

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**JAMAICA**

**EDUCATION SECTOR REFORM**

**(JA-L1002)**

**LOAN PROPOSAL**

This document was prepared by the project team consisting of: Sabine Rieble-Aubourg (SCL/EDU), Project Team Leader; Carlos Gargiulo, Aimee Verdisco and Claudia Cox (SCL/EDU); Sophie Makonnen (EDU/CHA); Janet Quarrie (CCB/CJA); Silvano Tjong Ahin (CCB/CSU); and Javier Jiménez (LEG/SGO).

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## **ABBREVIATIONS**

B.Ed	Bachelor of Education
CAA	Curriculum and Assessment Agency
CEO	Chief Executive Officers
ETT	Education Transformation Team
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GOJ	Government of Jamaica
HR	Human Resources
ICT	Information and Communication Technology
IDB	Inter-American Development Bank
IT	Information Technology
JBTE	Joint Board of Teacher Education
JTC	Jamaica Teaching Council
MOE	Ministry of Education
M&E	Monitoring and Evaluation
NEI	National Education Inspectorate
NER	Net Enrolment Rate
NPTAJ	National Parent Teacher Association of Jamaica
PA	Performance Agreement
PBL	Policy Based Loan
PEIP	Primary Education Improvement Program
PESP	Primary Education Support Program
PIOJ	Planning Institute of Jamaica
REAs	Regional Education Authorities
REOs	Regional Education Offices
SAU	Student Assessment Unit
TF	Task Force
TSC	Teachers Service Commission
WB	World Bank

**PROJECT SUMMARY**  
**JAMAICA**  
**EDUCATION SECTOR REFORM**  
**(JA-L1002)**

Financial Terms and Conditions			
Borrower: The Government of Jamaica (GOJ)		Amortization period:	20 years
		Grace period:	5 years
Executing Agency: Ministry of Education (MOE)		Disbursement period:	12 months
		Supervision and inspection fee:	*
Source	Amount	Interest Rate:	Libor-based
IDB (OC)	US\$30 million	Credit Fee:	*
Local	US\$ -	Currency:	US\$ single currency facility
Total	US\$30 million		
Project at a Glance			
<b>Project objective/description:</b> The goal of the Program is to improve the learning outcomes of Jamaica's education system. Its purpose is to support the education transformation process including both policy and institutional changes deemed necessary to improve the quality of services provided, and to increase the efficiency and accountability of the system. The proposed Program has three operations: this first operation is a Policy Based Loan (PBL); the second one is a hybrid operation (PBL/investment loan); and the final operation is also a PBL.			
<b>Special contractual clauses:</b> As a condition for disbursement of the single tranche, the borrower, through the executing agency, will have complied with the commitments as stated in the Policy Matrix ( <a href="#">Annex I</a> ) and will have submitted the evidence of compliance with the conditions of the sole disbursement of this programmatic loan. All conditions are described in Section B (par. 1.35, 1.37 and 1.39) and pertain to: (i) modernization of the Ministry of Education (MOE); (ii) improving the quality of curriculum, teaching, learning and school management; and (iii) improving stakeholder and community involvement in education.			
<b>Exceptions to Bank policies:</b> None.			
<b>Project qualifies for:</b> SEQ[ X ]    PTI [   ]    Sector [   ]    Geographic[   ]    Headcount [   ]			

(\*) The credit fee and inspection and supervision fee will be established periodically by the Board of Executive Directors as part of its review of the Bank's lending charges, in accordance with the applicable provision of the Bank's policy on lending rate methodology for ordinary capital loans. In no case will the credit fee exceed 0.75% or the inspection and supervision fee exceed, in a given six-month period, the amount that would result from applying 1% to the loan amount divided by the number of six-month periods included in the original disbursement period.

## **I. DESCRIPTION AND RESULTS MONITORING**

### **A. Background, problem addressed, justification**

#### **1. Economic background**

- 1.1 **Macro-economic assessment.** Jamaica is among the largest economies in the Caribbean, as evidenced by a nominal Gross Domestic Product (GDP) of US\$11.3 billion. Facing persistent constraints on real growth over the past fifteen years, GDP never grew faster than 2.4%, while its regional neighbors experienced an average of 3.8% during the same period. In the fiscal year 2007/2008, economic growth remained at 1.2% while current projections indicate that growth will be not only low in 2008/2009 but also highly dependent on the external environment. The country's high interest payments on the large debt burden translate into large overall fiscal deficits in the order of approximately 5.8% of GDP in 2007/2008. Moreover inflation driven mainly by increased food and oil prices, accelerated to 18.1% by the end of fiscal year 2007/2008. High oil and food prices also pushed the current account deficit to about 15.4% of GDP in 2007/2008.
- 1.2 The Government of Jamaica (GOJ) has applied tight fiscal and monetary policies to address these imbalances; consequently, it has successfully achieved primary fiscal surpluses between 8% and 11% of GDP during the last three years. These efforts resulted in a reduction of Jamaica's large public debt (down from a peak of over 140% of GDP to 128% of GDP in 2007/2008). While inflation spiked up earlier this year, recent figures show inflation declining along with falling commodity prices. It is projected that lower oil and food prices will reduce the current account deficit.
- 1.3 For the year 2008/2009, GOJ expects to have a positive primary balance representing about 8.4% of GDP. Nevertheless, internal and external interest payments represent 12.9% of GDP, leaving a fiscal deficit of 4.5% of GDP. A combination of domestic and external finance will be used to cover this gap. External loans are budgeted at US\$600 million, of which US\$350 million has already been secured, leaving a financing gap of about 1.8% of GDP or US\$250 million. The use of policy-based lending from the Inter-American Development Bank (IDB), the World Bank (WB) and the Caribbean Development Bank will limit the need for Jamaica to issue new external commercial debt for the next two years. The proposed Policy Based Loan (PBL) forms part of that strategy, as it represents the first of three independent operations within a programmatic loan.
- 1.4 **Debt sustainability.** Preliminary Bank calculations show that, given a baseline macroeconomic scenario, the debt-to-GDP ratio will decline gradually to under 100% by about 2016. In order to reach this benchmark, though the primary surplus would need to remain close to 10% of GDP on average. It should be noted that for the last eight years, Jamaica has run primary surpluses in excess of this

amount. Stress tests indicate that the debt position can absorb most foreseeable shocks when taken individually without the debt situation worsening. However, if the economy were to be hit by a combined exchange rate, interest rate and growth shock, the debt-to GDP ratio would change direction and would rise rather than decline. This underlines Jamaica's vulnerability to external shocks as well as the macroeconomic imperative of a significant reduction in the debt ratio.

## 2. The education sector

- 1.5 **State of education.** Over the years Jamaica has made significant progress in improving education, reaching near universal access to early childhood<sup>1</sup> (Gross Enrolment Rate [GER] 96.8%), primary education from grades 1-6 (GER 94.3%); and lower secondary education grades 7-9 (Net Enrolment Rate [NER] 85.9%). Repetition in primary is low (3%) and the survival rate to grade 5 is relatively high (90%). However, **accessing** upper secondary education (Grades 10-11; NER 63.3%) is rather limited due to both demand and supply factors. In 2008, GOJ addressed the demand problem in part through enacting a policy to cover tuition fees for secondary schools, thereby facilitating access to Grades 10 and 11 for all children. However, the limited number of spaces in upper secondary education continues to exist and is in part aggravated by the increased demand. Enrollment rates for girls are higher than for boys, especially at the higher levels.
- 1.6 Despite the gains in access and a relatively high budgetary allocation (5.4 % of GDP<sup>2</sup> compared to 4.1% in other Caribbean countries), expenditure “is not commensurate with desired outcomes, in part due to ineffective allocations of resources among education levels and inputs” (WB, 2005).<sup>3</sup> Significant proportions (in the range of 40-60%) of students score poorly on various achievement tests, thus indicating that the quality of education remains a serious issue. Results for Jamaica on the Caribbean Examination Council grade eleven tests are not satisfactory in selected subjects, particularly in the core disciplines of English and Mathematics. Furthermore, results of primary assessment for literacy indicate that while an increasing number of students achieved mastery in the Grade 4 literacy test (64%, 65% and 71% in the years 2006, 2007 and 2008 respectively), MOE aims to have 85% of students achieve mastery by 2015. Hidden behind enrolment indicators is a high rate of student absenteeism, with attendance declining as much as 50% in selected schools.<sup>4</sup> The existence of multi-grade schools constitutes a challenge as teachers teach children from various

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<sup>1</sup> Planning Institute of Jamaica (PIOJ). Economic and Social Survey Jamaica 2007.

<sup>2</sup> Government is the major source of financing for the sector, with additional inputs from students and their families through fees, contributions and the purchase of books, tutoring, meals, etc.

<sup>3</sup> This Public Expenditure Review also notes that real capital spending has dropped by 70% between 2000 and 2004 and that salaries for teachers and administrative staff are estimated at 97% of spending on primary education.

<sup>4</sup> IDB has a technical cooperation to work with MOE on this issue ATN/JF-9951-JA.

grades.<sup>5</sup> In sum, despite the significant gains made in expanding access to education, challenges remain as outcomes fall below expectations.

- 1.7 **The 2004 Task Force (TF) on education reform.** Recognizing the challenges of the education sector, in February 2004, the Prime Minister appointed a multi-sector 14-member TF on educational reform. The objective of the TF was to prepare a comprehensive proposal consistent with a world-class education system that generates the human capital and skills required for Jamaica to compete in the global economy. Seven months later the TF presented its report, including a review of the state of education, recommendations for change, and performance targets for the year 2015. The TF reviewed various diagnostic reports and conducted nation-wide consultations with over 500 stakeholders during 2004. In sum, the TF identified *underachievement in student learning at all levels of the system as the most critical issue* and recommended far-reaching changes intended to translate into improved performance indicators by 2015: (i) 90% of children achieving mastery in all four areas of Grade 1 readiness inventory; (ii) 85% of children achieving mastery on the Grade 4 literacy test; (iii) 85% for each subject as national mean score at Grade 6 achievement test; (iv) 100% of primary schools providing at least four co-curricular activities; and (v) 100% of secondary schools provide eight co-curricular activities.
- 1.8 **The 2006 Diagnostic Reports.** To operationalize these goals, in 2005 the Ministry of Education (MOE) created the Education Transformation Team (ETT) with the mandate of translating TF's recommendations into concrete action while taking into account ongoing projects, such as the Primary Education Support Program (PESP - Loan 1264/OC-JA), and to develop a policy framework as the first step for implementation. To this end, GOJ contracted the services of PA Consulting Group, a consulting firm. As a first step, PA Consulting Group conducted a series of diagnostic reviews<sup>6</sup> in 2005-2006, upon which a policy and conceptual framework was developed to inform the educational transformation process.
- 1.9 The various reports confirm that quality, efficiency and accountability are contributing factors to Jamaica's chronic underperformance in education. These factors are manifested in limited quality inputs such as outdated curricula especially at the lower secondary level; inadequate articulation among levels; deficient alignment between curriculum and assessment tools; the need for more teacher training; and inadequate school infrastructure and teaching materials. The inefficiency emanates from existing institutional arrangements that hinder an efficient allocation of inputs throughout the system and limit accountability for results. Consequently, *TF recommendations point to the need for a new governance and managerial model characterized by decentralization and*

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<sup>5</sup> Under the PESP program, a manual for multi-grade schools was developed and implemented to address the particular challenges of these schools and teachers.

<sup>6</sup> An external reviewer analyzed the various diagnostic reports. Sack, Richard. "[Jamaica: Assessment of the Education Sector Modernization Program](#)". September 2008.



*greater autonomy for schools, the outsourcing of some technical functions to specialized agencies, the provision of quality inputs and more accountability throughout the system.*

**a) Need for reform of institutional arrangements**

- 1.10 As indicated above, based on the diagnostic work conducted by the education TF and MOE/ETT, the following problems were identified as impeding better performance of the education sector and will be addressed by the operation:
- 1.11 **Institutional arrangements for central and Regional Education Offices (REOs).**<sup>7</sup> Currently MOE is centralized with bureaucratic administrative structures which result in inefficiencies and perceived “micro-management” of both its regional offices and schools. Due to the heavy involvement in operations, MOE is hampered in its capacity to provide policy development, strategic direction, and quality assurance. Its six decentralized REOs<sup>8</sup> have limited technical capacity, autonomy and budgetary resources, and therefore are restricted in carrying out current functions, such as systematic monitoring and evaluation to ensure good performance and proper maintenance of schools. There are extensive “command chains” between the centre and regional offices resulting in delays. This situation is further aggravated by the lack of alignment between the education regions and other administrative regions, namely the Parish boundaries, making it difficult to collaborate with local government entities. Consequently, the existing regional offices have to be transformed to better support the schools in their regions and MOE needs to achieve a more balanced distribution of functions, providing more autonomy and power to its regional offices and the schools.
- 1.12 **Need for better management systems.** The current governance system is also characterized by a weak financial management and Information Technology (IT) system, and its administrative systems are in need of modernization and reform.<sup>9</sup> The diagnostic reports unanimously state that the current system requires better defined governance principles, better Information and Communication Technology (ICT), and accountability and financial responsibility. Few manuals exist that describe operations and processes. Rather, sector management relies heavily on the experience and knowledge of individual employees which can cause bottlenecks in the event of employee absenteeism, illness or other situations. The system has an inadequate capacity to monitor and evaluate performance at any level.
- 1.13 Many human resources functions are not computerized and staff is not optimally matched with positions. Over and understaffing are prevalent, affecting key

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<sup>7</sup> [PA Change Management and Communication Plan](#), July 2006; see also [PA Diagnostic Review Educational Services](#), 2006.

<sup>8</sup> [PA Regional Education Agencies: Prior Options Review](#), July 2006.

<sup>9</sup> [PA Diagnostic Report: Core Ministry Finance and Administration](#), July 2006.

functions such as policy and planning. Systems are heavily paper-based and need updating and modernization, and clear Human Resources (HR) policies are missing. The current Performance Appraisal system dates back to 1975.<sup>10</sup> Although it evaluates personal and behavioral attributes of employees, the system is incomplete in that it is not performance-driven linking employee performance to strategic objectives of the Ministry. Employees do receive limited feedback on the results of the appraisal exercise but data are not always used to inform HR policies. The same observations hold for schools. Not all schools have established performance targets or use available information to improve. In sum, many systems are outdated, operate manually and require an update in technology, processes and policy.

- 1.14 **School inspection system.**<sup>11</sup> MOE has a current system of school inspections conducted by trained professionals. Although operational, the system exhibits a number of shortcomings, including limited follow-up and use of findings as well as on the part of some a perceived lack of objectivity. Visits are scheduled on a seven-year cycle which represents a poor means of effectively assessing the strengths, weaknesses and development needs of schools. In order to improve quality and to support schools to enhance their performance, a system of regular and objective inspections is needed to allow timely changes to take place at the school level.

#### **b) Teacher management**

- 1.15 **Teacher training.** Recognizing that better qualified teachers (starting with a Bachelor of Education [B.Ed] degree) are instrumental for improving the quality of teaching, teacher training has been a priority for MOE for some time. It has undertaken various efforts to upgrade the skills of teachers and principals. Nevertheless, no system exists to ensure the quality of teaching that unifies registration, licensing and in-service professional development as well as establishes standards. Currently, only 20% of teachers have a B.Ed degree (first degree). In Jamaica, the Joint Board of Teacher Education (JBTE) membership includes the 10 teacher training institutions responsible for preparing teachers for pre-primary through secondary levels. Assessments of teacher training programs are rarely done and there is weak alignment of training with the strategic objectives of the Ministry or the needs of the schools. In addition, training facilities, resources and staffing are insufficient. Considering that tertiary education requires payment of tuition, mechanisms are needed to allow teachers to upgrade their qualifications to a first degree program.
- 1.16 **The Teachers Service Commission (TSC)**<sup>12</sup> is in charge of appointing teachers, as well as evaluating applications for registration as teachers; maintaining a

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<sup>10</sup> [PA Performance Management Diagnostic Report](#), July 2006.

<sup>11</sup> [PA Prior Options Diagnostic Review: Inspection and Assessment](#).

<sup>12</sup> [PA Public Sector Entities: Prior Options Report](#), July 2006.

register of teachers; ensuring appeals by teachers against the decisions of School Boards; and considering and deciding upon applications from teachers for study, vacation, casual or special leave. The TSC is perceived by some as bureaucratic and slow, causing serious delays in ratifying or adjudicating appointments and disciplinary matters. Its rules are not clearly defined vis-à-vis teacher appointments and disciplinary matters at the regional and school level, and there is an inadequate system in place to effectively measure and control teacher performance.

### c) Curriculum and assessment

- 1.17 **Curriculum.**<sup>13</sup> Under current institutional arrangements, curriculum development has become fragmented due to the impact of a wide range of projects. Although these initiatives have had a significant impact on schools, greater effort has to be made to learn from these experiences and draw “lessons learned” on a national level. Recognizing that the curriculum is in need of continuous updating, MOE has revised both the primary<sup>14</sup> and secondary curriculum and aligned them with selected assessment tools at the appropriate grades. The continuity of these initiatives could be compromised unless MOE ensures the development of an integrated curriculum and assessment framework which implies the need for more coordination in curriculum development and assessment.
- 1.18 **Assessment.**<sup>15</sup> The Ministry’s Student Assessment Unit (SAU) provides assessment services and subsequent individual student data for key tests in schools. The unit is understaffed, lacks the required ICT equipment and training, and therefore cannot respond to the many requests it receives from schools for developing in-school assessment procedures and instruments. Consequently, the function and role of the assessment unit has to be reconsidered and given more importance and support.
- 1.19 **Education Act.** The existing Act is in essence a Schools Act, as it mainly concerns schools and teachers. The Act covers the current system which is challenged by a number of constraints, most importantly, the centralized nature of the education system. As result, the Education Act has to be revised in order to support the implementation of GOJ proposed changes. The most pressing changes include decentralization of the system in order to provide regional offices and schools with more autonomy and also the creation of new agencies (see Section B).

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<sup>13</sup> [PA Modernization and Implementation Plan](#), July 2006; see also [PA Diagnostic Review Educational Service](#), July 2006.

<sup>14</sup> At the primary level, under PESP, MOE revised and integrated the primary curriculum and also developed a language policy, a numeracy policy, and a literacy strategy (Literacy 1-2-3) with accompanying materials.

<sup>15</sup> [PA Prior Options Diagnostic Review: Inspection and Assessments](#), July 2006 and also Educational Service, July 2006.

#### **d) Physical infrastructure deficit**

- 1.20 **Infrastructure.** MOE reports highlight the need for major upgrading and equipping of much of the existing infrastructure. Nearly all schools are lacking a maintenance plan that ensures greater durability of school infrastructure. Even though MOE has a clear policy of de-shifting schools and increasing the number of contact hours for students, a number of schools still function in double shifts, resulting in the need for additional space. The renewal and upgrading of the school plant is a key element of the transformation plan. The proposed second is intended to assist in this area (see par. 2.1).

### **3. Program justification**

- 1.21 The 2004 TF Report and the subsequent diagnostic and policy work completed by MOE/ETT informs GOJ's request for Bank support for the finalization of the design –and eventual implementation of– the various measures of educational reform. These reports have been reviewed by an independent, external consultant who has described their recommendations as feasible and aligned with international best practice.<sup>16</sup> GOJ is committed to implementing far-reaching changes in the education sector over the next decade. This operation will allow the continued dialogue and discussion about the most effective way to implement the intended reform and policy changes to bring about the much desired transformation of the education sector.
- 1.22 The proposed PBL of US\$30 million is the first operation of a programmatic loan with three operations (see par. 2.1) allowing the Bank's long-term involvement in the transformation process. Concrete activities supported by this loan are detailed below and are also listed in the attached Policy Matrix (see [Annex I](#)). The first operation supports the development of the policy and conceptual framework that will guide future operations of the Program in the implementation. The proposed second operation is intended to support the first phase of implementation, and the third operation is expected to continue support for implementation as well as achieve a first set of results (see [Annex I](#)). This approach will provide the framework within which the Bank will support the country in meeting the performance targets defined by the TF by 2015 (see par. 1.7). A programmatic approach was chosen in order to be able to learn from implementation experiences and adjust accordingly.
- 1.23 As noted in the [Policy Letter](#), GOJ is strongly committed to the proposed education reform which was designed with considerable stakeholder consultation during 2004.
- 1.24 The Bank's country strategy (GN-2422-1, August 2006) clearly states the need for a stable macro-economic framework to encourage future growth. The strategy

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<sup>16</sup> Richard Sack. Jamaica: [Assessment of the Education Sector Modernization Program](#). September 2008.

identified a PBL as a strategy to address the challenges experienced by the education sector.

## **B. Objective and reform areas**

### **1. The objective**

- 1.25 The goal of this Program is to improve the learning outcomes of Jamaica's education system. Its purpose is to support the education transformation process, including both the institutional and policy changes deemed necessary to improve the quality of services provided and increase the efficiency and accountability of the education system.

### **2. The Program structure**

- 1.26 In addition to the requirements for a macroeconomic framework aligned with the Program's goal, activities will focus on the following three reform areas: (i) the implementation of institutional changes required for a more efficient delivery of services to schools; (ii) the development of quality inputs (such as curriculum, teacher training, and assessment tools); and (iii) the introduction of mechanisms for enhanced accountability for the system's performance. It is expected that improvements in these three areas will contribute to the provision of more quality education and thereby increase the chances to improve student performance.
- 1.27 **Reform Area I. Modernization of the Ministry of Education (MOE).** In light of the challenges and bottlenecks described above, MOE will be transformed into a policy ministry, providing its regional offices with more autonomy and creating three new agencies (see paragraph 1.29-1.31; see also [Education Organisational Relationships](#)). The mission of the transformed MOE will move away from services delivery to focus on: (i) the development of policy; (ii) design of strategies for policy implementation and coordination with other agencies; (iii) monitoring and analysis of the performance of strategies; and (iv) advising the relevant Ministers on the need to reformulate strategies. The implementation will be entrusted to the Change Implementation Team comprised of senior MOE officials.
- 1.28 **Transformation of Regional Education Authorities (REAs).** MOE will devolve more autonomy to five REAs providing them with a new management scheme as well as sufficient human, financial and technical resources which will in turn allow them to carry out an expanded mandate. Having been given more resources and autonomy –anchored in an amended Education Act– the REAs will be held accountable for improving the quality and standards of education in schools, supervising curriculum delivery, implementing policies and programs, and fostering school-community relations. To the extent possible, staff will be transferred from head-office and existing regions to the REAs, and trained in the new positions. For a better match between education regions and Parish boundaries, the six REOs will be transformed to five REAs.

- 1.29 **National Education Inspectorate (NEI).** To fill the current void in system-wide Monitoring and Evaluation (M&E), the institutional changes described above will be accompanied by the creation and implementation of a modern M&E agency, independent of MOE. The NEI will report on the system to Parliament, MOE, and the general public on an annual basis indicating whether established standards and indicators have been met, and providing an assessment of the quality of services delivered, thereby contributing to increased accountability throughout the system (see [Education Organisational Relationships](#)).
- 1.30 **Jamaica Teaching Council (JTC).** To raise the level of professionalism and quality of teachers, JTC will have the mandate to define the standards for the profession and provide guidance for in-service professional development. It will coordinate with existing bodies, such as the TSC, currently responsible for the registration and appointment of teachers, and the JBTE with responsibility for curriculum and quality assurance in teacher training colleges.
- 1.31 **Curriculum and Assessment Agency (CAA).** To ensure closer articulation between curricula and assessment tools as well as closer coordination within the curriculum function itself, the CAA will be created. It will provide leadership on curriculum update and implementation, and will also administer assessment tools. CAA data will be an integral part of the NEI data bases.
- 1.32 **As a condition for disbursement of the first operation,** GOJ will present evidence that the policy conditions stated in the Policy Matrix (see [Annex I](#)) are met: (i) modernization framework to transform the MOE into a policy based organization (including approval organizational structure, proposed action plan, and indicative medium term financial plans) and the proposed areas of legislative changes; (ii) framework documents to transform existing six REOs into five REAs aligned with parish boundaries, draft Performance Agreement (PA) for REAs; (iii) NEI has been established on an interim basis as part of the ETT, Chief Inspector has been appointed, NEI framework documents and PA executed; (iv) JTC has been established on an interim basis as part of the ETT, the Head of the Agency has been appointed, and JTC's framework documents and PA executed; (v) framework documents of the CAA including draft PA; and (vi) program of consultations within MOE. Policy conditions and benchmarks for subsequent operations will be finalized upon completion of the PA established in the first operation which will contain clearly defined annual performance indicators for the various agencies.
- 1.33 **Reform Area II: Improving quality: Curriculum, teaching, learning, and school management.** Besides completing the design and subsequent implementation of the planned CAA (see par. 1.31), in order to achieve the intended quality changes, MOE will continue the execution of its national plan for improving literacy including various literacy initiatives, such as Literacy 1-2-3 (PESP) at the primary level which encompasses teacher training, teaching



materials,<sup>17</sup> and is integrated in the national assessment program.<sup>18</sup> MOE/ETT has put in place a support structure at the national and school levels and a series of targeted interventions initiated to raise standards in identified secondary schools that are underperforming. In addition, MOE will implement its numeracy strategy in select primary schools and develop the structure for the Lower Secondary Strategy as the mechanism to improve performance in under-achieving secondary schools. Under this strategy, particular focus will be given to Grades 7-9, which traditionally have received fewer resources and attention than either primary or upper secondary grades.<sup>19</sup> Efforts will focus on improved teaching of core subjects, a revised curriculum accompanied by new teaching methods and assessment strategies, and a stronger focus on the transition from primary to secondary education.

- 1.34 To foster the quality of services at the school level, MOE/ETT introduced a number of new and/or revised appraisal instruments for either principals, guidance counselors or teachers. It is expected that an improved appraisal system with feedback to employees will enhance the quality of teaching and services provided at the schools as well as foster a greater sense of accountability. Furthermore, in June 2007, GOJ established a revolving loan facility (about US\$8 million) for teachers to upgrade their qualification to a B.Ed degree with the final objective to improve teaching.<sup>20</sup>
- 1.35 **As a condition for the disbursement of the first operation,** GOJ will present evidence that the policy conditions listed in [Annex I](#) are met, including: (i) the National Literacy and Mathematics Strategies approved by MOE and the concept paper for lower secondary level completed; (ii) new appraisal instruments for principals and guidance counselors developed and tested; (iii) reviewed and improved instrument for teacher appraisal created; and (iv) the creation of the Teachers' Revolving Loan Fund.
- 1.36 **Reform Area III: Communication and stakeholder development.** To ensure greater stakeholder and community involvement in the sector and to affect behavior changes in students, MOE will support the creation of a National Parent Teacher Association of Jamaica (NPTAJ) with the intent of having more Parent

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<sup>17</sup> To achieve the literacy goals, over the last two years, MOE hired 26 writers, 14 illustrators and 2 designers to develop the Literacy materials. Various prototypes of new books were developed and tested before national distribution (MOE/PESP 2007).

<sup>18</sup> Literacy 1-2-3 is curriculum-based and intended to provide a holistic approach to the teaching of literacy using the Language Arts Window in Grades 1-3 of the Revised Primary Curriculum. It is underpinned by various literacy initiatives and is structured to build phonetic awareness and to facilitate the transition from Creole to Standard English. Literacy 1-2-3 will be implemented in all primary schools. Other literacy initiatives include for example, the student empowerment programme and the expanding educational horizons project.

<sup>19</sup> MOE notes that most senior and qualified teachers, professional development, curriculum and assessment work have traditionally focused on upper secondary where there are the "highest stakes" in terms of perception of school and student performance.

<sup>20</sup> As of July 2008, 239 teachers have accessed the fund using about US\$1.3 million.

Teacher Associations in schools throughout the country and encouraging greater parent involvement in and awareness of education. Besides parents, MOE/ETT places a high premium on community involvement and consultation and, to this end, continues to organize and conduct regular meetings in the various regions.

- 1.37 **As a condition for the disbursement of first operation**, GOJ will present evidence that the policy conditions in [Annex I](#) are met, including: (i) creation of the NPTAJ; (ii) a plan for the community consultations program; and (iii) community consultation on education reform in collaboration with the Social Development Commission undertaken in at least two regions.

**C. Relationship to other Bank operations and operations of other international financial institutions**

- 1.38 IDB has long been involved in the education sector in Jamaica. The Bank supported two primary education loans: Primary Education Improvement Program I (PEIP I: Loan 448/OC-JA and Loan 731/SF-JA in 1983); Primary Education Improvement Program II (PEIP II: Loan 586/OP-JA and Loan 697/OC-JA in 1992). PEIP II, which closed in 1999, financed the rehabilitation of 18 primary schools, the replacement of eight primary schools, a review of primary curriculum, and the establishment of the National Assessment Program. In the 1970s, IDB also financed two student loan operations (Loan 283/SF-JA in 1970 and Loan 466/SF-JA in 1976). In addition, IDB supported the PROFILES project (Technical Cooperation ATN/SF 5629-JA in 1997) which was the first in the region to define and monitor child development indicators for young children. In the early 2000s, IDB began work on post-secondary education (community colleges). However, due to limited fiscal space, the project was suspended.
- 1.39 The third primary level operation is the existing “Primary Education Support Program” (PESP, Loan 1264/OC-JA) which has a current final disbursement date of December 22, 2008. In order to achieve all project objectives, GOJ has requested an extension and supplemental financing of PESP for US\$12 million. The supplement will support completion of the construction/infrastructure component where cost increases in construction materials, labor and equipment require additional resources.
- 1.40 The WB supports the Reform of Secondary Education Project (ROSE), which is scheduled to close by late 2008 as well as a SWAP in the Early Childhood Education Sector (US\$15 million). The Caribbean Development Bank also has an initiative in the Early Childhood Sector. In 2008, the European Union and GOJ agreed on a Debt Reduction and Growth Enhancement Program which contains some conditions pertaining to the transformation of the education sector.
- 1.41 **Requirement for close collaboration with WB.** In May 2008, GOJ requested a Performance Driven Loan from the WB to support the transformation of the Education Sector with expected start-up in the second semester of 2009. Collaboration between the two Banks will be required to ensure coordination



between the two operations as the WB is expected to support the following commitments included in this PBL: (i) the creation of the Jamaica Teacher Council and the National Education Inspectorate; (ii) the piloting of the REAs; and (iii) various technical assistance requirements to advance with these activities including continued communication and consultation with major stakeholders and change management. In addition, the WB would support the establishment of a National Education Trust to finance school infrastructure.

- 1.42 It is to be noted that despite the link with the anticipated WB operation, the two operations are not co-financed. A possible delay in the launch of the WB loan would not affect the plan to advance and approve the second proposed operation of the Bank in the fiscal year 2009/2010, since GOJ has committed to provide the funds to advance with the reform process.

## **II. FINANCING STRUCTURE AND MAIN RISKS**

### **A. Financing instruments**

- 2.1 To support the implementation of its transformation plans, GOJ requested assistance from the Bank through a programmatic policy-based operation consisting of three loans over a time period of four years. Considering the varied needs, the following scenario is proposed: (i) the **first loan** (PBL, 2008) in the amount of US\$30 million; (ii) the **second loan** (2010) would be a hybrid operation (PBL plus investment loan) of an overall amount of US\$30 million; and (iii) the **third loan** (PBL, 2012) would be for US\$30 million. The second operation would include civil works for the school infrastructure.

### **B. Environmental and social safeguard risks**

- 2.2 The institutional and policy reforms supported by the operation will not have an adverse direct environmental impact. The Program is expected to help enhance equity in distributing the benefits of economic growth and the quality and timeliness of social services and is therefore classified as a SEQ. According to the Environmental and Safeguard Compliance (OP-703), this operation does not have an impact on the environment and does not require a classification.

### **C. Other key issues and risks**

- 2.3 **Technical assistance needs.** MOE/ETT has identified the following technical assistance needs to advance with the policy and institutional changes outlined in the policy matrix, including the transformation for the MOE, NEI, REAs and JTC as well as communication and change management. GOJ has committed to providing MOE with an amount of about US\$3 million (a set-aside) supported by the proceeds of this operation to complement Technical Assistance requirements. MOE/ETT together with the Planning Institute of Jamaica (PIOJ) will coordinate the technical assistance services provided under the set-aside and the WB.

- 2.4 **Recurrent cost.** According to the conceptual work completed up to date, MOE/ETT expects that the proposed institutional changes will require a reduction of about 60% of staff at the central level, but some staffing will be required at the transformed REAs. The anticipated personnel reduction will be partially offset by the 105 new positions that will have new and very specialized profiles and qualifications in order to meet the requirements of the modernized Ministry.

### **III. IMPLEMENTATION AND MANAGEMENT PLAN**

#### **A. Summary implementation arrangements**

- 3.1 The borrower is the Government of Jamaica. The MOE will be the Executing Agency. PIOJ will act as Program Coordinator, assisted by the Ministry of Finance and the Public Service.
- 3.2 The MOE through the ETT is responsible for overall preparation and implementation of the Program, including: (i) coordinating the work of the various agencies within the MOE (REAs, NEI, JTC) in charge of executing technical activities; (ii) contracting the consultancy services necessary to advance the modernization of the Ministry; (iii) ensuring the quality of the reports coming from both the consultants and the agencies; and (iv) anticipating and appropriately resolving the strategic, technical, and coordination risks and problems associated with program execution.
- 3.3 PIOJ, as the Program Coordinator, will be responsible for: (i) facilitating the financial arrangements; (ii) monitoring and coordinating activities to comply with program commitments; and (iii) coordinating the required reports by the stipulated deadlines and in the quality expected. PIOJ will also act as the liaison with the Bank and will be authorized to manage all official correspondence with regard to this operation. The Bank's previous experience with PBL, particularly in the social sector, has produced successful outcomes with coordination using a mechanism such as the one proposed here.

#### **B. Summary of arrangements for monitoring results**

- 3.4 As expressed above, PIOJ will be responsible for monitoring the advancement and completion of the commitments of the Program. The Institute reports to the Office of the Prime Minister and is in charge of coordinating public sector programs funded by bi-lateral and multi-lateral development partners. Also, PIOJ has prior experience with the Bank in designing, coordinating and executing of both PBL and investment loans.
- 3.5 For the second and third loan, the Policy Matrix ([Annex I](#)) and the [Results Matrix](#) show selected preliminary indicators for monitoring and evaluating the scope of the Program objectives. The targets for these indicators are set for 2012 and nearly all indicators and targets are contained in the *Task Force Education Reform* document. This document promotes national ownership with respect to the

proposed goals. MOE is tracking the indicators related to student performance through its national assessment system where assessments are given in various subject areas and at different grade levels. The Bank Project Team will assist Jamaica in implementing a strategy consisting of: (i) active ongoing support for implementing the conditions for the second loan; (ii) scheduling technical cooperation resources in areas already identified; and (iii) carrying out special missions at critical points in program implementation.

## EDUCATION SECTOR REFORM (JA-L1002)

### ANNEX I –POLICY MATRIX

Objectives	Policy conditions for the 1 <sup>st</sup> programmatic loan	Indicative progress of the 2 <sup>nd</sup> programmatic loan (03/10)	Indicative progress of the 3 <sup>rd</sup> programmatic (11/12)
1. Maintain a stable macroeconomic framework.	1.1 The Borrower shall maintain an appropriate macroeconomic policy framework congruent with the Program's objectives and in accordance with the provisions of the Policy Letter.	The Borrower shall maintain an appropriate macroeconomic policy framework congruent with the Program's objectives and in accordance with the provisions of the Policy Letter.	The Borrower shall maintain an appropriate macroeconomic policy framework congruent with the Program's objectives and in accordance with the provisions of the Policy Letter.
<b>A. Modernization of the Ministry</b>			
2. A modernized Central Ministry of Education (MOE) focused on: <b>policy</b> formulation; <b>monitoring</b> and evaluation; <b>standard</b> setting; and agencies <b>coordination</b> .	<p>2.1 Modernization framework to transform MOE into a Policy based organization including:</p> <ul style="list-style-type: none"> <li>(i) <b>Approved organizational structure of a policy-based MOE</b> containing the staff structure.</li> <li>(ii) <b>Proposed Action Plan</b> to transform MOE to a policy-based Ministry, including HR transition and related Terms of Reference (TOR), staffing, training and operational arrangements developed.</li> <li>(iii) <b>Indicative Medium Term Financial Plans</b> (MTFP) for MOE, Regional Education Agencies (REAs) and new education Agencies.</li> <li>(iv) <b>Change Implementation Team</b> (CIT) established to provide oversight for the implementation of the Action Plan.</li> </ul> <p>2.2 Proposed areas of legislative changes, including changes to the Education Act, required to implement the recommendations of the National Task Force on Education Reform to effect the modernization of MOE.</p>	<p>Transformed MOE operational according to the Action Plan, including:</p> <ul style="list-style-type: none"> <li>(i) Percentage of staff transferred from head office to REAs. Baseline: 850 employees in head offices.</li> <li>(ii) New appointees trained to meet new job requirements.</li> <li>(iii) Operations at MOE, REAs and agencies using decentralized system for financial and HR management.</li> </ul> <p>Drafting instructions for amendment to Education Act presented to the Chief Parliamentary Counsel.</p>	<p>Ministry restructured and streamlined to focus on policy and strategy in place, in accordance with the Action Plan and fully responding to the Blue Prints.</p> <p>Amendments to the Education Act approved by Parliament.</p>
3. More effective delivery of education through the transformation of five new REAs with greater autonomy	3.1 Decision by MOE to transform existing six Regional Education Offices (REOs) into five REAs aligned with parish boundaries providing quality support to schools in their respective regions.	Two REAs operational in accordance with Framework Document with indicators and targets accomplished for each of the REAs in accordance to	Progress implementing REAs: (i) Attaining the targets agreed upon in the

Objectives	Policy conditions for the 1 <sup>st</sup> programmatic loan	Indicative progress of the 2 <sup>nd</sup> programmatic loan (03/10)	Indicative progress of the 3 <sup>rd</sup> programmatic (11/12)
and with responsibility for providing quality support to schools in their respective region, in line with national education policy.	3.2 Framework document to transform existing REOs to new REAs containing: mission and strategic objectives; principles associated with autonomy and better inter-sectoral coordination; process of appointment and responsibilities of Chief Executive Officers (CEO); and draft Performance Agreement (PA) for REAs which includes service delivery standards.	the commitments expressed in the respective CEO's PA such as: (i) HR and financial management systems in place. (ii) Financial plans being executed according to the submitted REAs budgets. (iii) HR capacities developed with focus on technical and pedagogical services.	PA/CEO. (ii) Increase attendance, from 79% to a standard of 85% attendance of students. (iii) Establishment of a maintenance fund for school infrastructure for school.
4. Improve the standards and quality of the education system at all levels with the creation of the <b>National Education Inspectorate</b> (NEI) to evaluate the education system at all levels, make recommendations for improving the system's effectiveness in delivering education, and disseminate results.	4.1 NEI established on an interim basis as part of the Education Transformation Team (ETT) to evaluate the education system; improve effectiveness in delivering education; and disseminate results. Chief Inspector (CI) has been appointed. 4.2 Framework document prepared for NEI containing role, function, budget, and management structure of the agency. 4.3 <b>PA</b> executed between Chief Inspector and Permanent Secretary (PS).	Indicators and targets for the NEI accomplished in accordance with commitments expressed in the PA: (i) Inspection FD in place. (ii) Draft Act to establish NEI. (iii) Contracted staff as Inspectors in post and initially trained, according to the PA. (iv) First school term inspection visits completed.	Progress in NEI: (i) The NEI converted into a performance based statutory body, accountable to Minister. (ii) Indicators and targets accomplished. (iii) Baseline analysis about quality and standards of education completed. (iv) Schools inspection report available to the public.
5. Raise the level of professionalism and quality of teaching with the creation of the <b>Jamaica Teaching Council</b> (JTC) in order to define standards, registration and licensing procedures; and provide strategic direction for in-service training.	5.1 JTC established on an interim basis as part of the ETT to define the standards for the profession and provide strategic direction for the in-service teacher training. Head of the Agency appointed. 5.2 <b>Framework</b> document prepared for JTC containing role, function, budget, and management structure of the agency. 5.3 <b>PA</b> executed between Head of the Agency and PS.	Strategic plan of JTC completed and staffing in place.  Start implementing teacher registration.  Licensing scheme designed.  Marketing strategy and public education program underway.	JTC is a decentralized, performance based statutory body accountable to Minister.  Following practices in place: (i) Code of regulations (standards) for teaching profession. (ii) Licensing scheme and % of teachers registered according to PA. (iii) Induction strategy.
		Teacher demand and supply study completed with concrete	Legislation for a balance distribution of teachers

Objectives	Policy conditions for the 1 <sup>st</sup> programmatic loan	Indicative progress of the 2 <sup>nd</sup> programmatic loan (03/10)	Indicative progress of the 3 <sup>rd</sup> programmatic (11/12)
		recommendations on teacher supply and deployment.	updated, in place and approved by the Attorney General Off.
6. To provide an integrated curriculum and assessment framework to meet the needs of the education system through the creation of the <b>Curriculum &amp; Assessment Agency (CAA)</b> , to develop & monitor Jamaica's education curriculum and student assessment systems, as well as collect, analyze, and disseminate assessment information.	6.1 Framework Documents prepared for the creation of the CAA proposing the role, function, budget, and management structure. Draft PA for the Agency which includes service delivery standards.	Targets in curriculum and assessments as established in the Corporate Plan agreed.	Targets in curriculum and assessments as established in the Corporate Plan achieved.  Curriculum and assessment framework articulated.
7. Promote ownership of the transformation process within the Ministry.	7.1 Program of consultations and relevant publications to secure ownership and acceptance within the MOE prepared.	Continue consultations, distribution of publications, and assignment of roles inside MOE.	Continue consultations, distribution of publications, and assignment of roles inside MOE.
<b>B. Improving Quality: Curriculum, teaching, learning and school management</b>			
8. To improve quality in primary and secondary education through the implementation of: the <b>National Literacy Strategy (NLS)</b> ; the <b>National Mathematics Strategy (NMS)</b> ; and the <b>Lower Secondary Strategy (LSS)</b> .	<p>8.1 (i) NLS approved by MOE. (ii) Literacy 1-2-3 implemented in all primary schools. (iii) Support structure provided by ETT to identify and support underperforming primary schools, in place.</p> <p>8.2 (i) <b>NMS</b> approved by MOE. (ii) At least 240 underperforming schools for targeted interventions in Mathematics identified; and (iii) Support structure provided by MOE to those schools.</p> <p>8.3 <b>Lower Secondary Level Concept Paper (LSCP)</b> completed and setting out the purpose and proposed components of the strategy targeting Grades 7 to 9.</p>	<p>Agreed targets for all primary schools (grade 4) documented. Performance in grade 4 Literacy Test improves from an average of 65% in 2007 to 80% by 2010.</p> <p>Grade 4 Numeracy Test implemented in all (793) primary level institutions (level 1-6); and agreed targets reached for all Grade 4.</p> <p>Action Plan developed and approved by MOE to targeted underperforming schools. Regional secondary coordinators in post.</p>	<p>Progress implementing NLS and attaining mid term targets consistent with Strategy. 85% of children achieving mastery on grade 4 Test.</p> <p>Progress implementing NMS and attaining mid term target. 60% of children achieving mastery Grade 4 Test.</p> <p>Progress implementing the LSS and attaining mid term targets consistent with the Strategy.</p>

Objectives	Policy conditions for the 1 <sup>st</sup> programmatic loan	Indicative progress of the 2 <sup>nd</sup> programmatic loan (03/10)	Indicative progress of the 3 <sup>rd</sup> programmatic (11/12)
9. Enhanced accountability of the system through appraisal of Principals and Guidance Counselors, and Teachers.	9.1 New instruments to <b>appraise</b> Principals and Guidance Counselors developed and tested. 9.2 Reviewed and improved <b>instrument</b> for teacher appraisal, to enhance performance management of Teachers created.	New or improved instruments to appraise Principals, Guidance Counselors, and those for Teachers applied in all schools.	Performances appraised annually against agreed objectives; used for identifying training needs and influence remunerations.
10. Improved quality of teaching by supporting continuing education for Teachers.	10.1 Creation of Teachers' <b>Revolving Loan Fund</b> to support Teachers in attaining graduate status.	1,000 Teachers access loan scheme to improve the qualifications	Teachers with Bachelor degree increase from a baseline of 20% in 2008 to 40% in 2012.
<b>C. Communication and stakeholder development</b>			
11. Improve stakeholder and community involvement in education.	11.1 Creation of a <b>National Parent Teacher Association of Jamaica</b> (NPTAJ) to raise parental awareness and involvement. 11.2 Plan of a <b>Community Consultations Program</b> (CCP). 11.3 Community consultation on education reform in collaboration with the Social Development Commission undertaken in at least two regions.	Creation of National Parenting Policy and Parenting Support Commission.  Roll out of the <b>CCP</b> to four additional regions.	National Parenting Policy in place.  Complete <b>CCP</b> identify and implement recommendations arising from them.