

## MINISTRY OF EDUCATION, YOUTH &amp; INFORMATION

**Education System Transformation Programme (ESTP)****INTRODUCTION**

The Education System Transformation Programme (ESTP) is the programme within the Ministry of Education, Youth & Information (former Ministry of Education) that has responsibility for the transformation of the education sector, guided by the recommendations of the *Task Force Report on Education Reform (TFR), 2004*. The ESTP was the successor programme (2009) of the Education Transformation Team (ETT) which was originally established to execute the transformation agenda in 2005. The ETT was set up to be directly accountable to the Minister and operate outside of the structure of the Ministry. The approach was fraught with challenges and in 2009, the ESTP was established within the then Ministry of Education to guide and manage the process of transforming the education system.

**BACKGROUND**

The foundation for the programme was based on a bi-partisan decision of Parliament. The task force which was established published a report recommending substantial transformation of the education system. The TFR provided 143 recommendations for the Ministry of Education to consider. The initial funding for the work of the ETT was from the GOJ with resources accessed from the National Housing Trust (NHT). In 2009, discussions were begun with both the World Bank and the Inter-American Development Bank (IDB) for funding support for the transformation programme. This resulted in a loan of US\$16 Million from the World Bank and one of US\$15 Million from the Inter-American Development Bank (IDB) to directly support the ESTP. The programme also benefitted from a Technical Corporation Agreement (TC) of US\$500,000 from the IDB.

**THE ESTP**

The programme of transforming the education system based on the TRF's 143 recommendations<sup>1</sup> may be grouped under 4 broad areas or lines of action:

- Modernisation – re-engineering for greater efficiency in keeping with Government's policy to modernise the public sector. Work on this is complete and submitted to the Ministry of Finance and the Public Service for classification and valuation of jobs and approval of the new structure. This action includes inter alia:
  - Re-engineering to focus on policy & operations;
  - Central Ministry sets policy, standards and Quality Assurance service delivery;
  - Department of School Services (DSS) provides support for school improvement;
  - Changed competence framework, business plan and budget format.

<sup>1</sup> Please see **Appendix 1** for status of implementation of the recommendations under the Ministry's purview

- **Devolution of functions to agencies – establishment of 6 agencies**

**Jamaica Teaching Council (JTC)** – Teacher registration & licensing and on-going professional development.

**Status:** Operational, legal personality and licencing awaiting approval of legislation which is with the Chief Parliamentary Counsel (CPC).

**National Education Inspectorate (NEI)** – Inspection of schools, external quality assurance and improved system accountability.

**Status:** Operational and documents for establishment as an Executive Agency prepared for submission to Cabinet.

**National Education Trust (NET)** – Creation of a vehicle to provide a non-recurrent source of revenue through endowments and investments to support capital investments in education, as well as to support the Ministry's education infrastructure programme.

**Status:** Established as a government company and operational

**National Parenting Support Commission (NPSC)** – the National Parenting Support Commission was established to coordinate the activities of the various bodies involved in parenting, to be responsible for the execution of the parenting policy and be the link between the home and school providing support and training for parents aimed at improving student performance and wellbeing.

**Status:** Established under law since 2012 as a Commission and is operational.

**National College for Educational Leadership (NCEL)** – the National College for Educational Leadership was established to improve the quality of leadership so as to enhance school and system performance. Like the JTC, the NCEL was positioned to improve and quality in the delivery and management of education service delivery and performance.

**Status:** Operational and to be established as a government company. Documentation (Articles of Incorporation and schedules) is 95% completed.

**Jamaica Tertiary Education Commission (J-TEC)** – the Jamaica Tertiary Education Commission was established to be the sole regulatory for tertiary education in Jamaica, with the University Council of Jamaica (UCJ), a sister agency being the sole accrediting body in Jamaica.

**Status:** Operational legal status pending approval of the bill which is currently with the CPC.

- Transformation – improvements in teaching and learning, behaviour, citizenship, governance & leadership, special education and performance
  - Change in Curricula , with the introduction of the National Standard Curriculum (NSC), special focus on Mathematics & Literacy, Special Education, behaviour management, security & safety, alternative pathways;

- Change in the National Assessment Programme (NAP) at Grades 2, 4, 6 & 9;
  - Change in approach & methodology – STEAM/STEM, Project based learning;
  - Institutional analysis of schools – a study with recommendations on changing governance, structure, support and financing of schools;
  - School effectiveness in Jamaica, study which validated the Key Performance Indicators as well as identifying the key factors of effectiveness in the Jamaican context; and
  - NESP 2011 - 2020 (*being implemented*) & NESP 2021 – 2030 (*planning started*)
- Legislative & policy reform – amendments to the Education Act and Regulations consequent on new reforms and policies
- JTC Legislation;
  - J-TEC Legislation;
  - Education Act & Regulations;
  - Special Measures/ School Improvement Policy;
  - Enhanced Curriculum Policy;
  - Competence -Based Transition Policy;
  - Special Education Policy; and
  - Security & Safety Policy.
- System Improvement - Provision of new systems and technology support for improved decision making and workflow efficiencies.
- Orange HR system – pension administration, leave & personnel being rolled out
  - XYTHOS Document/File management System being rolled out
  - Real time access to school data/information, Enterprise School Management System (ESMS) under development for initial roll out to schools in the 2016 school year.
  - Performance Management Accountability System (PMAS) – accountability measure critical part of the Ministry’s accountability framework. This has been implemented since April 2014.

## **STAKEHOLDER COMMUNICATIONS & CONSULTATIONS**

Various initiatives employed to engage with both internal and external publics through:

- face-to-face meetings with staff ;
- town-hall presentations on key topics of interest or consultation on proposed policy and or legislation;
- radio broadcasts;
- television broadcast;
- awareness building through the print media; and
- internal newsletters.

## EVALUATION

The ESTP since 2010 has been subject to annual audits by the Auditor General none has been rated, all have been accepted by the IDB and World Bank. The independent evaluation has rated the execution as good - *“Project Administration has been strong. The Change Management Unit has been adequately staffed and has worked effectively to advance the ESTP. All of the loan conditions have been met .....*”

*The World Bank report stated “The Change Management Unit was driven and pro-active. Its leadership understood the importance of change management beyond project administration. It embraced a participatory, learning-by-doing approach, with a vision and drive for results. The team was supplemented with key staff, hired to undertake the required fiduciary functions. The Change Management Unit supported M&E activities and used the data for decision-making and improvement, notably through the process evaluations undertaken for the new agencies. The unit orchestrated communications and outreach activities to inform and involve both MOE staff and other stakeholders in the country. It was effective in communicating and coordinating with partners on ETSP support. Its performance was acknowledged by multiple stakeholders.*

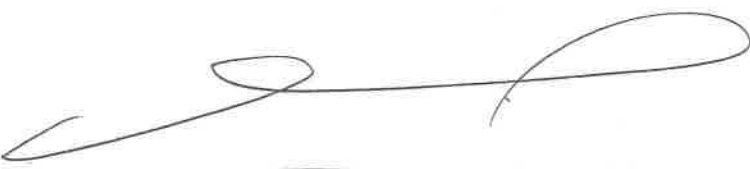
*The Bank’s rating of efficiency is substantial - “Efficiency is rated substantial. The ICR updated the economic analysis carried out at the time of design. The ESTP achieved a net present value (NPV) of 21.6 million real (1996) Jamaican Dollars and an internal rate of return (IRR) of 9 percent. These results compare favourably with the PADs best case Scenario 5, under which ESTP was projected to achieve a NPV of 7.7 million 1996 Jamaican Dollars and an IRR of 7 percent. The assumptions used on the impact of the program are reasonable. The PAD's assumptions focus on the length of the investment in ESTP, how it is financed, and the stimulus effect of spending additional resources on education. The impact of ESTP on the economy is traced from 2004 to 2030, with the year 2030 being the final year of Jamaica’s long-term strategy under Vision 2030.”*

## FINANCING THE ESTP

Please see *Appendix II* for expenditure to date since inception by source of funds.

## NEXT STEPS

The ESTP is being wound up and has entered the closing phase of the programme. The unit will close out fully by December 2018 with the completion of the roll-out of the National Standard Curriculum. A small core staff responsible for planning and logistics related to the training of teachers as well as the accounting staff will remain until December 2018. The schedule for departure of all staff has been prepared.



Senator the Hon. Ruel Reid, CD, JP  
Minister  
June 2, 2016  
File No. G 818/082

Task Force Recommendation	Status	Comments
<b>Governance and Management</b>		
1. Strengthen governance and management at the school level	Yes	Professional development of school board members: see comment at # 7.
2. Establish Regional Education Authorities to support schools	75 % Complete	The establishment of seven (7) autonomous authorities would so disperse and dilute the Minister's authority resulting in it being impossible for him to effectively execute his responsibility to the people and would have resulted in administrative and operational duplication and waste. The <b>Department of School Services with its Regional Offices</b> will result in the devolution of operational responsibilities as envisioned by the Task Force, while maintaining the Minister's authority to manage education on behalf of the people.
3. Restructure the Ministry of Education to be a policy Ministry	75% Complete	Approval by Ministry Executive (HME and PS) has been obtained and a functional profile and operational manual developed. Job descriptions are [85%] complete.
4. Restructure the support institutional framework	Yes	This has been achieved through the creation of the NEI, NCEL, NET, J-TEC, NPSC. J-TEC has the responsibility for regulation of tertiary education, in conjunction with UCJ as the sole external quality assurance body through institutional and programme accreditation. NET was incorporated in 2010; NPSC was constituted under statute enacted in 2012; NEI is an Executive Agency in transition; Prior Options Analysis is being undertaken for NCEL; legislation for JTC and JTEC has been with the CPC since 2013.
5. Make school boards accountable to Regional Education Authorities for the operation of schools	Yes	This has been done in a more collaborative way than had been envisioned. The school boards and the Regional Offices work together to enhance learning through the development and implementation of School Improvement Plans. Principals are responsible to both the Boards and the Ministry for the delivery of the plans. A supporting School Improvement & Special Measures Policy & Legislative Proposal is 80% complete.
6. NCE to cease the practice of inviting Members of Parliament to recommend School Board Chairmen	No	Members of Parliament remain key stakeholders in the process.
7. Train and certify board chairmen and board members in board governance	Yes	NCE has a statutory obligation to train Boards of public educational institutions. During the period 2011 to 2015, 3461 Board chairs and members received training through the World Bank supported element of ESTP. Going forward, NCEL will be engaged to provide training and certification.
8. Board holds Principal accountable for objectives and performance targets of Strategic Plan	Yes	The Strategic Plan is the School Improvement Plan. The Principal is responsible to both the Board and the Ministry for the implementation of the SIP. See further comment # 7.
9. Train Principals in school management and leadership	Yes	A total of 547 Principals and Education Officers have participated in the Effective Principals' Training Programme undertaken by NCEL. 30 individuals have completed the System and School Leaders' Coaching Programme, thirty principals have completed Leadership of Place and 911 Principals and Department Heads have participated in the Leadership of Math programme.
10. Make Principals responsible for school management, including teaching	Yes	The NEI reports, which are tied to the SIPs, evaluate schools on effective teaching. The principal, supported by the Board and DSS, is the person responsible for implementing the recommendations of the NEI reports. The performance instruments for principals have been revised to reflect this.
11. Establish REAs as semi-autonomous agencies under the Ministry's portfolio to monitor school performance and provide specialist support	No	The regional offices are not semi-autonomous but rather part of the DSS. However, their function reflects the spirit of this recommendation: the education officers (housed in the regional offices) monitor school performance and specialist support exists within each regional office.
12. Support to schools will be provided by REA curriculum implementation teams	Yes	School support will be provided through the DSS. NEI inspection reports reveal that curriculum implementation teams exist in schools.
13. Employ specialists such as guidance counsellors, reading	Yes	The Regional Offices provide specialist support and teachers are employed by schools. The Ministry has

<b>Task Force Recommendation</b>	<b>Status</b>	<b>Comments</b>
specialists, etc. regionally and teachers at the school board level		introduced a voluntary relocation programme to assist with staffing schools at optimum levels and is currently developing a policy relating to specialist teachers.
14. Restructure the Ministry of Education so that its functional areas are policy development, projects, information and communication, research, finance, human resource management and financial audit. Agencies and other public bodies will concentrate on delivering policy	75% Complete	The structure of the Ministry, reflecting separation of policy and operations, has been developed and approved by the Ministry's Executive, and the jobs are in the process of being defined (80% complete)
15. Outsource certain functions to a network of private and public support institutions. This might include student assessment, professional development, curriculum development, teacher registration and licensing, institution registration and accreditation and quality assurance.	Yes	See 4 above. Student assessment and curriculum development have been retained within the Ministry as part of its core business.
<b>Accountability - Design and implement Performance-Based Management System, to include rewards and sanctions, for all staff in Ministry</b>		
16. Reward teachers based on improved student achievement	No	It has proven to be challenging to develop a system of linking student achievement to teacher performance given the multitude of variables impacting students' performance including socio-economic, behavioural, health factors, and the students' readiness to access the programme of study at the point of entry. A teacher performance appraisal document is in use in the system and is to be reviewed
17. Reward teams/departments within schools based on increased student performance in specific subject areas	No	However, the new PMAS involves the setting of objectives that should lead to increased student performance. See 16 above.
18. Reward school management teams based on overall school performance	No	School management teams can only be rewarded on their inputs to overall school performance. Quite rightly, members of management teams are rewarded for their efforts (agreed upon with the principal and Board) to increase school performance.
19. Reward staff of REAs based on regional performance	No	The same holds true for regionally based staff. The PMAS recognizes performance that leads to positive student outcomes.
20. Reward Ministry and other support Institutional staff based on national performance	No	Again, Ministry and other support staff are recognized for performance that leads to positive student outcomes nationally.
21. Develop strategic plans at all levels within the education system. Plans would include clearly defined objectives, measures and targets, as well as strategies and actions required to achieve the targets.	Yes	School Improvement Plans are prepared for all schools. Annual plans are developed from the SIPs
22. Implement monitoring and reporting systems within the Ministry, support institutions and schools to focus on achievement of targets	Yes	Schools report to the regional offices and to the DSS on their progress which is monitored at both levels of the system. Boards also hold principals accountable for performance on the annual plan. In addition the reports and recommendations from school inspections are shared with the school, the Board and the DSS for inclusion in annual action plans.
23. Implement monitoring and reporting systems to support institutions and schools to focus on achievement of targets	Yes	See 22 above
24. Implement a comprehensive Management Information System to collect, collate and analyze information	Yes	The system exists but is not yet computerized.

<b>Task Force Recommendation</b>	<b>Status</b>	<b>Comments</b>
25. Publish information on a timely basis at the school, community and national levels	In Process	Over 200 of the NEI reports are published on the MOE's website. The NEI is in the process of putting up its own portal and has ceased populating the MOE's site knowing that the new portal will be operational within the next month.
26. Conduct an annual National Taxpayer Satisfaction Survey to get stakeholder feedback	No	There is significant consultation through the broad membership of School Boards and PTAs
27. Conduct annual parent and community satisfaction surveys to get feedback on performance of schools	Yes	The NEI surveys parents as part of the inspection process.
28. Redefine the role of school bursars to permit a greater focus on accounting	In Process	This is part of the development of the DSS. NCEL plans to launch a programme in School Financial Management and Administration for Bursars, Assistant Bursars, Clerical Assistants and others with financial responsibilities during the second quarter of 2015.
29. Employ a uniform electronic accounting and reporting system	Beyond Scope	
30. Develop procedures to ensure accounting is current within 2 weeks of the end of each month. Implement and support effective sanctions to ensure compliance	Beyond Scope	
<b>Finance</b>		
31. Government should re-evaluate the level of resources that it will commit to the education system, since it is clear that previous notions of what is required (as articulated in the 2003 Parliamentary Resolution), will not achieve the objectives outlined herein. This should be done after a fine-tuning of the quantum of the resources required to transform the Education System.	Yes	Government of Jamaica has contributed significantly to the transformation programme.
32. Government should examine ways of increasing private and institutional participation in providing education services	Yes	NET has been established specifically for this purpose
33. The allocation of resources should be demand driven rather than by reference to employment levels in schools.	Yes	J-TEC has been established to monitor labour force needs and ensure that the education system is demand driven
34. Conduct a detailed analysis on the model for funding student instead of institutions to determine, inter alia, mechanisms for disbursement and amount of funds per student at the various levels of the education system	Beyond Scope	
35. Undertake further study to determine feasible sources of funds to meet the increased requirements of the Education System. This will include but not limited to the following: <ul style="list-style-type: none"> <li>Retain the cost sharing scheme and consider the efficacy of increasing School Fees</li> </ul>	Yes	One of NET's directives is to explore different funding sources for physical facilities. This includes support from Diaspora and public private partnerships.

Task Force Recommendation	Status	Comments
<ul style="list-style-type: none"> <li>• Education Debenture</li> <li>• Private Investment in Education</li> <li>• Multi-lateral loan and grant funds</li> </ul>		



**MINISTRY OF EDUCATION  
EDUCATION TRANSFORMATION PROJECT  
ESTIMATED EXPENDITURE STATEMENT**  
United States \$

**APPENDIX II**

Source of Funds	Mar 06 - Mar 10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	TOTAL
GOJ	83,202,796.29	81,854.00	124,404.00	354,661.50	221,451.70	1,622,516.10	3,350,128.50	88,957,812.09
IDB	-	323,685.40	1,003,527.30	3,703,445.80	4,212,626.80	2,241,045.00	1,630,910.40	13,115,240.70
WB	-	1,707,400.80	3,047,258.00	3,909,501.00	3,040,184.30	3,565,560.40	728,083.90	15,997,988.40
<b>TOTAL</b>	<b>83,202,796.29</b>	<b>2,112,940.20</b>	<b>4,175,189.30</b>	<b>7,967,608.30</b>	<b>7,474,262.80</b>	<b>7,429,121.50</b>	<b>5,709,122.80</b>	<b>118,071,041.19</b>

**MINISTRY OF EDUCATION**  
**EDUCATION TRANSFORMATION PROJECT**  
**ESTIMATED EXPENDITURE STATEMENT**  
 Jamaican \$

Source of Funds	Mar 06 - Mar 10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	TOTAL
GOJ	7,405,048,869.99	81,854.00	124,404.00	354,661.50	221,451.70	1,622,516.10	395,986,858.90	7,803,440,616.19
IDB	-	27,718,173.50	86,680,519.60	337,897,649.70	436,058,982.30	253,266,617.30	195,239,396.70	1,336,861,339.10
WB	-	146,329,201.30	261,678,837.10	352,998,656.30	400,858,702.90	350,000,000.00	83,874,639.40	1,595,740,037.00
<b>TOTAL</b>	<b>7,405,048,869.99</b>	<b>174,129,228.80</b>	<b>348,483,760.70</b>	<b>691,250,967.50</b>	<b>837,139,136.90</b>	<b>604,889,133.40</b>	<b>675,100,895.00</b>	<b>10,736,041,992.29</b>

**NOTE: Exchange rate US\$1 = J\$ 61.87 in 2005 - US\$ 1= J\$ 125.45 in 2016**

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EDUCATION TRANSFORMATION PROJECT  
ESTIMATED EXPENDITURE STATEMENT  
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