participate and later as the terms of reference for the study were drawn up the Bank agreed to appoint a member of their staff to the team. Mr. Aurelio Cespedes, a primary and secondary generalist was available to participate in the assessment study. AID assigned Mr. William Houston Miller, Education Planning Officer in the Agency, to handle implementation of the project.

Informal talks were held in February in Ottawa between Mr. Miller and Mr. John Lay, of CIDA's Caribbean Division. Mr. Lay and his staff evidenced a great deal of interest in the assessment and also pointed out that CIDA was considering a new loan for primary school construction in Jamaica in the amount of C\$2.8 million. He said that a condition of the loan was that the Canadians had asked that the Jamaicans make a comprehensive study of the whole education system in order to determine the priorities and all of the other educational needs. Mr. Lay said that the planned AID/IERD sector study would meet this requirement. He also expressed an interest in CIDA's participation in the study and suggested either the possibility of assigning their Teacher Training Advisor in Kingston, Mr. James Graham, or bringing someone down from Ottawa. Mr. Graham was subsequently designated to participate as far as his regular duties would permit.

During this same period the question of remaining team membership was discussed and the types of specialists required. Discussions on the nature of the study and general terms of reference took place in AID/Washington during Mr. Ross Murray's

(Chief Educational Planning Officer - Jamaica) visit to an OAS meeting there. At that time based on these talks, a draft terms of reference for the team were subsequently prepared and discussed by AID and the Bank. Mr. Miller made a short visit to Jamaica the third week in February, for the purpose of reviewing the draft terms of reference with officials of the Ministry of Education, the Inter-ministerial Committee, the USAID, CIDA and the UNDP. Various changes were made and a mutually agreed upon text was completed and approved.

2. Terms of Reference

The terms of reference for the Education Sector Assessment are as follows:

A. Arrangements:

(1) The AID/IBRD Sector Assessment Team will visit Jamaica for approximately five weeks during March/April for the purpose of assisting in an assessment of the Jamaican Education Sector (formal and non-formal);

(2) The team will work co-operatively with Jamaican counterparts assigned for this purpose;

(3) The assessment and final report will be a co-operative Jamaican/AID/IBRD team effort;

(4) Every effort will be made to incorporate into the team for such periods as necessary, some of the locally based UNDP and bilateral (e.g. CIDA) Specialists, in education and training;

(5) The current time-table is for the team to commence work in Washington March 5 and in Kingston on March 12,

B. The Proposed General Terms of Reference are:

(1) To assess the education system of Jamaica, the educational policies, directions, and goals;

(2) To assess the capability of the education system, as conducted by the Ministry of Education and other ministries, to promote economic, social and cultural development;

(3) To identify the constraints, and to the extent possible, the causative factors which inhibit this development;

(4) To concentrate particular attention on the four areas of special interest to the GOJ as follows:

- a. Problem of unequipped 15 year old terminal education (graduates of all-age schools);
- b. Problem of untrained 15-19 year old drop-outs (graduates from secondary);
- c. Extent that the present educational system meets the country's economic requirements;
- d. Teacher training needs.

(5) To evaluate the status of manpower planning, with particular reference to the question whether the composition and volume of skills and professional training in Jamaica are adequate to meet the future employment demands of the economy;

(6) To recommend whenever necessary and possible, ways and strategies to improve the formal and non-formal education system so that it will achieve aims which are relevant both to the society and to the overall development of the country;

(7) To identify priority investments in education for domestic and external financing; relative to the latter provide the analytical framework within which future assistance from AID, IBRD and possible other international donors could be considered;

(8) To define the areas where further studies would have to be undertaken and work done prior to the development of projects;

(9) To provide a planning context for long term development strategies from which programmes and alternative approaches could be derived;

(10) To make an "end of Mission" joint team/counterpart report to the appropriate Jamaican Government officials relative to the following:

- a. Relevance of the education system (formal and non-formal) to the aims and objectives of the country's development efforts;
- b. Analysis in depth of the formal and non-formal education system content and structure;
- c. Analysis of the methodology/technology of the educational system;
- d. Analysis of the planning, programming, management of the educational system;

- e. Analysis of the costs and financing of the educational system and its internal efficiency;
- f. Proposal for an action programme, with practical applications.

(11) To convey to AID, IBRD and other possible donors, on return to the U.S., analytical findings and project identification information for future consideration by these organizations.

3. Implementation of the Study

Three additional specialists were selected and added to the external group, through AID financing, resulting in a balanced and highly qualified team.

The final composition of the team was as follows:

Wm. Houston Miller - AID, Educational Planner/Economist
(Team leader)

Aurelio Cespedes - IBRD, Primary/Secondary Generalist

James D. Graham - CIDA, Teacher Training Advisor
(participating as available)

Russel J. Kleis - Professor, Michigan State University,
Non-formal/Continuing Education
Advisor

Joshua M. Levine - Consultant, formerly with the US
Dept. of Labour, Manpower/Vocational
Training Advisor

Howard D. Sprague - Consultant, formerly with
Pennsylvania State University,
Agriculture/Rural Education Advisor

The team began work in Washington on March 5 for a week of briefings prior to travelling to Jamaica. Meetings were held with AID and the IBRD. Meetings were also held with the IDB and the OAS

and although they expressed an interest in assisting in the study, they indicated they were not in a position at the time to put a member on the team. All of the agencies requested that the team provide them with return briefings after the return from Jamaica especially relative to the preliminary findings and the areas where the donor agencies might be of greatest assistance. A telephone discussion on the forthcoming Jamaican sector study also took place between Mr. Miller and Dr. William Carmichael, Chief of the Caribbean and Latin American Division of the Ford Foundation. Dr. Carmichael expressed on behalf of the Foundation, an interest in the team study and asked for a copy of the report or at least an appraisal with an indication of any projects that might be of interest to the Foundation.

Most of the team departed from Washington on March 12, arriving in Kingston later that day. Mr. Graham was already there and Mr. Cespedes arrived the following week.

The first meeting for the team was at the Ministry of Education with the Minister of Education, the Honourable Florizel Glasspole, C.D., M.P., and the Minister of State for Education, Senator the Honourable Eli Matalon. The meeting was one of welcome, a discussion of the team's Terms of Reference, and the team's work plan.

The Ministers discussed the implementation of a rolling educational plan for the country with the sector assessment as the base line or initial study on which the Ministry of Education can build. They anticipated, in addition, an in-depth review/study, such as this one, approximately every three years with an external

team participating again with Jamaican team members in an updating and in-depth assessment of the education system, its problems and its progress. Hopefully, according to the Ministers, that team would also be a multi-agency team such as this one. The external members of the team also met with the Jamaican members of the team who were as follows:

Ross Murray - Chief Education Planner

Eric Budhlall - Principal Assistant Secretary (Planning)

Ian Dean - Administrative Officer (Planning)

Andrew Dunbar - Education Officer (Agriculture)

Mrs. Joan McCalla - Assistant Secretary (Statistics)

Patricia Patterson - Education Officer (Publications)

Thelma Stewart - Senior Education Officer (Home Economics)

George Thompson - Senior Education Officer (Technical)

The joint team was assigned to work as members of the Education Planning Unit in the first floor area of the Ministry of Education which was designated for the use of the reactivated Education Planning Unit.

The team immediately began a series of field visits to familiarize themselves with educational conditions and to hold discussions with education and other officials. Visits were made to rural and urban schools of all levels - basic schools, primary and all-age schools, junior secondary, high schools, private schools, vocational schools, youth and training centres, the Jamaica School of Agriculture, the College of Arts, Science and Technology, and the University of the West Indies. Visits were also made to the other Ministries participating in the total human resources development field as well as the U.S. Embassy/AD, the Canadian High

Commission/CIDA the representatives of the UNDP, IDB, and the OAS. A full list of these institutions and individuals is contained in Annex B. In some cases the whole team participated in the meetings, in other cases the meetings were attended by only those team members, i.e. agriculture, directly involved with a specialized area. In all cases, with only very few exceptions due to scheduling overlaps, there was both a Jamaican and external counterpart team member participating in each of the discussions/meetings.

After some two weeks of mainly field visits the joint team began early morning working sessions on the outline and details of the assessment report. Much blackboard work, drafts and working sessions took place with the full joint participation of the external and Jamaican members of the team. A concerted effort was made not to follow any standardized previous pattern for a sector study and gradually a logical outline approach developed, and the details of each of the sections or chapters. This is outlined in the table of contents.

Assignments were made relative to the various chapters of this document and annexes and the field visits continued, although on a more specialized basis, up until almost the last week.

Throughout the whole period the combined team had frequent access to the various officials within the Ministry of Education and with the Minister of Education and the Minister of State for Education. The external members of the team spent approximately six weeks in Jamaica. They returned on April 25, carrying back an initial working draft of the sector study for discussions with the

donor agencies and to return later to Jamaica to complete the report. The Jamaicans also retained a copy for the purpose of continuing the in-country analytical and statistical studies.

The external team members worked together in Washington until May 15 participating in a number of report briefing meetings with AID, IBRD, IDB and the OAS. The CIDA and UNDP discussions were held prior to departure from Kingston. Information was given to these external assistance agencies on the study findings and various projects identified for domestic as well as possible external financing. The external agencies also provided the team with an informal indication of their funding interests relative to Jamaican educational development. The report was also revised into an improved draft during this period.

The original plan for the report was that the team leader (AID) and the IBRD member would return to Jamaica at the end of June (with the CIDA member already there to review jointly with the Jamaican team members, the results of the discussions which took place in Washington and to make any revisions necessary and put the report into its final version. However, on May 24 the Prime Minister, Mr. Manley, announced that the Honourable Florizel Glasspole, the Minister of Education, was being appointed the Governor-General of Jamaica. This also meant that the Ministry of Education would have an interim Minister for a short period of time. Bye-elections were held on July 3 to fill Mr. Glasspole's seat in the parliament, and Mr. Eli Matalon, the former Minister of State for Education, was elected and subsequently appointed the Minister of Education on July 5.

Mr. Miller, Dr. Sprague and Mr. Cespedes returned to Kingston in August for varying lengths of time to work cooperatively with the Jamaican members of the team on the final phase of the study. The Jamaican members of the Team made the final inputs and the document was completed in November. The report was then presented to the Minister of Education, the Honourable Eli Matalon for his review and use as the analytical base line document in the preparation of the new rolling National Education Plan.

CHAPTER I

Jamaica - The Current Economic,
Social and Demographic Situation

1. Geography

Jamaica enjoys a favourable location in relation to the western world. All the total land mass of the Americas, most of Europe and much of North and West Africa lie within a hemisphere centred on Jamaica. This hemisphere represents the major portion of the world's economic activity and markets. Almost all of Jamaica's cultural and economic associations are with countries in this hemisphere.

Within the Caribbean region, Jamaica possesses a central location with respect both to other Caribbean islands and the mainlands of North and South America. Cuba is some 90 miles north, Miami about 600 miles north-west, Hispaniola approximately 120 miles to the east, and Colombia about 500 miles to the south.

With about 4,000 square miles (2,815,000 acres) of land area, Jamaica is the third largest of the Caribbean islands. The country is 146 miles long, has a maximum width of 51 miles and possesses 550 miles of coastline. A mountain ridge runs from east to west separating the island into northern and southern coastal areas. The Blue Mountains in the west rise to 7,042 feet; the limestone hills and plateau of the central and western areas rise to a height of 3,000 feet. The coastal plains are widest on the south coast. Jamaica is in an earthquake area but the last serious earthquake was in 1907 when large parts of downtown Kingston were destroyed.

2. History

The earliest recorded people of Jamaica were the Siboneys, or "rock dwellers" a primitive tribe who migrated from Florida to various parts of the Caribbean. These people were absorbed by the Arawak Indians who migrated up through the islands from the present day Guyana/Surinam area arriving in Jamaica about 1000 A.D. The fierce Caribs in turn had begun to make inroads on the Arawaks by the time Columbus discovered the island for the Europeans in 1494.

Jamaica, which apparently comes from "Xamaca", meaning the land of wood and water, the Arawak name for the island, was settled by the Spanish during the early 16th century. In 1655 British forces occupied much of the island and later gained formal possession of it through the Treaty of Madrid. Initially, the main English buccaneer base for the sacking of Spanish and other foreign ships in the Caribbean, the island's imported slaves and the sugar plantations later made Jamaica into one of the most valuable possessions in the world for more than 150 years. Sugar and slaves have thus been important elements in Jamaica's history and development. Although slavery was abolished in 1838, some years before emancipation occurred in other parts of the new world, many of the social and economic concepts of plantation agriculture persist to the present day.

In the 1930's, after a long period of direct British colonial rule, Jamaica began to achieve a semblance of local political control. This period of Jamaica's history was marked by social unrest and occasional violence. It was during this time that the groundwork for Jamaica's leading political parties was laid by Sir Alexander

Bustamante (Jamaica Labour Party - JLP) and his cousin Norman Washington Manley (Peoples National Party - PNP).

These two political parties, having their roots in well-organized and powerful rival trade unions, have dominated the Jamaican political scene since the institution of adult suffrage in 1944. The JLP founded the first government under adult suffrage in 1945, and won again in the 1949 election, but it lost to the PNP in 1955, 1959 and 1972 elections. Currently, the House of Representatives is made up of 37 PNP members and 15 JLP and one independent member.

In 1957 full internal autonomy was granted and the country set about the task of the final structuring of its own government and institutions. In 1958 Jamaica joined nine other British territories in the formation of the West Indies Federation but withdrew when in a national referendum held in 1961, Jamaican voters rejected membership. Jamaica attained its independence from the United Kingdom on August 6, 1962, and chose to remain a member of the British Commonwealth of Nations.

3. Government, Religion, Language

The Jamaican Constitution, promulgated on August 6, 1962, established a British-type parliamentary system of government. Queen Elizabeth II, as the Chief of State appoints the Governor-General, as Her Representative, on the advice of the Prime Minister. Executive power is vested in the Cabinet led by the Prime Minister.

Central Government functions through Parliament which is

composed of an appointed Senate and an elected House of Representatives. Thirteen of the Senate's twenty-one members are nominated on the advice of the Prime Minister. Legislators in both Houses serve a maximum term of five years. The fifty-three member House of Representatives is elected by universal adult suffrage.

Local Government functions at the Parish level through 13 Parish Councils, whose members are elected.

Religion plays a significant role in the life of most Jamaicans. The Anglican Church is the largest of the established churches, followed by several Baptist sects, the Roman Catholic Church and the Methodist Church. Evangelist and revivalist sects are particularly popular. There is a Jewish Community as well as several Muslim and Hindu groups.

English is the official language and is understood everywhere although many people, especially in rural areas, use a Jamaican creole partly unintelligible to other English speaking people. Official estimates put the literacy rate at 85%, although functional literacy is more probably in the area of 65%. Because of Jamaica's membership in the OAS and its proximity to the Spanish speaking countries, governmental action is being taken at present to make Spanish a second compulsory language in the secondary schools. It is already being instituted in the secondary curriculum and efforts are under way to develop a Spanish Language Teacher/Training Centre.

4. Economy

Jamaica's 1970 gross national product (GNP), at current prices, was estimated at U.S. \$1.2 billion, with per capita GNP at

U.S. \$616. This represented an annual increase of 8.3 GNP and 12.3% per capita over the previous year but price increases of 7-8% accounted for much of the gain.

Jamaica's main foreign exchange earners in 1970 were bauxite and alumina (\$224 million), tourism (\$102.5 million) and agriculture (\$67 million). Sugar production, however, dropped from 506,000 tons in 1965 to 368,000 tons in 1970. Agricultural imports resulted in a 1970 net \$5.3 million deficit in the all-agricultural trade balance. Bananas declined from 290,000 tons in 1965 to 150,000 tons in 1970.

Jamaica showed a \$144 million current account deficit in 1969. However, the overall balance of payments in 1970 showed a favourable balance of \$26.4 million, attributable to large inflows on capital account; and foreign exchange reserves reached an all time high of \$161 million in late 1971.

Government expenditure rose substantially in the decade ending in 1970. While some of the increase was due to higher salaries most was due to increased capital expenditure for school construction, urban renewal, public works, and agricultural and food subsidies. Budgetary outlays expanded more rapidly than revenues during the decade, reaching \$200 million by 1970. In that year Jamaica's external debt reached \$100 million, of which public bonds accounted for \$68.4 million.

N.B. Monetary References in this chapter are in U.S. dollars (J\$1.00 = US\$1.10). The Economic Statistical Tables in Annex A are valued in Jamaican dollars.

5. Industry and Agriculture

Manufacturing has contributed more to national income in the last decade than agriculture, accounting for 13.5% of GDP in 1970. Manufacturing is encouraged by a programme of tax and other incentives, with 192 of the 1,149 registered factories claiming these benefits. However, with the absence of indigenous natural resources, including energy, essential for an expanded industrial base, Jamaica's economic future lies only partially in manufacturing and this mainly in secondary rather than the primary industries.

Agricultural production declined 15% between 1963 and 1970, while population increased 17.6%, resulting in a per capita agricultural decline of 28%. Agriculture thus contributed only 8% of GDP in 1970.

Jamaica has imported more food crops and livestock products than it has exported in recent years. The majority of these imports except wheat, can be grown successfully in Jamaica.

Except for land used by the estates for sugar and bananas, about 80% of arable land is in the hands of small farmers, averaging less than 5 acres each. However, very limited use of modern agricultural technology is evident. Also the average age of Jamaican farmers is 55 years or older, indicating a forthcoming agricultural production problem unless younger people are trained and given the incentive and opportunities to work the land.

6. Population and Labour Force

Jamaica's 1972 population is estimated at 1.9 million

featuring a young population with 46% under the age of 15 (1970); an annual birth rate of 3.34%; and a net population growth rate of 1.8%. Census data on population distribution shows approximately 65% classified as rural and 35% as urban, with one-third of the total population residing in the urban Kingston/St. Andrew area. More than 90% of the inhabitants are of African and mixed descent. Other nationality and minority groups are Chinese, East Indian, Middle Eastern and European.

Of Jamaica's population, some 755,000 or 40% are estimated to be economically active. The latest available labour force survey (April 1972) reported the total available work force at 822,000, of which 203,000 or 24.7%, were unemployed. Rates of unemployment for ages under 20 averages 40% (55% for women, 29% for men), while for those 20-24 years old, rates averaged 31% (44% for women, 19% for men). Unemployment is therefore most acute among the youth and especially affects young women desirous of entering the labour force in increasing numbers. About 50,000 people will reach age 15 each year of the early seventies; about 55,000 each year for the late seventies.

Emigration affects the labour force deeply, having reached an annual average of 23,000 in the years 1967-69, and estimated at no less than 20,000 annually since then. The emigration is heavily weighted with professional, skilled and educated workers and results in serious exacerbation of existing skill shortages.

Despite bauxite's position in the financial economy, it is an extractive and exporting activity with the refining and pro-

duction of aluminium taking place abroad. It is capital intensive relative to employment absorption in that it employs less than 2% of the total employed. Despite the stagnation in agricultural output, agriculture remains the largest "employer", with 35% of total employment, and about 40% of the apparent labour force.

Shortages of skills are continuous; available vacancies for skills probably run at about 8% of employment, and employers estimate that about 25% of those employed need significant skill improvement.

CHAPTER II

Background and Current Structure of
The Education System

1. Background

"The Jamaican (Constitution) Order in Council 1944" initiated the systematic process towards independence. In 1953 various Ministries of Government including Education, were established as a part of the process of gradual internal autonomy.

A general national policy for education was then developed, covering the four levels of Infant, Primary, Post-Primary and Further Higher Education. This provided the basis for an expansion and a shift from British colonial policies and school programmes to those that were more Jamaican in their national orientation and also provided greater access to education for the general population. The statutory and administrative basis for the educational system and a definition of the powers and responsibility of the Minister were developed also during this period.

Full Independence took place on August 6, 1962, but it was not until The Education Act was passed in 1965 that the basic consolidation of the statutory and operational aspects of the system took place. This legislation of the post-independence era, attempted to meet the needs for a greater self financing capability, a better definition of Jamaican educational goals, and the expansion of the system to meet both individual and national needs. Despite these changes, Jamaican education still resembled the parent British system to a large extent.

Before 1957, secondary education was extremely limited in quantity and range, and almost inaccessible to the poorer classes, especially in rural areas. Secondary education was largely concentrated in the urban Corporate Area of Kingston/St. Andrew. The various churches, some old Trusts and a few individuals had provided the initiative for establishing most secondary institutions.

Primary education was badly neglected. Little expansion had taken place in 50 years and the system suffered from lack of qualified teachers, overcrowding, derelict buildings and generally inadequate support services.

In an effort to deal more adequately with the educational development needs of the nation, during this period, the government in 1964 with the assistance of a UNESCO team, prepared an Education Development Plan on a three phased basis up to 1980. As the initial blueprint for the education system, one of the major areas of concentration was the providing of greater post-primary opportunities for the population both in numbers and quality of institutions. Another aim of the plan was to provide a school place for every student at primary level. As a result of a loan from C.I.D.A. 128 primary schools with an enrolment of 300 or 400 each have been built.

Within the objective of expanding the secondary system, a number of programmes were initiated. A major loan from the World Bank in 1966 provided for the construction of fifty junior secondary schools providing education in grades 7, 8 & 9. A second World Bank loan signed in 1970 will, on completion, emphasize

the further expansion of second-cycle schools, including additional technical and vocational facilities.

The national election in February, 1972, brought about the first change of Government since Independence. The new Government identified education as the key aspect of its overall development policy. While emphasizing a continual improvement in the secondary system (grades 7 - 13) it has recognized the need to bring the primary up to higher quantitative and qualitative levels to better meet the needs of the basic population and provide a better and substantial flow-through of students into secondary and higher education.

The Government, as a matter of policy, has been concerned also with a more thorough and systematic analysis of the problems and constraints in the education system as an empirical basis for planning programmes of educational change and development.

Within this context, the Ministry of Education in early 1973 invited a joint USAID, World Bank, CIDA Education Sector Assessment Team to work with the Educational Planning Unit of the Ministry in preparing a systematic analysis of the current problems in the country's total education/training system and to recommend project alternatives for consideration by the Minister and other key Jamaican policy-makers. The results of this study are incorporated throughout this report.

2. Current Structure of the Educational System

The current structure of the educational system in Jamaica is set out in a diagram on the following page. The system is divided into the following levels, ages, grades and institutions for both public and private education:-

Levels	Ages	Grades	Institutions
(1) Pre-primary	4 - 5+	-	Infant Schools, Infant Departments; Basic Schools
(2) Primary & All-Age	6 -11 6 -14+ 6 -14+	1 - 6 1 - 9 1 - 9	Primary Schools All-Age Schools Special Schools (Handi-capped)
(3) <u>First Cycle</u> <u>Secondary</u>	12-14+ 12-14+ 12-14+ 13-15	7 - 9 7 - 9 7 - 9 8 - 9	Junior Secondary Schools Comprehensive High Schools High Schools Technical High Schools
(4) <u>Second Cycle</u> <u>Secondary</u>	15-19+ 15-19+ 15-17+	10- 13 10- 11 10- 11	High Schools Technical High Schools Comprehensive High Schools
(5) <u>Vocational</u> <u>Education</u>	15+-17+ 15+-17+		Vocational Schools Trade Training Centres
(6) <u>Teacher</u> <u>Training</u>	Entry at) 17+) Entry at 15+	Pre-teacher training 12 week course	Teacher Training Colleges Caenwood Junior College
(7) <u>Further</u> <u>Education</u>	Entry at 17+ Entry at 17+ Entry at 17+		College of Arts, Science & Technology (C.A.S.T.) Jamaica School of Agriculture University of the West Indies

(a) Pre-primary - "Pre-school" or infant education in Jamaica begins at the age of 4 and is offered in both public and private institutions. The Van Leer Foundation in co-operation with the Ministry of Education and the University of the West Indies, has, since 1966, assisted the Government in training teachers and the design and supply of materials in this area of education. In 1971/72, there were 26 infant schools and 9 infant departments within the public sector with an enrolment of 9,705 and 1,983 respectively. There were also 672 basic schools with an estimated total average enrolment of 20,200, established by communities and religious bodies, which were given financial assistance by Government.

(b) Primary - At age 6 or 7 children enter public or private primary schools for 6 grades. After age 12 students who do not go on to junior secondary, technical high, or comprehensive high schools continue their education in the usually terminal 7th, 8th and 9th grades of all-age schools.

Children who complete the 6th grade in public and private institutions take the Common Entrance Examination (at age 11+) to determine who will gain admission to the government and government-aided high schools, within the public system. In addition each high school also conducts its own admission test to select an allotted approximate 5% of the total school intake at age 11+, and determines its own selection criteria for entrance of these students.

(c) First Cycle Secondary - First Cycle Secondary Education consists of grades 7 to 9 and begins at age 11+ and continues through age 14+. Public education at this level is offered in junior

secondary, and in the first three grades of comprehensive and high schools. Technical high schools however start at grade 8.

Entry to the junior secondary and comprehensive high schools is based on a free transfer from the nearest 'feeder' primary schools. Students who have reached age 13 in all-age and junior secondary schools can take another Common Entrance Examination in order to gain admission to technical high schools. Students may also transfer from high schools to technical high schools.

At the end of grade 9, pupils from junior secondary and all-age schools take the Grade Nine Achievement Test which is used to determine admission to second cycle education in high, technical and vocational schools.

(d) Second Cycle Secondary - Second cycle secondary education is offered in grades 10 - 11 at technical and comprehensive high schools and in grades 10 - 13 of government and government-aided and private high schools. In grade 10, students usually take the Jamaica School Certificate (a local examination). In grade 11, they take the General Certificate of Education Examination at Ordinary level ("O" level). This is an external examination set by the Cambridge Local Examinations Syndicate and for private candidates the Schools Examinations Department of the University of London. Some are allowed to continue on to grade 13 at the end of which they sit the General Certificate of Education Examination at Advanced level ("A" level).

(e) Vocational - Vocational education, apart from that which is offered in technical high schools now takes place in four institutions, admission to which is by passing the Grade Nine Achievement Test. The duration of the vocational course varies from one to two years depending on the trade or level of skill required. One or two year courses are offered in carpentry, metalwork, plumbing, building, automechanics, home economics and commercial subjects. One Vocational School, Carron Hall, is for girls only and offers training in home economics and related fields. Knockalva offers agricultural training for boys only.

(f) Teacher Education - There are six teacher training colleges which train teachers mainly for primary schools. Courses of training for junior secondary school teachers are also provided. The course lasts for three years, of which the last is an internship in a school. In addition Caenwood Junior Teachers' College offers a preliminary twelve week pre-teacher training course. After graduation from Caenwood, students may enter any of the six teacher training colleges or seek employment as an untrained teacher in primary schools.

Approximately 1,000 trained teachers graduate from the teacher training colleges annually. In September 1972, enrolment in the six colleges was 2,104. Teacher training for secondary level is offered in the School of Education at the University of the West Indies.

(g) Further Education - Further education is offered mainly at six teacher training colleges (already described above), the Jamaica School of Agriculture, the College of Arts, Science and Technology and the University of the West Indies. In general,

successful completion of grade 11 qualifies students for entrance to the J.S.A., teacher training colleges and C.A.S.T.

(i) The Jamaica School of Agriculture (J.S.A.) - is the main institution responsible for training in Agriculture. The physical facilities and educational programme of the school have been expanded and a two-tier educational system established, i.e. courses leading to the Diploma or Associate Degree in Science respectively. The Diploma in Agriculture and Household Science is a two year course, while the Associate Degree in Science and Agriculture or Consumer Education is a three year course. The school is now offering training to both male and female students, and in 1971/72 there was a total enrolment of 192; 160 men and 32 women, with a graduating class of 84 students.

(ii) The College of Arts, Science and Technology (C.A.S.T.) provides training for technicians and middle management personnel to meet the demands of industry and commerce. The College has six departments; mechanical and electrical engineering; building technology; science; business and commerce; institutional management; and teacher training (technical). All courses are offered on a full-time, part-time or evening basis. In September, 1972, enrolment at C.A.S.T. was 2,162; 762 full-time students, 847 part-time day and 553 part-time evening.

(iii) The University of the West Indies (U.W.I.) which is a regional institution with the main campus at Mona, Jamaica, offers education at the baccalaureate and graduate levels. Entrance requirements may vary according to subject. Generally students are

required to have successfully completed grade 13 in some subjects and grade 11 in others. Teacher education at university level is offered at the School of Education, for university graduates and experienced graduates of teacher training colleges. The total student enrolment at the Mona Campus in 1971/72 was 3,499 with a total graduating class of 655 (436 first degrees, 101 certificates, 92 diplomas and 26 higher degrees). In the same year 103 Jamaicans were enrolled in the School of Education and 69 graduated. University placement statistics indicate also that 40% of the students in Arts and Science i.e. 60 in 1972 entered into teaching.

(h) Private Schools - There are a number of private schools which offer secondary education. The better known ones are Campion College, Priory School, DeCartoret College, Gaynstead and St. Georges and Excelsior Extension Schools. The West Indies Training College offers both secondary and teacher education courses.

(i) Examinations - The practice of using formal examinations at fixed points in the educational system is a basic characteristic of the Jamaican education system. A comprehensive list of these examinations is:

- (i) The Common Entrance Examination (age 11+) for pupils from Primary and Private Preparatory Schools for admission to High Schools;
- (ii) The Common Entrance Examination (age 13+) for pupils from All-Age, Junior Secondary, High Schools for admission to Technical High Schools;

- (iii) The Grade Nine Achievement Test Examination for admission to High Schools, Technical High Schools, and Vocational Schools;
- (iv) The Jamaica School Certificate Examination (approximately Grade 10). This is recognized for admission to the Police Force and Nursing Profession as well as minor private business enterprises;
- (v) The London City and Guilds Examination, The Royal Society of Arts Examination, The Union of Lancashire and Cheshire Institutes Examination, The Associated Examining Board General Certificate of Education. ^{1/}These are all external examinations which are mainly for students of Technical Schools;
- (vi) The General Certificate of Education Examination, Ordinary level ("O" level) ^{1/}for pupils enrolled in Comprehensive, Technical and High Schools;
- (vii) The General Certificate of Education Examination Advanced level ("A" level) ^{1/}for pupils in grade 13 of High Schools.

^{1/}These are external examinations set by the Associated Examining Board, the Cambridge Local Examinations Syndicate and the Schools Examinations Department of the University of London.

3. Educational Provision

Education is provided free in primary (grades 1 - 6) all-age (grades 1 - 9), junior secondary (grades 7 - 9) comprehensive schools (grades 7 - 11) and technical high schools (grades 8 - 11). Beginning in September 1973 free tuition will be provided in all government owned or aided schools.

In 1971/72 within the formal Public Education System under the Ministry of Education there were 778 primary and all-age schools, 4 special schools (for the handicapped), 64 junior secondary schools and departments of high schools, 3 comprehensive, 40 high, 6 technical high, 4 vocational schools, 6 teacher training colleges and the College of Arts, Science and Technology. In addition there is the Jamaica School of Agriculture under the Ministry of Agriculture. Jamaica is represented on the Governing Council of the University of the West Indies by the Minister of Finance.

There is a great variation in the sizes of the schools at each level of education. Primary schools vary greatly, with approximately 70% ranging between an enrolment of 300 and 1,000 students; junior secondary schools range from 405 to 1,200 enrolment. Approximately 40% falling in the median range of 800. High schools enrolments vary between 325 and 1,506.

The Table below shows the number of Public Institutions at each level and type and the enrolment by age group for 1971/72.

Type of Institution	No. of Institutions	Age Group	Total Enrolment
Primary	229	6 - 11	323,565 <u>323,565</u>
All-Age	549	12 - 14+	60,000
Special Schools (Handicapped)	4	4 - 16	377
Junior Secondary	64	12 - 14+	44,737
Comprehensive	3	12 - 14+	1,386
High	40	12 - 14+	15,120
Technical	6	13 - 15	720
			<u>122,340</u>
High School	see above	15 - 18	11,681
Comprehensive	see above	15 - 18	1,125
Technical	see above	15 - 18	2,883
Vocational	4	15 - 18	527
			<u>16,216</u>
Sum Total		6 - 18	462,121

In addition as indicated earlier there were 672 government or government assisted basic schools (pre 6 year olds) with a total enrolment of 20,200.

It is estimated that in 1970/71 the percentage enrolment in schools was 88.5% of ages 6 - 11; 83.1% of ages 12 - 14; and 10.0% of ages 15 - 18. For all school ages about 69.6% of the registered students were in Government schools and the remainder attended private institutions. However, the quality of private school education is highly variable.

4. Specialized and Non-formal/Continuing Education

Out-of-school education is available from a wide variety of sources, including farmers' training centres, youth camps, trade training centres and specialized institutions.

The extension service of the Ministry of Agriculture is responsible for farmers training programmes and operates a permanent

centre at Twickenham Park with three other centres being operated on a temporary basis. The total enrolment for the various weekly courses was 1,192 in 1970/71.

The Ministry of Labour operates trade training centres which offer courses lasting from six to twelve months in such trades as pipe-fitting, electrical installation, machine fitting, automobile repair, carpentry, and the like. In 1971 there were nine such centres with a total enrolment of 973 students.

The Ministry of Youth and Community Development operates Youth Camps/Centres - enrolling a maximum of 1,700 youths of both sexes, aged 15 - 19 in five resident camp locations. A wide variety of low level and pre-vocational skills are taught, with stress on work attitude development. This Ministry is also in the process of establishing several non-residential Youth Training Centres.

Other specialized training programmes in 1970/71, include training for nursing (343 enrolled at Kingston Public Hospital, plus 343 attending the University of the West Indies), courses provided by the Dental Auxiliary Training School (20 enrolled), Jamaica Hotel School (260 enrolled), Jamaica School of Art with an average enrolment of 97 full and part-time students, and the Jamaica School of Music (225 enrolled). Other privately supported special schools include Alpha Commercial College, Jamaica School of Fashion, Jamaica School of Theology, Kelly Lawson Training School, College of Accounting and Business, Duff's Business College, Jamaica Commercial Institute, Jamaica School of Business, Jamaica Theological Seminary and Kingston Commercial College.

Approved Schools are special schools established by the Government to which juveniles on Approved School Orders from Juvenile Court are sent. Activities in the schools include full-time classroom education for children under fifteen years of age; those over fifteen receive part-time classroom education. In March 1973 there were six approved schools, four for boys with a total accommodation for 325; and two for girls with accommodation for 75.

A literacy programme was established in 1951 and in 1972 this was absorbed into the National Literacy Programme. There are currently about 40,000 students of all ages enrolled in literacy classes throughout the island. Radio and television media are used to some extent in literacy teaching.

Many other agencies, institutions or associations engage in some kind of non-formal/continuing education or training of significant numbers of Jamaicans. Without attempting to be exhaustive, the following list covers most of those with the greatest impact: Craft Development Agency, Jamaica Industrial Development Corporation, Jamaica Library Services, Jamaica Youth Corps, National Literacy Board, National Volunteers' Organization, Prisons Department, Jamaica Institute of Management, Sugar Industry Labour Welfare Board and Institute for School Leavers.

Among the major additional institutions are:

All Island Cane Farmers Association	Jamaica Association for Mental Health
All Island Banana Growers Association	Jamaica Family Planning Association
Boys' Brigade	Jamaica Home Economics Association
Boy Scouts	Jamaica Livestock Association Limited
4-H Clubs	Jamaica National Dance Theatre Company
Friends Educational Council	Jamaica Social Aid Society
Girls' Brigade	Jamaica Society for the Blind
Girl Guides Association of Jamaica	Jamaica Youth Council
Institute of Engineers	National Consumers League
Jamaica Agricultural Society	Things Jamaican Limited
Jamaica Association for the Deaf	Y.M.C.A.
	Y.W.C.A.

CHAPTER III

National Goals and Objectives of the Educational/Training System

1. General

The previous sections provide the background information useful to the analyst of the educational system as well as to the general reader of this report. However, the point at which an assessment or analysis of the education sector begins is with the setting forth of the national and sectoral goals and objectives of the educational system.

Any assessment of the current condition of an educational system's objectives, priorities, and methods of reform has to be predicated on a system of values or goals reflective of the wishes and objectives of that society and against which measurement can be made. How well these objectives are institutionalized or even worded into official documents is the responsibility, and ultimately so, of the people and leaders of the country. This means a continuous, or living approach, as aspirations and value systems are continually changing in a healthy society. This also means regular updating and re-statements of goals and objectives, for a country's own development efforts, as well as to guide the advisor/consultant whether local or from abroad.

During the period of the Sector Study the Ministry of Education reexamined, and restated the country's goals and objectives for the educational sector. This included broad national-societal goals relative to education; the long-range goals; the short-range goals including their quantification and priorities and a study of

the statutory basis and laws relative to the functioning of the system. This review and restatement was used by the Sector Assessment Team in the preparation of this report.

2. Broad National/Societal Goals Relative to Education

The rights and freedoms of the people are enshrined in the constitution and this includes the right of every individual to develop his potential through education, which is interpreted to mean that he has the opportunity to become a self-sufficient and well integrated personality and a useful and responsible citizen of an independent country.

The social life and development of the people are of primary concern to the Government which also recognizes the need for the provision of training for skills to meet the growing agricultural, commercial, industrial, management and cultural needs of the country.

The Government therefore intends that educational opportunity must be open to all in keeping with its economic and social policy based on the principles of egalitarianism, social justice, self-reliance, national pride and a deep respect for the rights of the individual, for the rights and freedoms of others, and for the public interest.

3. Long-Range Goals

In recognition of its basic philosophy and the goals established by the constitution and in line with the power of the Minister embodied in the Education Act of 1965 wherein the Minister of Education is empowered:

- (a) to provide the education of the people of Jamaica and the progressive development of institutions devoted to that purpose;
- (b) to frame an educational policy, designed to provide a varied and comprehensive educational service in Jamaica;

The following long-range goals have been set:

- (1) To achieve Compulsory Universal Primary Education;
- (2) To provide an adequate teaching force to meet the needs of all levels and types of education;
- (3) To develop a co-ordinated educational system which will ensure an even spread of education at all levels;
- (4) To provide the human resources for a sustained development of the education system and the country;
- (5) To help develop the cultural and aesthetic values, and to foster desirable civic attitudes;
- (6) To provide non-formal education to meet the needs not only of adults but also of school leavers and drop-outs;
- (7) To expand pre-primary education on a firm and structured basis;
- (8) To systematically expand medical health and school feeding services;
- (9) To provide adequate guidance and counselling services for the system;
- (10) To have a systematic evaluation of all components of the educational system;

(11) To expand library facilities throughout the system.

4. Short-Range Goals

In accord with this general policy the Government recognizes the need to implement the following short-term objectives with the utmost vigour allowed by present limitations of finance, personnel and general administrative capacity:

- (1) Restructure and strengthen the organization, staffing and operations of the Ministry of Education in order to improve its capacity to effect the goals and objectives of the system;
- (2) Develop the Planning Unit of the Ministry of Education so that it can provide a better basis for decision making at both the policy and operational levels; including research, review and evaluation; and sustain educational development;
- (3) Systematically expand and develop curriculum reform and educational methodology with initial emphasis on the needs of primary education;
- (4) To improve on a planned and structural basis the skills and competence of the untrained teaching force in Primary and Secondary Education by means of a continuing in-service programme;
- (5) To pay particular attention to the urgent need for the teachers of languages, mathematics, science, agriculture and technical subjects;
- (6) To expand a fully qualified teaching service at all levels

- (7) To expand, improve and update the preparation of teacher-trainers and the curriculum of the teacher training institutions;
- (8) To improve the qualifications of professionals and service staff throughout the system;
- (9) To improve the conditions and amenities for teachers and to provide better incentives and remuneration;
- (10) To pursue the development of new patterns of education for post 'O' level education, non-formal and continuing education in co-operation with other Government agencies and the private sector;
- (11) To pursue the expansion and development of agricultural, technical and vocational education at all levels, relevant to the needs of the society and to foster and encourage the agricultural, commercial and industrial sectors to co-operate in the provision of skill training;
- (12) Register and supervise independent schools so that the State can assume its responsibility to ensure that the quality of education offered is of a satisfactory standard;
- (13) The renovation and improvement of primary and secondary education facilities so as to improve the quality of education and the conditions of service for teachers;
- (14) Continue to support the efforts of the Community in establishing pre-primary schools and to assist in upgrading teachers and facilities for these schools;
- (15) To encourage maximum community involvement in the educational process and the use of all schools as centres for continuing education;

- (16) To foster the development of Jamaican books with special emphasis on textbook writing, illustration, design and production, as well as the need for the expansion and development of audio visual aids, materials and media with special attention to the use of the ETV and radio as important tools for curriculum development;
- (17) To foster appreciation and participation of student in the arts for the benefit of the individual and the cultural enrichment of the country;
- (18) To encourage an appreciation and concern for the country - its beauty and its ecology.

CHAPTER IV

Review of Current Condition
of the Education System

- A Systems Analysis -

<u>ELEMENT</u>	<u>STATUS</u>
A. <u>NATIONAL POLICIES, COORDINATION, PLANNING AND RESOURCE ALLOCATION</u>	
A-1 National Goals stated in Socio-Economic Terms	Generally well stated in the constitution in very broad socio-economic terms. Needs supplementary definition of role and function of education relative to national objectives and development issues. Need for full activation of National Human Resources Development Committee, better sector guidelines to be set forth by National Planning Agency; a more dynamic role to be taken by the Ministry of Education re the country's total educational needs and efforts; and better educational planning and evaluation as a basis for informed high level policy decision making.
A-2 Long-Range Educational Goals	Also well stated, but needs strengthening and continual improvement based on rolling analysis/planning, more adequate and timely data and better definition of long-range targets including improved quantification; and more accurate assessment of long range policy implications.
A-3 Short-Term Educational Goals	Incomplete, especially re sub-goals. Lacks adequate quantification of targets and qualitative and time phased data.

<u>ELEMENT</u>	<u>STATUS</u>
A-4 Centralized Policy Determination	Would be much more effective if decisions could be based on alternatives offered by better planning, evaluation and statistical, including costing, data.
A-5 Utilization of National Intellectual Resources in Policy Determination	Inadequate. Good resources exist but have only been partially utilized re policy, programmes, research, etc. Also Education Advisory Council, various Education Boards, etc., exist by Education Act provisions but expansion of roles and greater utilization of member individuals necessary, including greater participation of interested community individuals at all social levels.
A-6 Quality and Nature of Plans for Human Resources Development	Some excellent ideas and interest exist; although they are mainly economic/manpower oriented with greater need for inclusion of social/individual goals. High level of interest at the top policy level but newly designated Human Resources Development Committee not yet active and contributing. Major need for effective National Human Resources Plan and more central and active role for the Ministry of Education, and especially for inter-Ministry coordination.
A-7 Co-ordination of the Total National Education/Training Activity	Critical need for coordination, as the total education/training (human resources development) system is splintered, inefficient and ineffective. Need for greater effort by National Planning Agency, Human Resources Development Committee, Ministry of Education and other individual Ministries dealing with education/training and top level policy decisions to this effect.

<u>ELEMENT</u>	<u>STATUS</u>
A-8 Participation of the Private Sector in preparation for training needs	Private industrial sector has given some direct support to education/training with much greater potential. GOJ needs to better coordinate own education/training activities and explore possibilities of fuller utilization of private industrial sector in vocational training activities.
A-9 The Role of the Independent Schools Relative to Individual and Overall Country Development Needs	Approximately 30% of total education is private, with fairly wide range in quality and no systematic Government mechanism to ensure this quality; or even adequate data on the nature and extent of these schools. Private schools are of wide range and type- and some of them are of high quality and are among most innovative in the country.
A-10 Financial Support for the System	Education has the highest budgetary allocation, except for the Ministry of Finance, of all the Ministries - reflective of governmental policies. Private sector inputs are relatively limited. Little development, direct or in-kind support of education at the community level.
A-11 Proportion of National Budgetary/Growth Resources devoted to Education	Increasing budgetary emphasis being given to education/human resources, and willingness to commit governmental funds as counterpart to additional external lending assistance for education. Major problems are (1) the results obtained for the money allocated and (2) attrition loss of trained manpower from the system.
A-12 Modernization of Programme Budgeting from the point of view of its flexibility	Needs modernizing in conjunction with improved management practices. Currently lacks adequate flexibility and sufficient concern with

<u>ELEMENT</u>	<u>STATUS</u>
A-12 (cont'd.)	aspects. This also is very dependent upon clarification of system objectives and methodology.
A-13 Coordination and Administration of External Assistance to Education	Some has been well done, some not. There is need for increased effectiveness at the overall national level as well as in the Education Sector. Needed is an improved policy, procedure, and management structure for more effective utilization of external inputs; including improved role of National Planning Agency and training of personnel in development planning and project administration and budgeting. Also necessary is better role definition of Education as the primary Ministry concerned with external assistance planning and resource utilization in the broad field of education and human resources development; this includes upgrading of management, planning, programming, evaluation capability, of Ministry. Concomitantly, another major problem is Jamaican need for greater assistance programming flexibility on the part of the external agencies to be more consistent with Jamaican identified needs, programmes and priorities.
B. <u>MANAGEMENT, PERSONNEL, PROGRAMMING, BUDGETING AND OPERATIONS OF THE SYSTEM</u>	
B-14 Organization and Efficiency of the Ministry	Present structure/organization not fully meeting educational development needs. Needed is clearer definition of overall and specific programme goals and objectives, general improvement in efficiency and morale, a comprehensive in-service training programme and a personnel programme which gives fuller recognition to capabilities/

ELEMENT

STATUS

B-14 (cont'd.)

leadership, and an effective incentive plan. Recent reclassification study of the Ministry has resulted in reclassification of all professional personnel as "programme managers": undermining the professionalism so greatly needed by the Ministry. De-professionalization trend has been going on for some time and problem needs special attention. Also needed, inter alia, is major improvement and upgrading of Educational Planning Unit; Operations Unit; Buildings Unit; registry Unit; Personnel Unit; Teacher Recruitment; and establishment of an Information Unit as well as improved maintenance and utilization of the Ministry building itself.

B-15 Preparation and Utilization of Administrative Personnel - Personnel Selection, Guidance, Management Policies, and Programme

Inadequate. Ministry will need extensive upgrading and training with special attention to in-service training. The institution of modern personnel administration methods and systems of identifying and developing leadership capabilities, and systematic provision for career advancement need attention. There is critical need for classification including equitable salaries; permanent opportunities; job descriptions; and in-service training of non-professional staff including clerical in the Ministry.

B-16 Decentralization of Administrative Functions

Education Act provides for every school to have its own Board of Management. Primary Boards not fully effective re administrative or operational functions although Secondary Boards exercise more power. Greater use should be made of District School Boards, authorized in the Act. There is major need for general decentralization to the schools and communities,

<u>ELEMENT</u>	<u>STATUS</u>
B-16 (cont'd.)	and the need to assess the advantages of a district type intermediate structure.
B-17 Provision for Planning and Implementation	Ministry of Education has suffered from lack of planning function/capability and is currently re-activating the Education Planning Unit; and has stated the intention of attaching major importance to it. There is urgent need for proper implementation of this unit by adequate assignment of staff and facilities, and protection against ad hoc diversions to other activities not properly identified as planning functions. Ministry has adopted and emphasized the rolling plan concept with in-depth sector assessment approximately every 3 years, of which this is the first or base study. Government has computer facilities with access time for various Ministries, which is currently underutilized by the Ministry of Education.
B-18 Capability for and Current Condition of Statistical Data	Current data is inadequate for Ministerial and National development purposes. A major shortcoming is that higher level policy decisions and planning frequently have to be made based on inadequate data. This also applies to programme planning and operations. Present system for data collection, processing, analysis, etc. is generally cumbersome, slow, lacking in quality and not focussed on the pragmatic data needs, particularly the educational finance/costing data.

<u>ELEMENT</u>	<u>STATUS</u>
B-19 System Personnel Records and Accounts	<p>Personnel record keeping is highly centralized, cumbersome and lacking in sufficient physical facilities for adequate information storage, accessibility and retrieval. All the teacher's records for the country are kept in the Ministry with little essential information at the school level. At least some degree of decentralization should be explored with the proper equipping and modernization of the personnel records system. Similar decentralization and modernization should be undertaken for student record keeping. Staff needs upgrading/training in modern personnel record systems. However, progress has been made through computerizing teacher payroll function, giving basis for further information/ records modernization action by the Ministry.</p>
B-20 Education Information System	<p>Need for greatly improved system within Ministry; with and between other Ministries and units of government especially the National Planning Agency; also between Ministry and schools; among schools; with interest groups; with industry/private sector etc.; and with community. Needs better inputs into the Ministry from foreign and professional sources, upgrading of the Ministry information office, budget, equipment and staff. Needs closer linkage with school and public library systems and with the public information media. Ministry Education could also make fuller use of computer access time available to them, to improve this function.</p>

<u>ELEMENT</u>	<u>STATUS</u>
B-21 Teacher Benefits and Duties	Need for continual clarification of Teacher duties and benefits and strengthening of teacher personnel supervisory/support function of the Ministry. Teacher Reclassification study which includes redefinition of teacher duties, is currently underway and this together with activities of the Jamaica Teachers' Association, could bring about some of the needed changes. Teachers salary revision study has recently been completed and implemented, placing teachers in very favourable position re other Government employees.
B-22 Teacher Classification	There is need for an equitable Teacher Classification system which provides for professional advancement and a salary scale that is based on preparation, experience and merit. Study is presently underway as indicated above. However, current classification effort concentrates mainly on teaching rather than the total learning process and excludes from classification counselling/guidance, librarian and other types of key educational personnel who come under no other classification category.
B-23 Extent to which Provision is made for Adequate Housing and Amenities for Teachers, especially in Rural areas, including electricity, water, sanitation and some type of transportation option	Teacher housing is acute problem in most of the rural areas with generally inadequate facilities. Provision is usually made for Principals' housing but not for staff members. A major problem is that 40% of the primary schools, and related teacher housing are not electrified, making further intellectual, cultural and professional development difficult, and directly contributing to problems

ELEMENT

STATUS

B-23 (cont'd.)

of placement and retention of teachers in these areas. Also there is a lack of public or any other kind of transportation in many areas, contributing to the rural teachers' isolation as well as a general lack of access to cultural amenities.

B-24 Incentives in the System

It is expected that reclassification of Ministry personnel/ functions currently in process should provide a greater degree of salary and career incentives, commensurate with professional qualifications and responsibilities. MINED is aware of the need for educational incentives programme for Ministry including training opportunities, etc., also re major need for incentive programme to bring qualified teachers into the system and halt the high rate of teacher attrition. Additional studies in this area are planned.

B-25 Use of Educational Specialists

System does make use of educational specialists, mainly from the ranks of expatriates, although some excellent Ministry officers, teachers and administrators have contributed to special committees, etc. Need is for more and better qualified Jamaicans, and incentives to serve. The UWI represents an as yet not fully utilized resource in Jamaican development. There is also need for a clearer definition of objectives for these potential resource individuals and a better planning and statistical base. Also needed is fuller utilization of resource individuals at the community level.

ELEMENT

STATUS

- B-26 Provision for Students with Special Problems
- Very little in regular school system. Some efforts largely privately initiated. Much more attention required to diagnose and identify early both those with learning handicaps and also those with physical retardation problems. Required is a special and concerted effort including a needs survey and intensive training.
- B-27 Educational Programmes and Human Resource
- Total Human Resources Development activities are now dispersed to a number of Ministries, of which Education is the major one. A significant weakness is the relative lack of coordination, or effective coordination mechanism and delineation of responsibilities between various Ministries and Ministry programmes and the inactivity of the new National Human Resources Development Committee. Also Human Resources Development should be viewed in social as well as traditional manpower/economic terms. It is also apparent that the Education Ministry should take a more leading and dynamic role relative to coordination with the programmes of the other Ministries.
- B-28 Non-formal/continuing Education Activities/Programmes
- Many types and much previous accomplishment are evident. Relatively little current attention to using the non-formal approach for and where it could be especially productive, i.e. producing significant change within the formal system, as much could be done non-formally to supplement the formal school. Much is also required to serve economic, vocational, civic, health, recreational, aesthetic and psychological needs of youth

<u>ELEMENT</u>	<u>STATUS</u>
B-28 (cont'd.)	including basic and infant schools and those out of school especially the 15-19 year olds, and adults. Civic stability and economic and social advance of the country depends critically upon greater development of this area, especially at the school related community level.
C. <u>SYSTEM/EFFICIENCY AND EFFECTIVENESS</u>	
C-29 Distribution of Education to the General Population	This has improved during the past decade with the programme of constructing primary schools with special attention to rural and population growth areas and the building of junior secondary schools dispersed throughout the island. However problem of quality at the primary level remains a major factor. Also there is extensive overcrowding at the primary level and a major bottleneck for student entry into the secondary. The restrictive examination system and the terminal 7-9th grade senior departments of all-age schools constitute blocks to full participation in the education system by all economic and social levels and areas. Rural schools generally offer less opportunity than urban schools because of the usually lower socio-economic status of the people of these areas, school siting, lack of electricity, poor roads and transportation, as well as lack of good teachers who will serve in this context. Government has stated the necessity for special effort in this area.

ELEMENT

STATUS

C-30 Access to Education

Improved distribution of educational institutions does not automatically assure access by the population and removal of barriers for the individual student and his family, especially at the lower income levels. In this context the situation has improved greatly over the past several years. Tuition and texts are free at the primary level, a nutritional lunch programme has begun in selected areas and school uniform materials are being provided starting this year with the early primary grades. At the secondary level tuition is free beginning in September 1973. The fees have also been eliminated for institutional boarding. Elimination of all miscellaneous fees for library, games, etc. have been announced for September 1974. Attendance at Teachers' Colleges is free of tuition and boarding. This is exemplary development but inability to provide greater number of opportunities at secondary still represents barrier to those finishing primary, especially the rural and poor classes. Families still bear costs for disproportionately expensive secondary level texts and supplies; school uniforms at upper levels and transportation to widely dispersed schools in some areas. However, parents can apply to the Ministry for grants to cover the additional costs of the child's education where warranted.

<u>ELEMENT</u>	<u>STATUS</u>
C-31 Effectiveness of System Design	<p>System greatly needs modernizing and streamlining to common pattern especially re status of infant and basic schools relationship to primary; all-age senior departments which are terminal and a poor quality parallel to the junior secondary; multiple types of upper secondary; high schools, comprehensive schools, etc. At present three main types exist; 6 years primary plus 5 secondary; 6 primary 3 junior secondary and 2 years upper secondary; and 7 years primary followed by 4 years of technical education. Articulation is generally poor. There is also the issue of relationship with, and setting standards for, private school system. Government is in process of improving this latter aspect. Ministry classification of schools is outdated based on quantification with no inclusion of quality factors such as capability of staff, facilities, control of educational process, achievements etc. Also weighted formula for secondary tends to discriminate greatly against primary in favour of secondary schools and effectly downgrades whole primary system - teachers, facilities, budgets etc.</p>
C-32 Pupil Health and Nutrition	<p>There is need for greater recognition of pupil health and nutrition factors and their consequences for the educational process; the training of personnel; and the provision of adequate and equitable health/nutrition programmes for all geographical areas and levels of the education system; including expansion of school luncheon programme, now operating in the Kingston/St. Andrew (Corporate Area) to the rest of the country.</p>

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STATUS

C-33 Literacy Levels

Officially stated levels are high but functional literacy is a major problem in the country including primary non-completers and drop-outs who slip back; also those in post primary level where low quality of education in many cases has produced an individual where lack of literacy (and basic math and science) skill disqualifies him for meaningful employment. Current literacy campaign is just underway but this is only limited and temporary measure as problem is broad and long range, also involving improved quality of the schools/curriculum development of extensive non-formal programmes and the involvement of the community in the educational process.

C-34 Need for Students Personnel and Cultural Development

There is uneven and inadequate opportunity for artistic expression by students in the broad field of arts, and an incentive programme for the development of these skills for the benefit of the individual and the contribution it will make to the country's artistic achievement and cultural enrichment.

C-35 School Overcrowding and Pupil-Teacher Ratios

Varied. Ranges from high ratios density in primary to overly low in secondary, with impossible loads on most primary teachers and some secondary. Others are teaching 1½ shifts. By contrast 6 students per teacher is frequent in the top secondary level. There is a somewhat wasteful allocation of teacher resources throughout the system. More intensive attention should be given to organization and personnel management and training since adequate numbers of people could be available but the system does not function well to enlist, prepare,

<u>ELEMENT</u>	<u>STATUS</u>
C-35 (Cont'd.)	organize, and support their efforts. On student side low and irregular attendance levels are an additional factor.
C-36 Role and Costs of Expatriates in the Educational Field	This is an important problem related to the lack and attrition of trained Jamaican teachers at the secondary level. Government has to put significant amounts of money into overseas recruitment missions etc., which with travel and other emoluments results in an expatriate teacher cost of 2½ - 3 times as much as a Jamaican teacher. Current expatriate recruitment target for this year was 200 in addition to external volunteer programmes. Government needs to make a policy decision and develop a long range plan for replacement by qualified Jamaicans to meet the acute shortage of teachers for secondary schools, especially in languages, mathematics and science, and to avoid the necessity of recruiting high-cost expatriates.
C-37 Losses of Educational Manpower to the System, Attrition, Transfers, Emigration, etc.	Major manpower problem for education (and other sectors). High turnover/attrition rate of teachers averaging 18% annually; from losses to private industry for better pay and career opportunities; losses from rural areas due to harsh conditions and relative cultural poverty; losses to the nation through emigration which is greatest at skilled/professional manpower level with more trained professional people leaving the country than are turned out by the post-secondary education system. This results in recruitment of expatriates to fill gaps especially at the

<u>ELEMENT</u>	<u>STATUS</u>
C-37 (Cont'd.)	secondary teacher level and intensifies MINED's teacher and administrative personnel problems.
C-38 Internal Efficiency of the System - Rates of Completion, Retention, Repetition, and Drop-out Unit and Achievement Costs per Student	Generally low with incomplete attainment of internal system objectives although much of this problem is in the redefinition of functional and realistic goals/objectives and the improvement of planning evaluations and programme operations capability. Also cost efficiency per unit, and by completion rates, is low but biggest single factor in this area is the lack of adequate accurate data and systematic assessment available to make a cost efficiency analysis and recommendations for improvement. Ministry of Finance has stated full support for improvements in this area.
C-39 External Efficiency of the System - Identification and Meeting of National Manpower Needs - Extent to which the Composition and Volume of Skills and Professional Training in Jamaica is adequate to meet the future Employment Demands of the Economy	System not producing sufficient trained people to meet skills needs of employers especially trainable youth of an educable quality, who can be further trained by the employer. In spite of high level of unemployment of youth there are significant numbers of skilled and semi-skilled jobs openings which are not being filled. Better manpower needs projections data/analysis necessary and articulation of education/training system with economic sectors growth needs. Major inefficiency factor is the considerable loss of manpower skills through emigration. Much of the desired efficiency in this area also has to do with the rational improvement of the Jamaican economy and the close coordination

ELEMENT

STATUS

C-39 (Cont'd.)

of all the Ministries involved in education/training youths. Currently inadequate recognition of importance of revitalized and diversified agriculture to Jamaican economy. Improved efficiency can also be obtained by vocational training and pre-employment/career guidance programmes.

C-40 Education and
Employment/Income
Distribution

Education (in the schools and elsewhere) is not adequately serving stated objectives and is at odds with many of the goals of the new nation. Although some progress has slowly been made the system generally operates on several class levels and in the long run tends to be a negative income distribution device. In general, the poor and rural get mostly to primary where the conditions are crowded, harsh and most ill-taught; the few who get to secondary tend to get there in spite of the primary system or probably because their home environments are more enriched, and the secondary is the least crowded and best taught. The antiquated examination system "eleven-plus", etc. arbitrarily assigns the socially and culturally poorer to a terminal upper primary school. The few who can most afford it get to post-secondary schools and the opportunity to enter higher paying jobs while the mass face lesser opportunities or unemployment. Finally those who acquire most education tend to leave the country, passing the educational cost burden on to all the people.

<u>ELEMENT</u>	<u>STATUS</u>
D. <u>CURRICULUM, METHODOLOGY MATERIALS AND TECHNOLOGY (OF THE SYSTEM)</u>	
D-41 Provision for Curriculum Development	<p>First post-independence curriculum revision began in 1965 at secondary level concomitant with programme of expanding secondary system. Related programme for reforming and bringing primary into line formulated, but incompletely implemented. There is current need for evaluation/reform throughout system, already recognized by Ministry as a constraint to educational development; needs modernization and Jamaicanization at all levels. A "Curriculum Development Thrust" project is currently in process involving a large committee of teachers with impetus coming from the Ministry. Initial target for curriculum revision at primary level already established. Needs more support for a professional, systematic, and operational curriculum development unit within the Ministry which would also closely coordinate with a text, materials and media development unit; a teacher and professional upgrading unit; other functional units of the Ministry; and the teacher training colleges/U.W.I. Needs experimental school access, evaluation capacity, better internal coordination within the Ministry and increased budgetary allotment. Also needs external professional and technical expertise both to assist in curriculum design and to train professional staff for Ministry unit.</p>

<u>ELEMENT</u>	<u>STATUS</u>
D-42 Provision for Texts and Instructional Materials	Very limited and inadequate at the primary level, improves in junior secondary and upper secondary. This inadequacy is multiplied by large numbers of untrained teachers in the system. Curriculum Thrust will not be effective until specific effort made in closely related Jamaican texts, materials and media on an integrated basis. Needs more attention to reference, resource, and non-traditional educational materials. Weakness also due to restricted budgetary allocation for this area and extent this presently considered important. Needs more creativity, better production resources, handling and distribution methods, technical assistance, staff training and policy decision whether Publications Branch is to have mainly distributive function as at present or is to be professionalized.
D-43 Use of Modern Communications Media/Technologies	Limited use made of various media possibilities. Whole area needs major upgrading beginning with concepts and methods. Needs major training effort in methodologies, programming and equipment use and maintenance. Also inter-relates with training of new teachers and upgrading, training of teachers in service re media/technologies so that full potential can be realized at the school end. Also with large number of untrained teachers in the system there is critical need to evaluate use of ETV/Radio/etc. for general teacher upgrading and qualification programme. Currently a beginning Educational TV programme with some promise but needs to be more closely integrated within the curriculum development

<u>ELEMENT</u>	<u>STATUS</u>
D-43 (Cont'd.)	programme, and to include built-in evaluation. Also many rural primary schools (40%) have no electricity, which greatly reduces cost/benefit and effectiveness of present and projected ETV programme.
E <u>TEACHING/SUPPORT PERSONNEL FOR THE SYSTEM</u>	
E-44 Preparation and Utilization of Teaching Personnel	Inadequate in both quality and quantity. Critical shortage of trained teachers, with resultant hiring of approximately 50% unqualified teachers each year to make up shortage. This has been exacerbated with the inclusion of approximately 800 untrained national volunteer-teachers into the system in September 1973 in what will apparently be a permanent untrained teacher recruitment programme with little attention to the high unit cost. The system also requires recruitment of qualified expatriate teaching personnel. Needs improvement in quality and professionalization of teaching personnel and elimination of high teacher attrition rate of approximately 18% per year, although further training opportunities account for some of this loss. Utilization, supervision, general support need a complete redesign as well as major improvement and concern for teacher conditions and career opportunities. Also requires greater coordination of teaching function with curriculum development, and guidance programmes and greater relevance to needs of system, and more comprehensive integrated and well-planned upgrading programme for under-qualified teachers. Also needs evaluation of role and

<u>ELEMENT</u>	<u>STATUS</u>
E-44 (Cont'd.)	function of teacher Training Colleges re current needs of system including relationship to schools, staff, community, the Ministry of Education and the UWI. Also evaluation role of joint Board of Teacher education in defining Teacher Training re current problems and reform efforts in the Jamaican Educational System.
E-45 Inspection/Supervision of Personnel	Inadequate guidance/supervision/management of teaching personnel relative to their personal and professional needs, and the qualitative, quantitative and evaluative needs of the system. Need for expansion of this function with more qualified inspection/supervision officers as well as more in-training, and continuous upgrading of officers if they are to adequately perform this function. Requires an identifiable qualified unit within the Ministry for the purpose. Ministry should effectively decentralize to parish level both the inspection and supervision functions. Also needs a classification recognition of these personnel as professionals in the teaching/learning process.
E-46 Preparation and Utilization of School Guidance Personnel	Major need all through the system and especially as it relates to unemployed and out of school youth. Virtual absence of either personal guidance or career/vocational guidance. Particularly needed is student guidance at the primary and secondary level re job possibilities and world of work. Guidance training needed in teacher training curriculum, and cadre of trained guidance officers needed in the system

ELEMENT

STATUS

E-46 (Cont'd.)

as well as a trained unit in the Ministry. Also needed to think of guidance in non-formal areas and for those out of school, youth and adults. Professional external assistance needed for training Jamaican guidance and counseling personnel.

E-47 In-service Training for Teachers and Administrators

There is a major need for in-service training programmes to upgrade the some 50% unqualified teachers in the system, and also to keep all teachers and other administrator/professionals abreast of, and qualified for the reforms which are to take place throughout the system. Also needed is separate functional unit in the Ministry charged with these responsibilities. Current beginnings in upgrading and proposals by CAST, JSA, UWI and the Ministry are encouraging and should be selectively implemented. Teacher Training Colleges should become continuously and systematically involved; and all types of non-formal upgrading training possibilities should be utilized including new approaches such as ETV/Radio/etc. programmed especially for teacher upgrading.

E-48 Gender Roles in the Educational Process

Role of women in social development has greatly improved since independence. However, unemployment statistics show an imbalance against women. Need for greater opportunity for participation of women in economic and professional life of the country especially through provision of adequate opportunity for diverse types of education and training for women - a lost resource if not fully utilized. Within the education

ELEMENT

STATUS

E-43 (Cont'd.)

training system women pre-
dominate at primary and other
levels, generally with male
supervisors/principals. There
is need for a greater propor-
tion of male teachers, especially
at primary level for role
identification needs, teaching of
physical education etc. Rela-
tively few women occupy important
places in the Ministry.

E-49 Teacher Unions and
Professional Asso-
ciations in the
Educational Process
and Systems Reform

Teachers Union moderately strong
and effective in supporting
teachers' rights, salaries and
working conditions. The Teachers
Union carries responsibility for
professionalization of the
teaching force. They have also
shown active interest in pro-
grammes re the nature of the
learning process and the pro-
blems in the system.

F SYSTEMS FACILITIES
AND MAINTENANCE

F-50 Condition, Adequacy
and Utilization of
Physical Facilities

There is need for additional
schools at the primary level to
meet universal education goals
already set by the Ministry.
The major need at the primary
level is the renovation or re-
placement of a large number of
existing schools whose harsh
conditions are central factors
in lack of student learning,
attrition of teachers and non-
participation of the community
in the education process. The
new junior secondary schools
are in better physical condition
and additional numbers are
scheduled to be built under IBRD
loan. The quality drops off
drastically for upper secondary
with both a need for renovation,
new equipment and more schools.
Additional and improved facilities

<u>ELEMENT</u>	<u>STATUS</u>
F-50 (Cont'd.)	are also needed in agricultural and other types of vocational education and tye teachers colleges.
F-51 Provision for School Design, Engineering and Construction	Some recent schools at the primary level are good but most are unsuited to the needs. Most also lack adequate facilities for teachers and for community education. Schools generally lack flexibility and modular construction concepts which provide for expansion. Design of junior secondary is generally too rigid for systems needs. Secondary schools need better planning and design for modern education functions. Architecture/Engineering capability in Jamaica is generally good as is construction, if given an adequate design.
F-52 Provision for Adequate School Maintenance	Maintenance is grossly inadequate or non-existent throughout most of the system and this is usually the first budget item to be cut when other needs develop. School maintenance budget does not usually last beyond middle of fiscal year and after that emergency funds have to be appropriated to repair leaking roofs, plumbing etc. At present maintenance budget does not exceed 1/3 of one per cent of capital cost of school per annum compared with internationally accepted base level of 2%. In addition to limited funds there is lack of personnel trained in systems maintenance, inventory, distribution and custodial services. Individual schools have little flexibility re replacement of light bulbs, etc. and schools are sometimes closed due to sheer lack of maintenance. Need for policy determination, staff training, adequate funding at about 2% of school cost p.a.

<u>ELEMENT</u>	<u>STATUS</u>
F-52 (Cont'd.)	unit in Ministry charged with this responsibility and full understanding, especially at upper levels of the concept of preventative maintenance.
F-53 Libraries	National library system is well run, with good procedures and fairly well trained and dedicated staff. Major need is for additional community library facilities, mobile units, and more books, especially in the rural areas, to aid in individual advancement and to prevent back-sliding into functional illiteracy. In the schools, libraries at the primary level are virtually non-existent and need to be included in new school design. Also need for school library improvement at the secondary and teacher college level. Librarianship training course at the University has to be upgraded, including provision for in-service training and greater numbers of librarians trained and a classification recognition of a librarian as a professional in the learning process.
G. <u>EXPERIMENTATION,</u> <u>INNOVATION RESEARCH,</u> <u>EVALUATION AND</u> <u>FEED BACK</u>	
G-54 Provision for Educational Research	Almost non-existent in the Ministry and the school system. UWI has done some, but generally not directly related to Jamaica's educational problems. Ministry now seems well aware of the need for research into the causative factors of the educational constraints, and as a basis for improved planning, education and decision making.

<u>ELEMENT</u>	<u>STATUS</u>
G-54 (Cont'd.)	There is need for research data, and the need to build a research capability in the country. Re-establishment of MINED, Planning Unit, and interest of UWI, teachers colleges, JTA etc., in co-operation and activity in this area offer promise.
G-55 Provision for Experimentation, Innovation, Evaluation and Feedback. The use of New Technologies	Very little. Experimentation and innovation that does take place is mainly through interests of various individuals in the system. No policy or integrated programme of the Ministry in this area. A comprehensive systematic overall programme needs to be developed by the Ministry with special emphasis on feedback for reprogramming and as a basis for policy revision. Also there is urgent need for provision of experimental schools (including trained staff and adequate equipment) which in the real professional sense of the term, do not exist.
G-56 Capacity to Evaluate the Instructional Programme	Little evidence that the general programme is really evaluated either in the planning and preparation stage or in terms of final results. The almost total reliance upon the old pattern of external examination does not really evaluate the instructional programme or the really significant learning which should result. In the overall aspect there is some, although mainly uncoordinated effort by various principals to do their own evaluations. Ministry needs to develop a policy and a capability in this area, and will need extensive technical assistance and an effective in-service training programme.

<u>ELEMENT</u>	<u>STATUS</u>
G-57 Evaluation of the Output of the Various Programmes and Facilities	Apparently little systematic and formal evaluation, but much informal, incomplete, and sometimes biased efforts which gives an incomplete overall picture. Ministry needs to focus on this area and better determine how well the educational objectives are being attained and the extent to which the facilities and methods are both efficient and effective. There is currently no meaningful or valid system of evaluating schools other than quantitatively by number of pupils enrolled. Major attention should also be paid to educational finance, and to the cost/benefit of programmes and facilities.
G-58 Examinations - Achievement Testing/Evaluation	The current examination system is both academically and socially dysfunctional to the needs of the individual and the society and is perhaps the most serious single weakness in the education system. Having examinations prepared and graded abroad also represents an unnecessary foreign administrative and cost factor. The examination system may have had some usefulness for institutional continuity in the immediate post-independence period, but now is in need of Jamaicanization and modernization. Present system needs study and replacement by a system of achievement testing/evaluation more relevant to needs, especially as a continuing aid to students and a guide to teachers. Will involve Government decisions, technical assistance and extensive training for effective implementation. Recently organized Caribbean Examinations Council can be helpful. If it goes beyond original mandate to shift administration to the region;

	<u>ELEMENT</u>	<u>STATUS</u>
G-58	(Cont'd.)	and focuses on what the examinations/evaluation are supposed to measure and how effectively the current examination system meets these needs.
H.	<u>COMMUNITY PARTICIPATION IN THE EDUCATIONAL PROCESS</u>	
H-59	Participation of the Community in the Educational Process	Uneven spread. Welcomed as a policy by the Ministry but there is no comprehensive programme of encouragement or support in this area. Depends largely on initiative taken by local leadership, and only in a few places is a concerted effort made to effectively utilize the resources of personnel and potential support which surround most schools. An improved community education support programme is essential to the new country's community institution building and the decentralization of some of the educational responsibilities to the community. An objective is to have the community provide support and guidance to the school, the educational process and the student; to provide for non-formal educational opportunities to interested members of the community; and to make the facilities of the school available as an institution for development in the community.

ELEMENT

STATUS

H-60 Familial/Social Factors as Incentives/Deterrents to Educational Achievement

Varied. Middle and upper class families most supportive of children's work in school and are better able to cope with the system as it presently exists. Many lower class families, for a variety of reasons, including social deprivation, general poor economic condition, nature of the family structure, and lack of faith in the system, are either non-supportive or outright hostile. Problems are also more pronounced in rural, as compared to urban areas. A major factor in low attendance and achievement by many students is the social psychological implications of the "one parent family". Analytical social studies are vitally needed in this area. Also helpful in role identity of the young male student would be greater proportion of male teachers at the primary levels which at present time is about 10%. Major results could be realized from greater use of male educational instructors, and adult volunteers at the community level. Need is greater community involvement in and support for the educational process. Government is concerned re key social familial factors and has recently taken action to make education tuition fees etc. completely free throughout the system; in rapidly expanding the child feeding/nutrition and clothing programmes, and in the development of programmes of continuing education/community development.