



A REVIEW
OF THE WORK
OF THE
NATIONAL COUNCIL
ON EDUCATION

1993 - 2018

**A REVIEW
OF THE WORK
OF THE
NATIONAL
COUNCIL ON
EDUCATION
1993 - 2018**

MAY 2018

TABLE OF CONTENTS

Foreword	2
Chapter 1	
Background	4
Chapter 2	
Methodology	12
Chapter 3	
Findings	16
Summary Analysis	62
Chapter 4	
Recommendations	64
Summary	70
Conclusion	72
List of References	74
Appendices	
Appendix 1 – Council Members	75
Appendix 2 – National Council on Education School Board Training Workshops 2018	77
Appendix 3 – List of Persons Interviewed	78
Appendix 4 – NCE Fact Sheet	79
Appendix 5 – Stakeholder Survey Questionnaire	80
Appendix 6 – Hansard Records, 1993	82
Appendix 7 – Organogram - NCE	90

LIST OF TABLES

1	Major Strategic Objectives of the NCE	6
2	Proposed Amendments to the National Council on Education Act, 1993	18
3	The Envisaged Legal Mandate of the NCE	23
4	What Changes Should be made to the Stated Mandate?	26
5	Summary of Achievements Based on Major Legislative Mandates - School Governance (SG)	30
6	Comparative Analysis of Estimates of Expenditure with Approved Expenditure	35
7	Comparative Analysis of Estimates of Expenditure with Approved Expenditure Technical Programmes	36
8	Summary of Achievements Based on Major Legislative Mandates – School Board Training	39
9	School Board Training Workshops Held 2009-2018	40
10	Summary of Achievements Based on Major Legislative Mandates - Research and Policy Advice (R&PA)	42
11	Summary of Achievements Based on Major Legislative Mandates – Public Education/Relations/Awards (PE/&A)	48
12	Stakeholders’ Experience of the NCE’s Work	51
13	How Effective has NCE been in Fulfilling its Mandate?	53
14	What are your Recommendations for the NCE?	71

FOREWORD

The National Council on Education (NCE), a multi-sectorial non-partisan body of talented, experienced and committed citizens, drawn from a wide cross-section of the nation, is appointed by His Excellency, the Governor General of Jamaica (see the list of members of the Council at Appendix 1). The Council, which is the principal advisory body to the Minister of Education, was established in March 1993, by an Act of Parliament following the unanimous passage of the Bill, which was supported by both sides of the House of Representatives and the Senate. The main purpose of the Act was to ensure continuity and coherence in educational policy development even when there were changes of government or administration.

To mark its twenty-fifth anniversary, the NCE undertook to do a full self-evaluation of the relevance and effectiveness of the work of the Council since its inception, in order to determine to what extent the organization had executed its legislative mandate. In April 2017, the Council commenced the evaluation exercise, which included a careful review of the NCE Act of 1993. It also involved the examination of the relevant Hansard Records of Parliament to ascertain the intention and the ‘spirit’ of parliamentarians that led to the unanimous passage of the NCE Bill. This report presents the findings and recommendations of the review process, which, it is hoped, will be of assistance to the new Council and other stakeholders. The present Council demits office on May 31, 2018.

During the tenure of the out-going Council, there were a number of major achievements. One which stands out, is the completion of the revision of the 1980 Education Code of Regulations. The new Revised Code (final version) was completed and submitted to the Ministry of Education in record time, on May 5, 2014. The NCE was also actively involved in the development of the Draft Bill of the Jamaica Teaching Council. Its report on the “Review of Comments on the Jamaica Teaching Council Bill, 2013,” was submitted to the Ministry of Education on April 30, 2014.

Another achievement of note was the involvement of well over 500 students from across the island in the discussions on “Dress and Grooming in Schools”. Shortly after the completion of the consultations with students and other stakeholders, a full report and recommendations were forwarded to the Ministry of Education. The Council also made commendable strides in the training of School Boards in the “Governance of Schools”.

FOREWORD (*cont'd*)

Between January 24 and March 7, 2018, some 915 members of 489 Boards were trained in eight workshops representing the parishes of Manchester, St. Elizabeth, Westmoreland, St. James, Hanover, St. Catherine, Clarendon, St. Ann and Trelawny (see Appendix 2 for further details). It is to be noted that although the allocation provided for training was exhausted early in the year, the Council was able to complete its training schedule as a result of the extra resources provided for this purpose by the Hon. Minister of Education.

In recent times, however, there seems to be some misunderstanding on the question of who appoints the members of the National Council on Education and from what categories of citizens they are selected. The Schedule (Section 3) of the 1993 Act comprehensively deals with this matter. All interested parties are therefore, invited to carefully review this section of the Act.

I wish to thank the Joint Committee of the Council (Policy and Planning and School Governance), chaired by Professor Beverley Bryan, as well as the Ministry of Education staff. In addition to these, are our Executive Director, Ms. Merris Murray, and her dedicated staff, for their work in conducting the review and in preparing this report. I must also thank our research assistant, Miss Denisha Isaacs for her invaluable assistance.

Our best wishes to the new Council as it tackles the challenges of Education.

Simon A. Clarke
Chairman
National Council on Education

CHAPTER 1

BACKGROUND

1.1 RATIONALE

The National Council on Education (NCE), the major policy advisory body on educational matters, was established in 1993, with the promulgation of the NCE Act in parliament. March 2018, marks the twenty-fifth anniversary of the passage of the Act, which facilitated the establishment of a multi-sectorial Council consisting of 21 to 25 members. In preparation for this landmark date, the Council undertook a review of the implementation of its mandate since its inception. The review was pursued against the background that twenty-five years of existence is an important milestone and that it is an optimal time to ‘take stock’ and assess organizational progress against desired goals. The evaluation is intended to assess the progress of the organization against defined goals and targets, identify performance gaps and provide guidance to support future initiatives. The overall goal of the review is to identify ways in which the quality of the Council’s work may be improved so that it may remain relevant within the Jamaican educational landscape.

In keeping with the terms of reference for the twenty-five-year appraisal of the organization, the following activities were pursued:

- A. A careful analysis of the National Council on Education Act (1993) which brought the Council into being, and an examination of the related Hansard records of Parliament to ascertain the intentions and the ‘spirit’ of parliamentarians which led to the unanimous passage of the Bill by both Houses of Parliament.
- B. garnering the views, opinions and perceptions of key stakeholders, including, the Minister of Education, Youth & Information, the Permanent Secretary, the Chief Education Officer and other senior officers of the Ministry, members of Boards of public educational institutions, members of the Council and staff of the Secretariat and past ministers of education, permanent secretaries, and chief education officers.

The main purpose of the review was to:

- determine the envisaged legal role/mandate of the NCE, and whether or not this mandate is still relevant today.
- explain the work of the NCE.
- solicit stakeholder views on how the Council’s mandate may be amended to maintain relevance.
- determine how effective the NCE has been in fulfilling its mandate.
- assess stakeholders’ experiences of the Council’s work over the past 25 years.

CHAPTER 1

BACKGROUND

- identify strategies to improve the Council's performance and institutional impact.

Indirectly, the evaluation exercise should provide insights of the level of awareness of key stakeholders and the general public about the role and functions of the NCE, while the celebratory activities will assist in promoting the Council's work.

OVERVIEW OF THE ROLE AND FUNCTIONS OF THE NCE

The National Council on Education is a multi-sectorial statutory body with a seven-point legislative mandate, as outlined in the NCE Act, 1993. The functions may be classified as follows:

(a) School Governance

- (i) Nominating for appointment members of Boards of Management of public educational institutions, Section 4 (1) (b) NCE Act, 1993;
- (ii) Developing and implementing training programmes for School Board members, Section 4 (2) (b) NCE Act, 1993.

(b) Research and Policy Advice

- (i) Conducting research and publishing and disseminating the findings of such research, Section 4 (2) (a) NCE Act, 1993;
- (ii) Advising the Minister on policy matters relating to education in Jamaica, Section 4 (1) (a) NCE Act, 1993.

CHAPTER 1

BACKGROUND

(c) Recognition of Service to Education

Recognizing service in the field of education in Jamaica and making awards to such persons in accordance with the criteria approved by the Minister, Section 4 (2) (c) NCE Act, 1993.

Three strategic objectives were developed to facilitate the execution of the foregoing functions. These objectives have been supported by performance indicators and targets and outlined in the organization's strategic plans and programmes since 2009. These targets are monitored on a monthly, quarterly and annual basis, as detailed in reports submitted to the Ministry of Education, Youth and Information and the Council at its General meetings.

As part of the accountability arrangement, a Committee of the Council provides oversight for each strategic objective and monitors the performance targets outlined in annual operational plans, as outlined in Table 1. The respective committees, with the exception of the Public Relations Committee, have been actively engaged since 2009. The Public Relations Committee, which became inactive in May 2015 due to delays in the nomination of the media representative on the Council, was re-established in January 2018.

Table 1: Major Strategic Objectives of the NCE

	Strategic Objectives	Respective Committee
1.	To facilitate the delivery of timely, accurate and relevant information to support effective planning, policy development and decision-making within the education system.	Policy & Planning Committee
2.	To increase the awareness of key stakeholders and the general public regarding the role and functions of the NCE and garner more support for the education sector as a whole.	Public Relations Committee
3.	To promote good corporate governance within schools and facilitate improved student outcomes.	School Governance/School Board Review Committees

CHAPTER 1

BACKGROUND

1.2 A COMPARATIVE LITERATURE REVIEW OF RELATED INTERNATIONAL AND REGIONAL PROVISIONS

A review of the international and regional landscape was conducted to ascertain if any other organization with a similar mandate existed in order to identify best or promising practices which could inform the work of the organization. A comparative analysis was conducted of the NCE institutional model with similar models in the Caribbean, North America and New Zealand. New Zealand, being a Commonwealth country was included in the comparative analysis. The countries reviewed in the Caribbean Region were Barbados and the Republic of Trinidad and Tobago, while the United States of America was examined in North America. The review focused on two major mandates of the National Council on Education: policy advisory and school governance. The school governance function entails nominating for appointment and training of members of Boards of management of public educational institutions.

BARBADOS

Educational matters in Barbados are the responsibility of the Ministry of Education, Human Resource and Development. The development of educational policy is the overall responsibility of the Minister of Education, while policy implementation and monitoring are the responsibility of the Permanent Secretary and the Chief Education Officer. The Permanent Secretary and the Chief Education Officer are assisted by a cadre of technocrats which includes a Deputy Permanent secretary, two Deputy Chief Education Officers and a host of administrative staff.

Policy advice on educational matters is provided to the Minister through the National Advisory Commission (NAC). The Commission is a creature of the Education Act of 1997, which consists of persons appointed by the Minister. The members are selected from the teachers' unions, parent-teacher associations and organizations which represent the interests of the teaching profession. The functions of the Commission, in keeping with the Education Act, 1997, are as follows:

“Advise the Minister (a) on such matters connected with education, as the Commission thinks fit; and (b) on such matters connected to the functions of the Minister under this Act as the Minister refers to it.”¹

¹ Barbados Education Act, (Cap. 41) 1997, retrieved from www.bstu.org/Barbados_Education_Act.pdf on August 23, 2017.

CHAPTER 1

BACKGROUND

The Minister is also vested with legislative authority to establish ad hoc advisory committees to provide timely advice on matters related to his work. In addition, he/she may seek advice from School Boards and Primary School Committees, on important elements of the school governance framework.

Policy advice on matters relating to the National School Curriculum is also obtained from the National Development Council (NDC). The NDC is responsible for examining the National School Curriculum and advising and updating the Minister on matters relating to its implementation, monitoring and evaluation. The Council consists of private sector representatives, educators and trade unions, a slightly similar structure to that of the NCE. Engagement of the community in the policy development process is initiated through special meetings to facilitate clarification of issues and proposal of reforms.

With regard to the school governance process, secondary schools are governed by Boards of Management while primary schools are governed by Advisory Committees. Both structures are institutionalized through the enactment of the Education Act, 1981, and Regulations, 1982. The Boards of Management are vested with more authority to manage secondary schools at the local level. The Boards' powers are wide-ranging, from the control of school finances to hiring and firing of staff. Unlike Jamaica, School Boards in Barbados have support staff to assist them in carrying out their functions. Committees, on the other hand, are provided with no financial and administrative support and are mainly concerned with reporting on school plants. They operate in an advisory capacity to the Minister. School Boards and Committees in Barbados are appointed by the Minister of Education.

TRINIDAD AND TOBAGO

The Ministry of Education has overall responsibility for education in the Republic of Trinidad and Tobago. Like Barbados, the Minister has responsibility for policy development on educational matters. With regard to policy advice, Trinidad and Tobago has a similar arrangement to that of Jamaica and Barbados. The Minister of Education receives policy advice through a National Advisory Committee (NAC), which derives its authority from the Education Act, 2009, while in Jamaica policy advice is provided through an autonomous multi-sectorial Council, which derives its authority from its own statute.

CHAPTER 1

BACKGROUND

In keeping with the Act, the NAC is legislated to advise the Minister on matters relating to the promotion of education. Members of the Committee are drawn from the teaching profession, parents and parent-teacher associations, religious denominations and organizations concerned with community development, librarianship and matters of national affairs, as the Minister considers appropriate.

School Boards in Trinidad and Tobago exist at the secondary level. School governance is coordinated by the central Ministry of Education through its Local School Board Committee (LSBC) and Local School Boards Unit (LSBU). This is done by utilizing a structured integrated approach. The LSBC has oversight responsibility for the sustained development of policy and standards governing the operations of School Boards, whilst the LSBU is responsible for ensuring that the policies and standards are executed by the Local School Boards. The work of the LSBU is carried out by School Supervisors who have responsibility for supervising the work of the Local School Boards. Members of School Boards in the Republic of Trinidad and Tobago are drawn from the academic staff, the teachers' union, the past student associations, student body and independent persons with the knowledge of and interest in school operations and expertise relevant to the work of schools. Plans are in place to introduce School Boards at the primary and pre-primary levels of the system. Like Barbados and Jamaica, School Boards are appointed by the Minister of Education. The arrangements for processing the Boards' appointment are however not the same. In Jamaica, although the Minister of Education is charged with the responsibility of appointing School Board members, he/she is not involved in the nomination process.

NEW ZEALAND

In 1989, New Zealand reorganized the coordination of its educational services. Previously, educational services were coordinated by the Department of Education; this was replaced by the Ministry of Education, headed by two Ministers: the Minister of Education/Pacific Island Affairs and Minister of Tertiary Education, Skills & Employment. A decentralised system of education exists in New Zealand, with various agencies of government having responsibility for its overall management and providing policy advice. Policy advice is also received from independent stakeholders such as the Council for Educational Research, principals' associations, teachers' unions, the private sector, schools' associations and groups.

The school governance system in New Zealand differs from the model which is practised in Jamaica and the wider Caribbean. Early childhood institutions are governed by elected Boards of Management, while schools are governed by Boards of Trustees. Boards of Trustees are not appointed, but elected every three years and are accountable to the central government and the community.

CHAPTER 1

BACKGROUND

UNITED STATES OF AMERICA (U.S.A.)

The education system in the U.S.A. is highly decentralized with the state, local government and private community-based organizations being responsible for delivering educational services in the respective states. The Secretary of Education, which is similar to the position of Minister of Education in Jamaica, Barbados, New Zealand and Trinidad and Tobago, functions at the highest level of the educational hierarchy. He/she has overall responsibility for the Department of Education, which operates as an executive arm of the Government. The Department of Education is responsible for establishing policy, administering and coordinating federal assistance to the public education sector. Its mission is to promote student achievement and preparation for global competitiveness by fostering excellence and ensuring equal access. The Department supports this mission through regular research and publication of its findings on topical issues in education and promoting ongoing dialogue with the community, to increase public awareness on how to improve the nation's performance in education. Each state has its own Department of Education and relevant statutes which govern finance, hiring of school personnel, curriculum management and student attendance.

In most of the states, the public education system is divided into local school districts with each being managed by a School Board. The majority of the School Board members are elected locally. The School Boards are autonomous and provide oversight of school operations, budgets and staff. They may also oversee local school curricula in keeping with state guidelines. The School Boards execute their functions through paid personnel such as superintendents and administrative staff. School governance is coordinated by the National School Board Association (NSBA), a non-profit organization. The Association provides technical support, inclusive of training for School Boards in all states through its local associations.

CHAPTER 1

BACKGROUND

SUMMARY

In the research conducted, we were unable to identify a single organization which delivered all the functions performed by the NCE. In Trinidad and Tobago, the policy advisory and school governance functions are carried out by two separate entities, while in New Zealand, this function is carried out informally through departments and agencies and in consultation with independent stakeholders. The Department of Education in the U.S.A. provides advice to the state legislatures, which include the Secretary of State on “*desirable changes and regulations*”.²

Whilst the institutional arrangements for the delivery of the educational services differed from country to country, some similarities were identified. These included the use of the multi-sectorial approach in obtaining policy advice and the institutionalization of school governance through legislation. In all of these countries, school governance is accorded a high level of importance, as the Boards are ‘creatures of law’, that is, their operations are governed by legislation. In the Caribbean, the policy advisory function is also assigned a high level of priority as the institutional arrangement for the delivery of this function is governed by legislation, whereas, in the U.S.A. and New Zealand, the delivery arrangements are less formalized as they are not institutionalized in law.

It must be noted that the functions carried out by the NCE, in particular school governance and policy advice, are germane to ensuring an effective education system. These functions are highly recognized and executed internationally through more or less formalized arrangements.

2. State Departments of Education –Role and Functions, Vocational Education, retrieved from [www. Education.stateuniversity.com/pages/2447/State Development –Education.html](http://www.Education.stateuniversity.com/pages/2447/State%20Development-Education.html).

CHAPTER 2

METHODOLOGY

A mixed-method approach was adopted, utilizing both quantitative and qualitative data methods. Primary data were collected through interviews, focus group sessions, and a survey targeting over 500 respondents in public educational institutions, governmental/non-governmental and community-based organizations. Additionally, a review of archival data was conducted utilizing a mix of approaches such as documentary analysis and review of literature.

The main research question was: *“How Effective has the National Council on Education been in carrying out its mandate?”* This was supported by four sub-questions which were used as the focal points for collecting data over the eleven-month period: April 2017 – February 2018:

	SUB-QUESTIONS
1.	What was the envisaged legal role/mandate of the National Council on Education? What changes, if any, should be made to the stated mandate?
2.	What has been the nature of the NCE’s work over the last 25 years?
3.	What are the perceptions of stakeholders with respect to the NCE’s effectiveness in fulfilling its mandate?
4.	What are the recommendations for the NCE?

A standard questionnaire was administered in all the consultation groupings. The questionnaire included prompts based on NCE’s stated functions and solicited recommendations for improving the effectiveness of the organization.

Sample

The review focused on the entire island, with focus group sessions held in the three counties targeting six educational regions. A survey consisting of approximately 500 public educational institutions, representing approximately 50% of the total number of schools in the country, and other stakeholders in public and non-governmental sectors, the ecumenical community and community-based groups, were targeted in the survey. The schools which were randomly selected were stratified according to educational region, school type and ownership. Twenty-five interviews, symbolic of the twenty-five-year milestone, were conducted in a separate sample with key informants, integral to the inception of the organization, who could provide information about its perceived role and *raison d’etre*.

CHAPTER 2

METHODOLOGY

Primary Data Collection

The main strategy adopted for collecting primary data, was through stakeholder consultations. This method was adopted to determine the perceptions of key stakeholders on the effectiveness of the Council during its twenty-five years of existence. The consultation methods included interviews, surveys and focus group sessions.

Interviews

Interviews with key stakeholders, which could be classified as 'elite interviews', were conducted. Twenty-five key stakeholders integral to the inception of the NCE or the implementation of its mandate, were selected. These in-depth interviews were conducted by an independent research assistant to garner views as to how the organization could improve its effectiveness. The key stakeholders included the present Minister of Education, the Chief Education Officer, the Permanent Secretary, among others. Also interviewed, were past ministers and permanent secretaries of the Ministry of Education, former chairmen, members and executive directors of the NCE.

The option of the interviewee to be audio or videotaped was offered (see list of key stakeholders at Appendix 3). Information was shared with the interviewees prior to the interview being scheduled (see fact sheet at Appendix 4).

Of the 25 selected interviewees, 19 or 76% consented to be interviewed, of which 18 or 95% were audiotaped and 10 or 56% of the 18 opted to be videotaped. Transcripts of the interviews were prepared to inform the preparation of the evaluation report. In the interest of privacy, the names and positions of the interviewees were not identified. Confirmations were not received for six individuals, which included one person who resided overseas. Efforts to contact this individual via email were unsuccessful.

Surveys

A survey was conducted to obtain feedback from public educational institutions (PEIs); 500 schools were issued questionnaires to be completed and submitted via email or post to NCE's office. Due to the very limited responses, the questionnaires were re-submitted in a format that could be completed online and automatically submitted to NCE (see questionnaire at Appendix 5). Contact was also made by telephone to encourage persons to respond. Among the other stakeholders involved in the survey, were teachers, parents, the ecumenical community, trade unions, students and staff of the NCE. A total of 35 questionnaires was returned.

CHAPTER 2

METHODOLOGY

Focus Group Sessions

Focus group sessions were implemented through a discussion with regional directors, education officers and School Board members. A total of 31 persons participated in the three sessions held island-wide on December 5, 7, & 12, 2017. The sessions were participatory in nature and videotaped for posterity. School Board members, who were not already included in the survey, were invited. A final session was held on April 26, 2018, at a Special Council Meeting to review the penultimate draft of the evaluation report.

Archival Data

Secondary data collection included a documentary analysis by way of a comprehensive literature review of annual reports over the twenty-five-year period. It also entailed a desk review of the performance targets in the organization's strategic business plans and annual operational plans. This was critical to assess the progress the Council had made, not only against its legislative mandate, but also against planned targets, funded through budgetary support from the Ministry of Education, Youth & Information. Also analyzed, were the minutes of the Special Joint Committee and General Council meetings and other supporting documents. An important aspect of the secondary data collection process was the examination of the National Council on Education (NCE) Act, 1993 and the relevant Hansard Records of Parliament relating to the time when the Bill was debated in Parliament.

Limitations of the Study

The major limitations of the study were:

- (i) access to respondents,
- (ii) limited response from the survey,
- (iii) human and financial constraints.

CHAPTER 2

METHODOLOGY

Access to Elite Respondents Selected for Interviews

It was intended to implement the study over a nine-month period (April to December, 2017), however, due to the difficulties experienced in accessing key informants or 'elite respondents' the period was extended until February, 2018, to accommodate those persons who proved quite difficult to access. Despite the extension of the timeline, we were still unable to access key interviewees who could provide critical information which could enhance the evaluation process. Notwithstanding the foregoing, the interviews received a fairly high level of responsiveness at 72%.

Limited Response from the Survey

Although over 500 questionnaires were disseminated at the close of the field work, only 35 questionnaires, representing 7% of the total sample of prospective respondents, were received. The number of respondents was specifically increased due to the challenges anticipated with respect to responsiveness. Although the method used for administering the survey was adjusted in order to improve the rate of response, the increase was not significant. The low response to the survey was a major limitation of the study. Consequently, it was difficult to make generalizations in respect of the findings.

Human and Financial Constraints

Due to limited financial resources, the research was mainly implemented by the Secretariat with the technical support of the members of the Joint Special Committee and a research assistant who was engaged to conduct the interviews. The limited human resource capacity, compounded by a number of competing activities which required urgent attention, resulted in a delay of the completion of the report.

CHAPTER 3

FINDINGS

Chapter three presents the major findings of the research, based on the main objective: *“How effective has the National Council on Education been in carrying out its mandate?”* The research findings are presented in parts:

(i) the outcome of the qualitative analysis which entailed a legislative review of the NCE Act, which gave birth to the organization in 1993, and the examination of the Hansard Records to determine the collective wisdom which influenced the passage of the Bill in parliament;

(ii) a report on the documentary analysis of the actual performance of the organization over the twenty-five years since it has been in existence;

(iii) quantitative and qualitative analyses of stakeholders’ perceptions of what they envisaged was the legal mandate of the NCE, their experience, perceptions and views in respect of the nature of the organization’s work, its effectiveness in fulfilling its mandate and how the mandate should be amended to maintain organizational relevance.

The data are presented based on the four main sub-questions within the context of the organization’s major legislative mandate, categorized as themes which emerged from stakeholder discussions.

CHAPTER 3

FINDINGS

3.1.1 NATIONAL COUNCIL ON EDUCATION'S MANDATE: LEGISLATIVE REVIEW

What was the envisaged legal role / mandate of the NCE?

What changes, if any, should be made to the stated mandate?

Review of the National Council on Education Act, 1993

An important aspect of the evaluation process was a review of the statute which governed the establishment of the National Council on Education and outlined the organization's legislative mandate. The review of the Act was intended to identify aspects of the law which were no longer relevant and determine how the existing Act could be amended to enhance the organization's effectiveness.

The Review Process

A Joint Special Committee of the Council charged with the responsibility of coordinating the Twenty-fifth Anniversary activities, spearheaded the review of the NCE Act, 1993 in two sessions. At the first meeting, it was agreed that the Hansard Records of Parliament should be reviewed in conjunction with the review of the Act to determine if the 'spirit' of the law and the intentions of parliamentarians that led to the unanimous passage of the Bill by both Houses of Parliament, were being upheld. At a special meeting of the Council on June 13, 2017, the following proposed amendments to the NCE Act, 1993 were reviewed and agreed on.

CHAPTER 3

FINDINGS

Table 2: Proposed Amendments to the National Council on Education Act, 1993

Section #	Details	Proposed Amendment
2	Interpretation	Insert a definition for the word 'Minister' under the section entitled Interpretation.
4 (1) (b)	In respect of every public educational institution owned by government, nominate for the purpose of appointment as members of the Board of Management of such institution, such number of persons as may be prescribed.	Amend this section to allow the National Council on Education the authority to nominate members to the Boards of Management or Management Committees of independent schools as defined by the Education Act, 1965.
4(1)(e)	Manage the Fund in conformity with this Act.	This section refers to the National Education Trust Fund referred to in Section 12 (1). It was proposed that this section be deleted as the NCE, since its inception, had never managed a trust fund.
6 (2)	For the purpose of subsection (1) the 'prescribed rate' means a rate of one hundred and fifty thousand dollars per annum, or such higher rate as the Minister may, by order, prescribe.	Amend to exclude a dollar amount in keeping with the standard practice of the Chief Parliamentary Counsel for the drafting of new legislation.
11 (1)	The Council shall, within six months after the end of each financial year or within such longer period as the Minister may, in special circumstances approve, cause to be made and transmitted to the Minister a report dealing generally with the activities of the Council during the preceding financial year.	The preparation of annual reports should be aligned with the relevant legislation, such as the Public Bodies Management and Accountability (PBMA) Act, to address any anomalies which may exist. It was noted that the NCE Act stated that annual reports (AR) are to be prepared within six months of the end of each financial year, while the PBMA requirement was four months.
12	National Education Trust Fund	This entire section should be deleted in keeping with the reason outlined at 4(1)(e) above. It was also noted that this was a duplication of function with that of the National Education Trust (NET), a recently established agency of the Ministry of Education.
13	'General'- The Council shall be exempt from income tax and property tax.	Amend to include exemption from General Consumption Tax.

CHAPTER 3

FINDINGS

Table 2: Proposed Amendments to the National Council on Education Act, 1993 (cont'd)

Section #	Details	Proposed Amendment
Schedule Section 3, Subsection 1	Membership of the Council	Amend to: (i) include an organization representing educational institutions that are independently owned and operated in Jamaica. (ii) include an organization or individual representing the Early Childhood Sector. (iii) increase student representation from the secondary and tertiary levels.
Schedule Section 3, Subsection 2(1)	Chairman and Deputy Chairman: The Governor-General, acting on the advice of the Prime Minister after consultation with the Leader of the Opposition, shall appoint a chairman and a deputy chairman from amongst the members of the Council.	Amend to include a provision in which the Council would be allowed to appoint a deputy chairman from amongst its members at its first meeting.
Schedule Section 3, Subsection 10 (1)	Appointment of Committees: The Council may, with the approval of the Minister, appoint committees for special purposes connected with the functions of the Council and which, in the opinion of the Council, would be better regulated and managed by means of committees.	This section needs to be clarified. The question was raised as to whether or not each new Minister of Education had to approve the existing Committees of the Council.
Schedule Section 3, Subsection 11(1)	Power to Delegate: Subject to the provisions of this Schedule, the Council may, by instrument in writing, delegate to any member, committee, officer or employee of the Council any function exercisable by the Council under this Act, other than this power of delegation and the power under section 14 to make regulations.	This section should be reviewed.

CHAPTER 3

FINDINGS

3.1.2 REVIEW OF THE HANSARD DEBATE

Excerpts of the Hansard Debate, 1993, pages 350–357 were reviewed (Appendix 6), in order to arrive at the context in which the National Council on Education was established. This was done in keeping with the Special Joint Committee’s recommendations. It was noted that the establishment of the NCE was born out of a need to have a national, non-partisan, strategically placed organization that would address a range of issues impacting the education process. The idea of establishing a National Council on Education, emanated from the Jamaica Teachers’ Association (JTA), the major teachers’ union at that time. This proposal was made against the background, according to Dr. Rae Davis, former Chairman of the Council, “...of a perennial concern of ensuring continuity of educational policies across political administrations”.

During his interview, the Minister of Education, Youth & Information referred to the context in which the Council was established: “it is important to look at the antecedences, because we came through the turbulent period of the 1970’s when there were polarized ideological differences in regard to economic and political management...on one hand, there was an attempt to have broad consensus to have free education.”

A former Chief Education Officer also described the reason for the establishment of the NCE: “... prior to the Council, there was a concern that governments come into power and leave with their programmes”.

The following quotations, taken from the Hansard Debate in 1993, captured the spirit in which the NCE Act was passed into law:

- (i) “The National Council was created to prevent sudden lurches in policy which have worked to the detriment of the entire country, both financially and in terms of human resource development... What we are seeking to do here, is to lock the policy managers into some kind of agreement that ensures that there is continuity, there is forward movement onward and upward, rather than changes of important policy each time there is a new government in place”, Whiteman, (1993).
- (ii) “Mr. Speaker, the Minister and myself have always endeavoured to work together. Whenever a matter is coming up I can approach the Minister or his Permanent Secretary and get full briefing and I want to say this publicly... No, not a difference. When I handed over as Minister, I invited the new Minister to lunch, with the Permanent Secretary present and I briefed him as if I were briefing a Party Colleague who was taking over from me. That’s right. So we try to keep some things above politics... and so, Mr. Speaker, the government and the opposition are at one, we are both for education and we are for this National Council...” (Gallimore, 1993).

CHAPTER 3

FINDINGS

Three key words could be used to capture the intention of parliamentarians when the NCE was established: **consensus, coherence and continuity** (the three Cs). The three Cs are not only relevant to the educational policy development process, but also to the continuity of the Council's existence.

With regard to the policy development process, it was envisaged that consensus, coherence, and continuity would contribute to the achievement of optimal educational policies through the very design of the Council's constitution. Consistent with the NCE Act, 1993, the Council was structured to mirror the wider society to accommodate community participation in the development of educational policies through broad-based community involvement. Members of the community would be engaged at the various stages of the process: conceptualization, formulation and implementation. Essentially, the Council would be a microcosm of the wider society in which a wide range of ideas and views would contend. Its decisions, derived from a consensus of contending views, would be the vehicle for achieving this optimal coherent policy which was envisaged by the legislature. Hence, the diverse composition of the Council, with members representing various sectors / sub-sectors and a range of "*civic organizations spanning the entire spectrum of Jamaican life*" (Nettleford, 1996), which included, the agricultural and business sectors, labour unions, political parties, the media fraternity, student bodies, parents, the ecumenical community, teachers, the University of the West Indies, the University Council of Jamaica, professional bodies, including those of sport and culture.

The broad-based composition of the Council, as defined by the NCE Act, was viewed as the conduit through which consensus and coherence in policy development would be achieved. It was also envisaged that the membership of the Council would remain intact despite changes in political administration thus ensuring continuity in policy development. It is against this background, that, by design, under the NCE Act, the members of the Council are appointed by the Governor-General acting on the advice of the Prime Minister, after consultation with the Leader of the Opposition. This was intended to ensure the Council's independence and continuity, notwithstanding a change in political administration. The aim was to create a system in which educational policies were developed, based on consensus and not on the basis of the political power of special interest groups. This was appropriately described by the first Council Chairman, Professor, the late Rex Nettleford, in the NCE's Annual Report, 1994-1996, as a body established specifically to "*allow for the distillation of a wide cross-section of views on educational matters*". A former minister of education, while being interviewed for this review, stated:

CHAPTER 3

FINDINGS

“I think, also, the question as to who appoints needs to be clarified and that the Council is not subjected to some vagary of electoral politics. There are two occasions which I am aware of. Once, there was a change in administration, the members were asked to resign and my understanding is that it was precisely to prevent this, why the Governor-General appoints. I think the person who appoints you, unless stated otherwise, is the person who should remove you and there is a process for removal”.

This is of great concern and should be addressed, as the modality for the appointment and removal of members of the Council is a core determinant in maintaining the integrity of the three Cs. The appearance of impartiality could also be compromised by who appoints.

Another point of concern is that of student representation on the Council and participation on School Boards. In the final focus group session held on April 26, 2018, at a Special Council Meeting to review the penultimate draft of the Evaluation Report, the concern was raised regarding representation of the student body on the Council. It was noted that only one member represented students on the Council, and that this was inadequate, given the fact that students were the main customers of the education enterprise. Based on the foregoing, the students should be afforded greater representation with a view to influencing policy decisions which would affect their future. The role of the student representative on the School Board was also raised, as it was felt that they were not given the opportunity to participate in the decision-making process, as many were being excluded from meetings.

3.1.3 STAKEHOLDERS’ PERCEPTIONS OF THE ENVISAGED MANDATE OF THE NCE

The question also sought to determine what stakeholders perceived to be the role of the National Council on Education. The major roles of the NCE, as identified by the interviewees, were policy advice and school governance. It should be noted, that the former ministers of education who were interviewed tended to view the organization’s mandate from a philosophical perspective. One former minister described it as a catalyst for change as the *“centrepiece of the transformation effort, to pursue effective universal quality education in Jamaica, a national project which could bring together in a strong role, all elements of the society, and as the symbol of the elevation of education from political partisan to national cause”*.

CHAPTER 3

FINDINGS

Another emphasized that the organization was established specifically to provide continuity in education policies and, to some extent, the development of policies. With respect to the survey, the quantifiable aspect of the evaluation exercise, 49% or 17 of the 35 respondents perceived that addressing broad national policy issues related to education was a legal mandate of the NCE, while 38% or 13 persons felt that working with schools to address issues of School Boards was an important role of the organization. Approximately 16% of the respondents in the survey were of the view that facilitating the consistency of educational policies across administrations was a legal role, while 9% responded to 'Other' which requested suggestions in respect of other legal mandates or roles.

Table 3: The Envisaged Legal Mandate of the NCE

Responses		# of Responses	% of Responses
R1	Address broad national policy issues related to education.	17	48.57
R2	Work with schools to address issues of School Boards.	13	37.14
R3	Implement continuous training for School Boards.	10	28.57
R4	Facilitate the consistency of educational policies across administrations.	16	45.71
R5	Other (include other legal role or mandate you feel the NCE was assigned)	3	8.57

The ecumenical community interpreted question 1 as what ought to be the primary role of the NCE. In its response, it checked response number 4 as it was of the view that *“given the ‘see-saw’ nature of government in Jamaica (partisan political) the nation needed a body like the NCE to ensure consistency of educational policies for the good of the nation whose future generations should be able to cope in a global environment”*.

During the focus group session, it was noted that two persons indicated that they had no opinion on the envisaged role of the organization as reflected in the statements *“I do not know the mandate of the NCE, even though I have been interacting with them for years”* and *“it means nothing, just for the letterhead”*.

CHAPTER 3

FINDINGS

Other responses included:

- *“created out of Parliament to regulate and train individuals who serve on School Boards”;*
- *“properly train and to ensure that Boards are duly appointed and managed”;*
- *“making rules on school governance”;*
- *“NCE’s role is non-partisan and that they ensure quality education”.*

It is important to note that not many stakeholders had a full understanding of the legal mandate of the organization. It could be assumed that persons’ perceptions about the Council’s envisaged role were influenced by the nature of their work, their relationship and the length of time they interacted with the organization.

Just a little over one-third or 12 of the respondents in the survey were aware of function two – “working with schools to address issues of School Boards”, and less than one-third was aware of function three – “implementing continuous training of School Boards”. It should also be noted that the majority of the foregoing respondents were School Board Members and education officers. Based on their positions, they would have interacted with the NCE directly or indirectly with regard to the above matters.

In addition, the length of time the respondents had interacted with the NCE also influenced their perception about the role of the organization. For example, education officers who interacted with the organization for ten years or more indicated that the hosting of school management awards was one of the roles of the organization; the last School Management Award ceremony was held in May 2007. Those persons who were associated with NCE for less than ten years did not refer to school management awards as a legal mandate.

CHAPTER 3

FINDINGS

3.1.4 STAKEHOLDERS' PROPOSED AMENDMENTS

The key informants who participated in the 'elite interviews' did not suggest that the NCE's mandate be changed. A former chairman of the Council stated that any proposed change in the organization's mandate must not be treated lightly, but with the utmost care, the highest level of due diligence, and should be debated publicly. There were, however, recommendations for the Council to conduct a comprehensive review of its mandate and that the mandate be adjusted to address national issues as they emerged.

Only one amendment to the primary functions was suggested, and this by three of the key informants who were interviewed. It was proposed that the function of managing the National Education Trust Fund be removed from the Council since a new organization, the National Education Trust (NET) had been established and given this responsibility. The Minister of Education, Youth & Information, in his interview, addressed this matter. He stated that *"the NET was now fully established as a government company. It acts more like a charities organization that collects resources from the diaspora, local donors and helps to implement infrastructural projects within the education system"*.

He noted that there was no discrete fund set up for this purpose. In reviewing the NCE's mandate, he stated that this was a function which could be deleted, since there was duplication in this area. Three interviewees, however, recognized that there was a funding gap and suggested that the NCE establish a Trust Fund for itself from the allocation of a percentage of the Education Tax. The Minister of Education also supported the statement that under-resourcing was a major constraint for the organization.

In addressing this aspect of the question, approximately 46% or 16 of the respondents in the survey agreed that the organization should make changes based on the current educational context. Thirty-seven percent or 13 of the respondents indicated that the Council should conduct a comprehensive review of its mandate, while 31% or 11 persons stated that the organization's mandate should be updated to address national issues. Only two persons or approximately 6% of the respondents suggested that the mandate be amended.

It is interesting to note that while none of the respondents in the survey expressed an opinion on "what changes, if any, should be made to the stated mandate?" only one of the focus group sessions addressed the question. In this focus group session, it was recommended that the Council be represented on the Boards of Management of independent schools or private educational institutions and that it should establish governance standards for these institutions. It was also recommended that a representative from the Early Childhood Commission be appointed to the Council.

CHAPTER 3

FINDINGS

Table 4: What changes should be made to the stated mandate?

Responses		# of Responses	% Responses
R1	Make changes based on current educational context.	16	45.71
R2	Conduct a comprehensive review of the mandate.	13	37.14
R3	Update the mandate to address national issues.	11	31.43
R4	Remove mandate not suited for NCE at this time.	2	5.71
R5	Other	0	0

The amendments to the NCE Act proposed by the Special Joint Committee focused on five major areas:

- (i) constitution or membership;
- (ii) duplication of functions;
- (iii) alignment with other legislation;
- (iv) standard procedures for drafting of legislation;
- (v) power and authority.

Only two of the foregoing areas were addressed by the focus group sessions and the persons interviewed. These included duplication of functions and constitution or membership of the Council. With regard to the issue of duplication of function, it was the consensus of the Special Joint Committee that where such duplication existed, this function should be removed. It was against this background, that it was recommended that the section on the management of the National Education Trust Fund be removed from the NCE Act. The issue relating to the duplication of functions was also raised by a number of the persons who were interviewed. It is important to note that both the Special Joint Committee and the interviewees who addressed the issue shared a similar view. The duplication of functions was not addressed by the respondents in the survey or the focus group sessions.

CHAPTER 3

FINDINGS

The absence of a response could be as a result of a limited awareness of the legal mandate of the organization, thus underscoring the need for a comprehensive public education programme.

One focus group session addressed the membership of the NCE or its composition. It was recommended that a representative of the Early Childhood Development sector be listed as a member of the Council. This recommendation was made against the background that the Council should also be able to advise the Minister on Early Childhood Development matters. One of the persons interviewed shared a similar view. The same focus group session addressed the issue of representation by the independent school sector; however, the recommendation was somewhat different from that of the Special Joint Committee. Whilst the Committee recommended that the independent schools sector be represented on the Council, the Committee also felt that the Council's powers should be extended to allow for it to nominate a representative to serve on the Board of Management of an independent school. It is envisaged that the foregoing would strengthen the organization's capacity to provide policy advice of a more holistic nature on the entire education system.

It is interesting to note that a little less than a third of the respondents in the survey was of the view that the organization should update its mandate to address national issues, while a little under a half of the respondents felt that the organization should adjust its mandate based on the current educational context. This suggests that the organization's mandate should be highly flexible, having the ability to adjust to the changes in the external environment. The NCE Act should, therefore, be examined to determine if the current law can accommodate this recommendation.

CHAPTER 3

FINDINGS

3.2 NATIONAL COUNCIL ON EDUCATION'S WORK AND RECORD

What has been your experience of the NCE's work over the last twenty-five years?

This question was also examined in two parts:

- (i) a documentary analysis, which provides a comprehensive summary of the major achievements of the organization over the twenty-five years of its existence;
- (ii) an analysis of stakeholders' perceptions utilizing the three sources of data, notably; interviews, focus group sessions and the survey.

Summary of Major Achievements of the Organization

A summary of the major achievements of the organization was prepared based on a documentary analysis of the key activities implemented according to the mandate of the NCE. The information was drawn from annual reports, corporate/strategic business and operational plans, as well as relevant documents and files produced by the organization. For the purpose of this review, the major achievements of the organization since its inception in 1993, were classified according to its main legislative mandate in keeping with the National Council on Education Act, 1993, as follows:

- (a) School Governance,
- (b) Research and Policy Advice,
- (c) Recognition of Service to Education.

CHAPTER 3

FINDINGS

3.2.1 SCHOOL GOVERNANCE (SG)

Nomination of School Board Members

School Boards in Jamaica have been an integral part of the educational landscape from as far back as colonial times. They were institutionalized through legislative changes with the promulgation of the Education Act, 1965, and its attendant Regulations of 1980. The legislative changes introduced a new system of governance in Jamaican schools with nominating/electing bodies playing a pivotal role in identifying representatives to serve on Boards of Management. Among the nominating bodies, were church and trust institutions, as well as the National Council on Education, which would be established as a statutory body to select Council nominees, previously referred to as government representatives to School Boards. The introduction of the NCE was part of the legislative and institutional reform to address the challenges within the school governance system which was perceived to be highly politicized, resulting in the selection of inept School Board members and a very tardy appointment process. There were also instances in which schools were allowed to operate without Boards of Management for extended periods. The NCE was introduced to address such weaknesses in the governance of public educational institutions.

CHAPTER 3

FINDINGS

Table 5: Summary of Achievements Based on Major Legislative Mandates - School Governance (SG)

School Governance (SG)			
School Board Appointment			
Year	Achievements/ Actions	Impact	Remarks
2003	Cyclical Appointment Process	In 2003, the NCE introduced the cyclical appointment process to address the ad hoc system of appointment of School Boards across educational regions. Under this arrangement, the tenure of all School Boards in a particular educational region is scheduled to commence and end at the same time. This led to significant improvement in the appointment of the Boards of Management of almost 1,000 public educational institutions in Jamaica. The introduction of the cyclical appointment process was considered a landmark achievement in school governance.	Although significant gains were made with the introduction of the cyclical appointment process, the tardy appointment of School Boards persisted, as members of parliament, the key players in the nominating process, retained <i>de facto</i> powers in determining who should be Council Nominees on School Boards.
2009	Introduction of Revised Procedures for the Appointment of School Boards	<p>In an effort to address the foregoing, in 2009 the Council developed and piloted a set of revised procedures for the appointment of School Boards in Region 5, which at that time consisted of Northern Clarendon, and the parishes of Manchester and St. Elizabeth. This strategy was geared at improving the calibre of volunteers and the timely appointment of School Boards.</p> <p>The Revised Procedures for the Appointment of School Boards included:</p> <ul style="list-style-type: none"> (i) eligibility criteria for School Board Chairmen and members; (ii) the introduction of a three-member Review Panel for deciding who should be the Council nominees; (iii) defined performance targets, within the organization's operational plan to facilitate the timely appointment of School Boards; (iv) the introduction of a Review Panel as the final arbiter for selecting nominees. 	

CHAPTER 3

FINDINGS

Table 5: Summary of Achievements Based on Major Legislative Mandates - School Governance (SG)

School Governance			
School Board Appointments			
Year	Achievements / actions	Impact	Remarks
2009	Comprehensive Public Education Programme and development of a pool of volunteers	<p>A comprehensive public education programme was developed to inform key stakeholders, inclusive of members of parliament (MPs) and the general public, about the important role School Boards play in the governance of public educational institutions in Jamaica. The programme included a national call for volunteers and thereby, the development of a pool of potential volunteers drawn from recognized community groups and professional bodies, such as the Institute of Chartered Accountants of Jamaica (ICAJ) and the Jamaica Civil Service Association (JCSA). Volunteers were also drawn from recognized service clubs and other non-governmental organizations.</p> <p>Within the pilot region, 20% of the total cohort of NCE nominated members were new volunteers and over 1,000 new volunteers were appointed to serve in the six educational regions throughout the three-year period 2009-2012.</p> <p>Significant improvement in the appointment process.</p> <p>Greater awareness of the role of the NCE in appointing School Boards. Increased interest in serving as a School Board volunteer.</p> <p>The Council has made several attempts to address the involvement of the Members of Parliament in the nomination process. The most recent has been the preparation of Cabinet Submissions in 2010 and 2014, to adjust the role of the member of parliament in the final selection process.</p>	<p>Although there was significant improvement in the appointment process, delays were still being experienced as the Members of Parliament treated the process with a high level of scepticism and refused to select volunteers from the pool. This resulted in disgruntled volunteers who had offered to serve as a result of the Council's inability to place them on a School Board. This matter was raised by persons on call-in programmes on national radio.</p>

CHAPTER 3

FINDINGS

Table 5: Summary of Achievements Based on Major Legislative Mandates – SG (cont'd).

School Governance			
School Board Appointments			
Year	Achievements/Actions	Impact	Remarks
1999	Publication of the first edition of the Directory of Public School Boards.	Serves as a rich source of primary data on School Board members that are appointed island-wide.	The directory is posted on the Council's website and is utilized island wide.
2010	A Cabinet Submission prepared and submitted to MOE to address the role of the Member of Parliament in the final selection process.	No official response received	
2014	A Cabinet Submission prepared and submitted to MOE to address the role of the Member of Parliament in the final selection process.	No official response received	
2016	Established strict criteria to address the involvement of the MP in the nomination process. The Secretariat is now required to establish time frames for the submission of recommendations by MPs, and if after three reminders, the MP fails to respond within the established time frame, the Council would reserve the right to nominate the outstanding members.	A new target in the Council's Operational Plan was introduced to facilitate the appointment of the new School Boards before the end of the tenure of the outgoing Boards. This was done to cauterize the hiatus in the governance of schools. Significant improvement in the appointment process was achieved. Region 3 - December 2016, 58% or 68 of the 117 School Boards were appointed prior to the termination of the tenure of the outgoing Board.	The development of the criteria is an evolving process. The Council is amenable to adjusting the criteria in an effort to improve the appointment process.

CHAPTER 3

FINDINGS

Table 5: Summary of Achievements Based on Major Legislative Mandates - SG (cont'd.)

School Governance			
School Board Appointments			
Year	Achievements/ actions	Impact	Remarks
2017	Introduction of new standard for School Board appointment.	<p>Region 6 – March 31, 2017:</p> <p>79% or 184 of the 233 School Boards were appointed before the end of the tenure of the outgoing School Boards in keeping with the new standard.</p> <p>Region 1 – December 31, 2017:</p> <p>54% of the 156 School Boards were appointed prior to the end of the tenure of the outgoing Board, while 74% were appointed within one month of the termination of the previous Board.</p>	The development of the criteria is an evolving process. The Council is amenable to adjusting the criteria in an effort to improve the appointment process.
2018	Implementation of new standard for School Board appointment.	<p>Region 2 – March 31, 2018:</p> <p>there was a decline in performance with only 19% of the 161 School Boards being appointed before the end of March 2018, and 54% being appointed within one month of the termination of the outgoing Board. The overall decline in the appointment process is attributed to the unresponsiveness of some key stakeholders on whom the Council must rely for recommendations in respect of nominations for School Boards.</p>	A number of competing demands, particularly the hosting of 8 training workshops for School Board members during the period January to March 2018, in 4 educational regions also contributed to the decline in performance. It was critical that the workshops were held prior to the end of the 2017-2018 fiscal year.

CHAPTER 3

FINDINGS

SCHOOL BOARD TRAINING

The training of School Board members constitutes a major legislative mandate of the Council. However, this activity continues to be negatively impacted either by the lack of funds, or the untimely allocation of resources to support the School Boards in a meaningful way. Table 6 provides a comparative analysis of the total budget requested by the NCE and the amounts approved for the fiscal years 2010-2018, while Table 7 outlines the amount requested for the technical programmes and the approved allocation for each area. The period 2012-2015 was exceptional, as budgetary support was received from the Education System Transformation Programme (ESTP) to the tune of J\$8M.

It should be noted that no budgetary support was received for the technical areas, including School Board training for two consecutive years, 2015-2017, and in the years in which an allocation was made, the amount received ranged from a high of 40% of the amount requested to a low of 24%. In the 2015-2016 fiscal year, School Board training was financed by the encashment of a long term investment in the amount J\$1.2M. It was during this period, that the decision was taken not to reimburse the participants for travelling expenses incurred in attending the workshops, as the Council no longer could afford to do so.

No training was held in 2016-2017, due to the lack of funds. Although additional funding was requested of the MOEY&I and a supplementary budget of J\$10M approved by the Minister, only J\$6M was allocated near the end of the financial year. Furthermore, the funds had had to be utilized to offset arrears in the cost of rental for the lease of property.

There was significant improvement in 2017-2018, as an additional J\$9.1M was received from an approved supplementary budget of \$10M. From this additional allocation, a total of J\$4.9M was committed to hosting eight School Board training workshops in four educational regions. These workshops were held in collaboration with the National College for Educational Leadership, in keeping with the Ministry's directive for the College to play a greater role in the training of School Boards. In the past, the Council relied on funding through projects and partnerships for this area of its work, however, a more strategic and reliable source of funding is needed.

CHAPTER 3

FINDINGS

Table 6: Comparative Analysis of Budgeted Estimates of Expenditure with Approved Estimates of Expenditure

Fiscal Years	Budgeted Expenditure	Approved Expenditure	Grants/Donations	Supplementary Budget/Fixed Deposit	Total Funds Available
	J\$M	J\$M	J\$M	J\$M	J\$M
2010 – 2011	24.56	19.00	5.80 (UNICEF)		24.80
2011 – 2012	19.12	19.32	3.60 (UNICEF)		22.92
2012 – 2013	29.24	20.99	2.67 (ESTP)		23.66
2013 – 2014	32.96	23.12	2.67 (ESTP)		25.79
2014 – 2015	42.17	24.00	2.67 (ESTP)		26.67
2015 – 2016	40.01	24.00		1.20	25.20
2016 – 2017	54.00	24.00		6.00	30.00
2017 – 2018	55.00	24.00		9.10	33.10
TOTAL	297.06	178.43	17.41	16.30	212.14

CHAPTER 3

FINDINGS

Table 7: Comparative Analysis of Estimates of Expenditure with Approved Expenditure for Technical Programmes

Fiscal Year	Function/Programme	Recurrent Budget		Supplementary Budget/Grants/Donations/Other		
		J\$M		J\$M		
	Purchases of Goods & Services for Technical Activities	Estimates of Expenditure	Approved Allocation	Supplementary Budget/Fixed Deposits	Grants/Donations	Total Funds Available
2010 – 2011	School Board Training	2.000	0.550	0.000	5.800	6.350
	Policy and Planning	1.000	0.550	0.000	0.000	0.550
	Public Relations	0.200	0.200	0.000	0.000	0.200
Total		3.200	1.300	0.000	5.80	7.100
2011-2012	School Board Training	0.550	0.550	0.000	3.600	4.150
	Policy and Planning	0.550	0.550	0.000	0.000	0.550
	Public Relations	0.200	0.200	0.000		0.200
Total		1.300	1.300	0.000	3.600	4.900
2012-2013	School Board Training	2.290	0.839	0.000	2.670	3.510
	Policy and Planning	0.700	0.200	0.000	0.000	0.200
	Public Relations	0.600	0.400	0.000	0.000	0.400
Total		3.590	1.439	0.000	2.670	4.110
2013 – 2014	School Board Training	4.720	1.000	0.000	2.670	3.670
	Policy and Planning	1.350	0.500	0.000	0.000	0.500
	Public Relations	0.680	0.100	0.000	0.000	0.100
Total		6.750	1.600	0.000	2.670	4.270

CHAPTER 3

FINDINGS

Table 7: Comparative Analysis of Estimates of Expenditure with Approved Expenditure for Technical Programmes (cont'd)

Fiscal Year	Function/ Programme	Recurrent Budget		Supplementary Budget/Grants/ Donations/Other		
		JSM		JSM		
		Purchases of Goods & Services for Technical Ac- tivities	Estimates of Expenditure	Approved Allocation	Supplemen- tary Budget/Fixed Deposits	Grants/ Donations
2014 – 2015	School Board Training	5.279	0.000	0.000	2.670	2.670
	Policy and Plan- ning	2.465	0.000	0.000	0.000	0.000
	Public Relations	0.94	0.000	0.000	0.000	0.000
Total		8.684	0.000	0.000	2.670	2.670
2015 – 2016	School Board Training	7.000	0.000	1.200*	0.000	1.200*
	Policy and Plan- ning	2.400	0.000	0.000	0.000	0.000
	Public Relations	0.900	0.000	0.000	0.000	0.000
Total		10.300	0.000	1.200*	0.000	1.200
2016 – 2017	School Board Training	11.000	0.000	0.000	0.000	0.000
(unaudited)	Policy and Plan- ning	2.400	0.000	0.000	0.000	0.000
	Public Relations	1.900	0.000	0.000	0.000	0.000
Total		15.300	0.000	0.000	0.000	0.000
2017 – 2018	School Board Training	9.600	0.000	4.900	0.000	4.900
(unaudited)	Policy and Plan- ning	2.400	0.000	0.000	0.000	0.000
	Public Relations	1.200	0.000	0.000	0.000	0.000
Total		13.200	0.000	4.900	0.000	4.900

*encashment of fixed deposit

CHAPTER 3

FINDINGS

SCHOOL BOARD TRAINING (cont'd)

The outcomes students achieve are inextricably linked to the overall performance of the School Board. A significant amount of power is vested in School Boards under the Education Regulations, 1980. Given the extent of the powers of the Boards of Management and their potential impact on student performance, it is critical that the necessary investment is made to ensure that they are equipped with the necessary tools and resources to carry out their functions effectively. There are over 10,000 School Board volunteers in Jamaica. Given the large army of volunteers which participate in this vital national education project to support the local management of schools, this investment should be taken seriously.

The foregoing recommendation is made against the background that the decisions School Boards make can prove costly to the Education Ministry if they fail to observe the necessary legal procedures. In addition, it needs to be recognised that good governance does not simply happen, but requires hard work and the building of appropriate skills and competencies.

The National Council on Education will continue to explore creative strategies to finance the training of School Board Members in light of the importance of this aspect of the Council's work. A mix of strategies has been explored to bring a wide range of support to the Board Members. The strategies are aimed at building partnerships at the local level, while at the same time engendering greater responsibility and stewardship in the management of educational resources. These include:

1. the development of an online training programme,
2. the publication of user friendly booklets or guides on frequently asked questions, and
3. creating an awareness of frequent cases brought before the courts.

These activities have been included in the organization's strategic business plans and have had to be carried forward year after year due to the absence of funding. Efforts to secure funding from donor partners have been unsuccessful.

The major School Board training achievements of the Council are outlined in Table 8 - Summary of Achievements Based on Major Legislative Mandates, School Governance. The Council is fully aware that the forging of strategic alliances and partnerships in this area of the Council's work is critical to promoting a seamless education system which caters to the needs of all students. Although much has been achieved, much more needs to be done in empowering School Boards to carry out their mandate.

CHAPTER 3

FINDINGS

Table 8: Summary of Achievements Based on Major Legislative Mandates - School Board Training

School Governance			
Training of School Boards			
Year	Achievements/Actions	Impact	Remarks
2002	Developed an Operations Manual for School Boards and Principals	This manual served as a resource guide to the Education Regulations, 1980.	No copies of the document were kept for posterity due to fiscal constraints.
2012	Development of Modular Training Programme through the support of the World Bank under the Education System Transformation Programme (ESTP). Eight modules were developed and four are being delivered in training programmes.	Over the past nine years approximately 5,380 School Board members have been trained island wide, utilizing this modular programme (see Table SG3): (i) Promoting Positive Ethos; (ii) Legal and Regulatory Framework governing the work of SBs; (iii) Human Resource Management – Emphasis on Recruitment, Selection, Leave Administration and Discipline; (iv) Fiduciary Management with special emphasis on Financial Management.	Lack of sustainable funding for this activity.
2013	Publication of School Board Training Manual with the support of the United Nations Children’s Fund (UNICEF)	The School Board training manual entitled “All Hands on Board” was launched on Friday, April 19, 2013. The handbook, which is currently out of print due to limited budgetary support, is posted on the Council’s website and is a vital resource in assisting School Boards to carry out their functions more effectively. The handbook is a useful tool for School Board members.	Lack of funding to reproduce the document for widespread dissemination. The document is posted on the Council’s website for access to those persons who have internet service.
	Development of a proposal for an On-line Training Programme.	The Council continues to explore the possibility of securing funding to support the development of an online training programme for School Board members. The aim is to provide the School Boards with on-going access to a repertoire of resource materials to assist them in carrying out their responsibilities. Proposals were submitted to a number of donor agencies; however, the response to date has been unfavourable.	Lack of funding to develop the programme.

CHAPTER 3

FINDINGS

Table 8: Summary of Achievements Based on Major Legislative Mandates – School Board Training (cont'd)

School Governance			
School Board Support - Resolution of School Governance Issues			
Year	Achievements/Actions	Impact	Remarks
2014-2015	School Board Review Committee established to review unresolved school governance cases reported to the Council.	The NCE provided support for School Boards in resolving school governance issues through the School Board Review Committee established in 2014. 22 cases were reviewed and resolved.	
2015-2016	Nine cases were reported during the fiscal year.	9 cases reported were reviewed and resolved.	
2016-2017	Nine cases were reported	8 of 9 cases reported were resolved.	
2017-2018	12 cases reported to the NCE	The reported cases were referred to the MOEY&I for adjudication.	The School Board Review Committee was dissolved in 2018. The cases are currently being reviewed by the MOEY&I

Table 9: School Board Training Workshops held 2009-2018

Year	No. of Workshops Held	Number of Persons Trained	No. of Schools	Funded By
2009-2010	4	234	N/A	Subvention
2010-2011	2	151	N/A	Subvention
2011-2012	5	236	N/A	The United Nations Children's Fund (UNICEF)
2012-2013	13	1,438	480	The Education System Transformation Programme (ESTP)
2013-2014	11	1,150	299	Subvention
2014-2015	13	1,153	392	Subvention
2015-2016	6	1,018	289	Subvention
2016-2017	No training due to unavailability of funds			
2017-2018	8	915	489	Subvention

CHAPTER 3

FINDINGS

3.2.2 RESEARCH AND POLICY ADVICE (R&PA)

The publication of research and policy papers is also regarded as one of the most important legislative mandates of the organization. It is through research that the Council carries out its policy advisory function. Between 2001 and 2007, the Council analysed and published data on student performance in the Caribbean Secondary Examination Certificate (CSEC) at the General Proficiency Level. The data were disaggregated according to individual schools in 20 selected subjects. The publication represented the results of the monitoring exercise carried out to track student achievement at the secondary level and engendered much public debate on the performance of Jamaica's education system.

In 2004, the Right Hon. Percival Patterson, the then Prime Minister, appointed the Taskforce on Educational Reform, after consultations with the constituent representatives, to coordinate the development of a comprehensive roadmap to guide the transformation of the education sector. He also appointed the NCE to be the body responsible for providing administrative support to this special Taskforce on Educational Reform and developing the report, through a consultative process. The Taskforce on Educational Reform Report, 2004, which consists of approximately 122 recommendations, is considered today, as the blueprint for transforming the Jamaican education system.

CHAPTER 3

FINDINGS

Table 8: Summary of Achievements Based on Major Legislative Mandates – Research and Policy Advice

Research and Policy Advice (R&PA)			
Year	Achievements/Actions	Impact	Remarks
1994	Research on Free Voluntary Reading in 38 grade 4 classes in 12 primary schools in Kingston, St. Andrew and Clarendon.	Students exposed to the intervention made significant gains in their grade level reading development. The findings of the research informed teaching practice.	
1994-1999	Recommendations of the ThohT programme which involved a new approach to teaching Science in Jamaican schools.	The programme which was based on a set of recommendations to impact the teaching/learning process was trialled in six primary and all-age schools in Kingston, St. Catherine and Westmoreland.	
1998	Pilot Study of the Cluster Board form of School Management in two sites: Greater Portmore, St. Catherine and Clarendon, St. Ann.	The findings of the research used to inform the appointment of School Board process.	
	Establishment of the New Horizons Project for Primary Schools. This project was a seven-year joint initiative of the United States Agency for International Development (USAID) and the Government of Jamaica which was managed by the NCE.	The numeracy and literacy levels of students in 72 selected primary schools throughout Jamaica improved.	
1999	Survey of Schools on the Shift System to identify areas of best practices and challenges.	The findings were shared in a detailed report with the Ministry of Education.	This research was financed by the Council's budget under the subvention account.
2001-2007	Published data on student performance in the Caribbean Secondary Education Certificate (CSEC) at the General Proficiency Level.	The publication represented the results of the monitoring exercise carried out to track student achievement at the secondary level and engendered much public debate on the performance of Jamaica's education system.	This activity was discontinued as the Ministry of Education has assumed responsibility for publishing the data.

CHAPTER 3

FINDINGS

Table 10: Summary of Achievements Based on Major Legislative Mandates - Research & Policy Advice (cont'd)

Research and Policy Advice			
Year	Achievements/Actions	Impact	Remarks
2002	Prepared a comprehensive set of policy recommendations on the changes to be effected in the early childhood development sector in Jamaica.	Recommendations submitted to the Minister of Education in 2002. Most of the recommendations were implemented with the establishment of the Early Childhood Commission (ECC).	
2003	Publication of the Parent-Teachers' Association Handbook	Resource document for PTAs island-wide.	Document no longer being reproduced.
2004	Publication of the "Taskforce on Educational Reform Report, 2004". A special report was also prepared for the Early Childhood Development Sector.	The document is utilized as a blueprint or roadmap for transforming the education sector in Jamaica.	
2006-2007	Policy Paper on the Reintroduction of Compulsory Education in Jamaica.	The paper included a suite of recommendations to improve low school attendance such as the expansion of the school safety net programme, targeting areas of risk where school attendance was low and the deployment of social workers to assist families at risk.	
2007	Published Star Performers: Performance of Students in PEIs on the Grade Four Literacy Test (GFLT)	Performance of students tracked and monitored in primary schools at the grade 4 level.	
2008	Prepared a position paper on "Social Promotion of Students in the Education System".	Report presented to Parliament on July 30, 2008	

CHAPTER 3

FINDINGS

Table 10: Summary of Achievements Based on Major Legislative Mandates - Research & Policy Advice (cont'd)

Research and Policy Advice			
Year	Achievements/Actions	Impact	Remarks
2009 - 2010	Policy Papers: Rationalization of Government Subsidies for the Caribbean Secondary Education Certificate Examinations, 2009.	Submitted to the Ministry of Education in 2009	This activity was funded under the New Horizon for Primary Schools Project.
2009 - 2010	Policy Paper Poor Performance of Students in the Caribbean Secondary Education Certificate Examinations (CSEC) with recommendations for developing a seamless education system.	Submitted to the Ministry of Education in 2009	
2010	Policy Paper: The Use of Expletives and Inappropriate Language in Textbooks.	Submitted to the Ministry of Education in 2009	
2011	Research on School Board Effectiveness: With the support of the United Nations Children's Fund (UNICEF), a baseline survey on the status of effective governance in public educational institutions was conducted in 2010. This survey included a comparative analysis of local school governance practices in Jamaica with international best practices in selected countries.	The findings of the research were presented to a cross-section of School Board members, principals, teachers, and education consultants, ministry representatives, funding partners and other stakeholders on December 6, 2011. The findings were also used to inform the development of the handbook for School Boards All Hands On Board	

CHAPTER 3

FINDINGS

Table 10: Summary of Achievements Based on Major Legislative Mandates - Research & Policy Advice (cont'd)

Research and Policy Advice			
Year	Achievements/Actions	Impact	Remarks
2011	Abstract: Raising Achievement, Closing the Gaps: Winning Back Our Boys	Paper presented at the Fourth Annual Special Education Professional Development workshop of the Nathan Ebanks Foundation in 2 sessions in Montego Bay and Kingston.	
	<i>Teaching Males – this paper compared the performance of girls with that of boys at various levels of the Jamaican education system. It also explored strategies to support the effective teaching of male students with a view to reducing performance gaps.</i>	Presented at the Annual Conference of the Council of Community Colleges of Jamaica (CCCJ).	
2012	Abstract: <i>Barriers to Effective Governance in Public Educational Institutions.</i> It outlined the development of corporate governance internationally, and established the relationship between governance and management of public educational institutions in Jamaica. The abstract identified some of the major barriers to effective governance in Jamaican schools and explored strategies which could be adopted to overcome the barriers.	Presented at the 22 nd Annual Conference of the Association of Caribbean Tertiary Institutions in 2012.	
2014	Abstract: <i>Accountability of the College Board and Issues Impacting Effective Governance in Tertiary Educational Institutions in Jamaica.</i>	Presented at the Annual Conference of the Council of Community Colleges in Jamaica. The abstract explored strategies which boards of management of colleges in Jamaica can adopt to reduce the negative impact of barriers to effective governance in public educational institutions.	The presentation was well received. Since then, the National Council on Education has been asked to present at the CCCJ's Annual Conference on school governance matters.

CHAPTER 3

FINDINGS

Table 10: Summary of Achievements Based on Major Legislative Mandates - Research & Policy Advice (cont'd)

Research and Policy Advice			
year	Achievements/ Actions	Impact	Remarks
2014	Review of the current leave arrangements for Jamaican teachers as outlined in the 1980 Education Regulations, 2014. The paper included recommendations on how the current leave arrangements could be reformed with limited impact on the education system.	Detailed report submitted to the Hon. Minister of Education on December 22, 2014.	The NCE is awaiting feedback on the draft report submitted to the MOEY&I.
	Coordinated the review of the Jamaica Teaching Council (JTC) Bill, 2013, and prepared and submitted a report on over 30 comments from stakeholders and the general public to the Minister of Education.	Detailed recommendations submitted to the HME on April 30, 2014	The 2018 Bill is currently being reviewed. NCE invited to participate in the review sessions
2015 - 2016	<p>Policy Review :</p> <p>In 2015, reviewed and prepared a detailed response for submission to the Ministry of Education:</p> <p>Draft Safe Schools Policy,</p> <p>Draft Special Education Policy,</p> <p>Draft Proposals on School Improvement and Special Measures Reform,</p> <p>Draft Philosophy on Education</p>	Detailed comments submitted to the MOE in 2016.	Feedback being awaited on the NCE's proposals.
2016 - 2017	Conducted research on dress and grooming guidelines for students in schools, 2017, which informed the development of a national framework on school dress and grooming, to be finalized in June 2018.	The document, which was submitted to the MOEY&I, will be used to inform the development of National Guidelines on Dress and Grooming for Students.	Two presentations made to the Senior Policy Group.

CHAPTER 3

FINDINGS

3.2.3 PUBLIC EDUCATION/RELATIONS /AWARDS (PE/& A)

Keeping the public informed about the role and functions of the organization and new developments within the education sector continues to be an important strategy adopted by the Council. This strategy was accorded a high level of priority and, as a result, a specific strategic objective with performance targets were developed to track the performance of the Council in this critical area of its work. In the earlier years of the organization, public relations firms were engaged on a retainer to provide technical support in this vital area. However, in more recent years, this support was unaffordable due to the austerity measures experienced in government and the limited fiscal accessibility. Over time, these factors have eroded the organization's capacity to promote itself. Efforts have had to be diverted to pursue low-cost strategies and to solicit sponsorship and donor support which proved to be time-consuming and diverted attention from core functions. It must be noted that the current organizational structure does not make provision for public relations support (see organizational structure at Appendix 7).

CHAPTER 3

FINDINGS

Table 11: Summary of Achievements Based on Major Legislative Mandates - Public Education/Relations/Awards

Public Education/Relations/Awards			
Year	Achievements/Actions	Impact	Remarks
1999	National Conference under the theme "Parents as Partners in Education"	Four hundred persons, including members of parent-teachers associations, church groups, governmental organizations, teachers, parents, children, policy-makers, among others, benefited from the information shared over a two-day period.	This activity was funded under the New Horizon for Primary Schools Project.
2004	Hosted a Parent Education Conference under the theme "Personal Empowerment for Better Parenting"	Approximately 500 participants, including parents, teachers, students and other stakeholders attended the conference.	
2007	School Management Awards Ceremony held under the theme "Commitment to Service/ Embracing the Vision"	School Board Members in Regions 4 (Hanover, St. James and Westmoreland and 5 (Manchester, North Clarendon and St. Elizabeth) recognized.	
2008	Award function to honour members of the Taskforce on Educational Reform, 2004 under the theme "In Pursuit of a Coherent and Consistent System of Education.	Members of the Taskforce on Educational Reform, 2004, recognized.	
2009	Hosted island-wide public fora on "Effective Financing of Education in Jamaica" through public/private partnerships, in the three Counties of Jamaica - Cornwall, Middlesex and Surrey in 2009/2010.	Recommendations documented based on stakeholder feedback on how the education sector may be effectively resourced.	
2011 - 2018	Cordinated national consultations on the draft National Education Strategic Plan (NESP) on behalf of the Ministry of Education. The Plan is now utilized by the Ministry as part of its planning framework.	Detailed report documenting the major issues raised during the consultations was prepared. The document facilitated the finalization of the NESP.	Over 780 persons representing 6 educational regions were consulted.

CHAPTER 3

FINDINGS

Table 11: Summary of Achievements Based on Major Legislative Mandates - Public Education/Relations/Awards (cont'd)

Public Education/Relations/Awards			
Year	Achievements/Actions	Impact	Remarks
2011 – 2018	Conducted 42 presentations to impart information to key stakeholders about the role & functions of NCE.	Increased public awareness of the role & functions of the NCE, improved profile of School Boards as a worthwhile civic exercise and engendered greater involvement in the education sector.	Limited human resource capacity to respond to the many requests for individual presentations.
	Prepared 11 newsletters and disseminated to key stakeholders (Ministry personnel and public educational institutions).	Stakeholders kept up-to-date on the activities, achievements and upcoming events of the NCE.	Due to severe financial constraints the publication of the newsletter was discontinued.
	Participated in 30 media interviews.	Imparted information to key stakeholders about the NCE.	
	Prepared 14 articles/ media releases for publication.	Increased public awareness of the NCE.	
	Re-established the NCE website.	The website is used as a tool to ensure access to relevant and current information by key stakeholders.	

CHAPTER 3

FINDINGS

3.3 STAKEHOLDER EXPERIENCE OF THE NATIONAL COUNCIL ON EDUCATION

An Analysis of Stakeholders' Experience of the Work of the NCE over the last Twenty-five Years

In analysing stakeholders' experience of the work of the organization, the primary data collected were organized into main themes to coincide with the documentary analysis on the performance of the Council. There were four main themes identified from the discussions held during the interviews and focus group sessions. For the purpose of this analysis, the school governance theme was broken down into three sub-themes; the policy function was twinned with research; and public education/relations and awards treated as a single theme.

(i) School Governance

- a) School Board Appointment
- b) School Board Training
- c) School Board Support Inclusive of Resolving School Governance Issues

(ii) Policy Advice and Research

(iv) Public Education/Relations and Awards

CHAPTER 3

FINDINGS

The overall response to this aspect of the question indicated that the experience of stakeholders with regard to the Council's work was, in the main, one of a school governance and policy advisory nature, i.e. facilitating the appointment of School Boards and providing policy advice to the Ministry of Education. Approximately 69% of the respondents in the survey indicated that their main experience with the NCE was in facilitating the appointment of Boards and Board Chairs, while 20% stated that facilitating the continuation of educational policies across administrations, was their main experience. Approximately 23% identified proposing policies to the government, which had made an impact on education as their major experience, while 20% identified resolving disputes between school administration and the School Board to be their main experience.

Table 12: Stakeholders' Experience of the NCE's Work

Responses	# of Responses	% Response
R1 Facilitates the continuation of educational policies across administrations.	7	20.00
R2 Proposes policies to government, which have made an impact on education.	8	22.86
R3 Works well with both political administrations.	5	14.29
R4 Gains the respect of general public by its existence.	2	5.71
R5 Resolves disputes between school administration and School Boards.	7	20.00
R6 Facilitates the appointment of Boards and Board Chairs.	24	68.57
R7 Other	2	5.71

CHAPTER 3

FINDINGS

Of the 19 interviews conducted, 14 persons indicated that their main experience with the NCE was that of a policy/research nature and the training/appointment of School Boards. Twelve of the interviewees only mentioned School Board appointment as part of their experience. However, it must be noted that many of the interviewees, particularly the members of the 'elite group' and the participants in the focus group sessions, qualified their experience with NCE. For example, some stated that it was satisfactory, with the need for improvement in certain areas, such as School Board training, School Board support and policy advice.

The overarching constraints, described as being of a financial, human and structural nature were alluded to as the reason for not having a totally positive experience of the work of the organization. Based on the findings, it can, once again, be assumed that a significant number of stakeholders lacked a full understanding of the role and functions of the organization, and that their experience was limited to the nature of their work with the organization. The findings justify the recommendations that the organization needed to be more visible in the media by pursuing a more comprehensive public education programme to inform key stakeholders about its mandate.

CHAPTER 3

FINDINGS

3.4 NATIONAL COUNCIL ON EDUCATION'S EFFECTIVENESS

What are the Perceptions of Stakeholders with Respect to NCE's Effectiveness in Fulfilling its Mandate?

In analysing the data on the effectiveness of the Council's work, the views of respondents were classified using the relevant themes and sub-themes identified in question 2. Of the 19 interviews that were conducted, 17 interviewees stated that the NCE was effective and that their experience was a positive one, while one interviewee stated that it was neither effective nor ineffective, and one other rated the Council as being ineffective. With regard to the survey, approximately 11% of those interviewed indicated that the Council was very effective, while 46% rated the organization as effective; 31% indicated that it was neither effective nor ineffective, and approximately 3% said it was ineffective. The main themes/sub-themes which were raised during the focus group sessions were policy advice, School Board training, School Board appointments, and resolving school governance issues. With regard to their effectiveness, the participants had mixed views.

Table 13: How effective has the NCE been in fulfilling its mandate?

Responses		# of Responses	% Response
R1	Very Effective	4	11.43
R2	Effective	16	45.71
R3	Neither	11	31.43
R4	Ineffective	1	2.86
R5	Very Ineffective	0.00	0.00

CHAPTER 3

FINDINGS

3.4.1 SCHOOL BOARD APPOINTMENT

The timely appointment of School Boards was commended. The speed at which School Board appointments were being processed was assessed as having improved over the last few years. This was credited to the implementation of the cyclical appointment process which resulted in some efficiency gains in time management and organization, as the School Boards were appointed in cycles according to educational regions. The introduction of the cyclical appointment process was seen as impactful, and served to lessen the likelihood of a school operating without a board for an extended period of time with the NCE not being aware of the situation.

It was recognized that the NCE was not the only stakeholder in the appointment process and that oftentimes when there were delays it was not because the NCE had not done its work.

Some persons interviewed, expressed appreciation for the improvement in the appointment process. A former Permanent Secretary (PS) declared, *"...in regard to the processing of Board Members and Chairs for schools and so on, again as a PS, I depended very heavily on the work of the Council in terms of moving things at a pace,...I have always found that the staff are people who have worked really hard, worked very well"*.

Another former PS indicated, *"...as it relates to Board appointments, they have done very well and they have improved over time and have followed policy directives that different Ministers would have given. There were some changes that were done in 2012 and 2016 and they led those Board activities effectively, including streamlining and instituting a Committee that looked at Boards that were not performing up to standard"*.

Politicization of the Appointment Process

The politicization of the appointment process was a recurrent issue raised throughout the survey, the focus group sessions and the interviews, as a matter that should be dealt with. It was generally referred to as 'taking the politics out of education'. It was the general opinion of the participants in the focus group sessions that the politicization of the appointment process negatively impacted not only the timeliness of the appointment process, but also the 'quality' of the School Board members selected. The depoliticization of the process was deemed necessary to realize significant improvements in this area of the Council's work. An interviewee indicated that the NCE had failed, as it was unable to eliminate the politician in the Board selection process. However, another interviewee stated that *"...when we have politicians, whether we accept it or not, its influence seems to dominate and is greater than the others combined"*.

CHAPTER 3

FINDINGS

On two occasions, the NCE had prepared a Cabinet Submission which sought to address the MPs involvement in the appointment process, however, no response was received from the Ministry. A creative strategy is needed to address this challenge, which is perceived by the Council's stakeholders as a major restraining factor in achieving its goals.

Nomination of Church Schools

In one focus group session, concern was raised about the level of independence the church schools had in the appointment process and how this had been impacting the quality of the volunteers selected. It was generally felt that the Church also had some work to do in refreshing their School Boards. Perhaps, each religious denomination could institute an internal mechanism to assess the effectiveness of School Boards nominated by the Church. There was generally no major concern with the length of time it took to appoint School Boards.

CHAPTER 3

FINDINGS

3.4.2 SCHOOL BOARD TRAINING

This area of the Council's work received some negative feedback, particularly from the focus group sessions. Some of the concerns raised in the focus group meetings were the frequency, timeliness, use of technology and the organization of the training programme. One participant in the session stated that the training was infrequent and delivered too long after the members were appointed. Another indicated that more support was needed immediately after appointment and suggested that the training should be held at the beginning of the appointment process. This was supported by the Minister of Education, Youth and Information in his statement, "*... what I certainly would love, is that persons who are nominated, need to go through a training programme before being appointed, just like the Justice of the Peace programme*".

It should be noted that four of the 17 interviewees, which included a former Minister of Education and Permanent Secretary, commended the organization on the delivery of the programme as captured in the following statements:

"I believe the NCE has been very active in both the appointment and the training of School Boards and I think that has made a difference".

"I know NCE has done a lot in ensuring uniformity and standardizing practices and locating all of that in an operations manual and done a lot in training School Board members."

Two of those interviewed stated that the NCE was not effective in the delivery of the School Board training programme, while seven were of the view that the School Board training programme needed to be strengthened by being properly resourced. This was also supported by the Minister of Education, Youth & Information.

A documentary analysis of the evaluation of the training workshops held in 2012-2013 was conducted. The participants were asked to evaluate the workshop utilizing a five-point Likert scale: 5 *Strongly Agree*; 4 *Agree*; 3 *Neutral*; 2 *Disagree*; 1 *Strongly Disagree*.

CHAPTER 3

FINDINGS

A 15% sample of the participants' evaluation reports, randomly selected, was reviewed. The summary evaluation report revealed that the participants found the workshop very effective, that the information shared was extremely useful and relevant and that it made them better prepared to carry out their functions as a School Board member. The presenters received an average favourable rating from a low of 3.8 to a high of 4.9. The participants' recommendations, which were all addressed, were as follows:

- (a) Allot more time for each presentation;
- (b) Reduce areas of duplication among presentations;
- (c) Allow for practical exercises such as case studies;
- (d) Convene training sessions more frequently.

A summary evaluation of the workshops held in 2018, utilizing a different evaluation instrument, revealed the following:

- (i) Seventy-eight percent of the participants strongly agreed that the workshop helped them to better understand their role and functions as a School Board member while 22.29% merely agreed.
- (ii) Seventy-nine percent of the participants strongly agreed that the content was relevant while 21.1% merely agreed.

Some general comments were, *"the training was awesome"*, *"it was a bit too long"*, *"I think I have enough information to function more meaningfully and effectively as a Board Member"*.

While identifying the limitations of the training programme, some of the respondents were mindful of the constraints which the Council faced in this critical area of its work. A former permanent secretary of the Ministry of Education stated that *"I am also aware that in the past, the Council has not had the sort of funding that it needed in order to do that particular part of the work; training and development of Board Members and Board Chairs"*. A number of proposals for improving the delivery of the programme, was made. The suggestions are explored in the recommendations.

CHAPTER 3

FINDINGS

3.4.3 SCHOOL BOARD SUPPORT INCLUSIVE OF RESOLVING SCHOOL GOVERNANCE ISSUES

The function of resolving school governance issues was referred to by some respondents as one for which the Council provided support. Twenty percent of the persons interviewed indicated that their experience with the Council was that of resolving school governance issues. One of the interviewees commended the Council for setting up a special committee to address these matters. This was supported by a former Minister of Education, who said, *“my view is that they have created a backdrop using a legal metaphor almost a ‘court of appeal’ for the day to day decisions and concerns that betake the education system”*.

Continuous assessment and monitoring were the main areas that the interviewees in the survey thought could alleviate possible issues with School Boards. During the focus group sessions, it was noted that the NCE staff was found to be very accommodating, especially the Executive Director, in terms of the support provided in resolving issues with School Boards. It was recommended that more modernization was needed in guiding School Boards. The publication of the handbook *All Hands on Board* was referred to as a useful tool in this regard.

More support was seen as necessary for School Boards to effectively govern schools. One of the respondents who was interviewed, relayed this response:

“Essentially, I think the biggest point for me is that I believe it would be most helpful if there is less dispersion of the responsibilities of the Council, to enable greater focus on School Boards. I really think the School Boards need that kind of guidance, remember that the School Board is a voluntary organization and they need to be continually convinced that they are appreciated and they need to be continually guided, they need to be continually trained. It is not like you are paying someone, a bunch of people, so you can demand, you really have to coax the required professional behaviours out of them”.

CHAPTER 3

FINDINGS

3.4.4 POLICY ADVICE

This aspect of the Council's work was analysed utilizing the responses to the question: "What has been your experience of the NCE's work over the last twenty-five years?" Twenty percent of the respondents in the survey stated that the NCE facilitates the continuation of educational policies across administrations, while approximately 23% stated that the NCE proposed policies to government had made an impact on education.

Of the 17 interviews conducted, eight persons felt that the Council had done a good job in this regard. An interviewee interacting with NCE over the years in various capacities, stated, *"I think the NCE is to be singularly credited for the fact that we have depolarized education, education is no longer a political football which is actually one of the key objectives of the NCE. I would say NCE has achieved that, in terms of allowing more integration, more collaboration, and more cooperation across political administrations, where education policies and the aspiration of education are concerned. In summary, I would say, as an evaluator, they have been certainly worth their existence as an institution"*. Two of the respondents in the interviews had mixed views; two had negative opinions about its performance, while five did not voice an opinion on the policy advisory function.

The respondents in the survey praised the NCE for the role it played in the preparation of the Task Force Report, on Educational Reform, 2004. Another stated that, *"it has balanced and incorporated all the views of the persons we had consulted, really to take the education system a step further along"*.

The Council was seen as 'instrumental' under the leadership of Dr. Simon Clarke in assisting the MOEY&I to review the Education Regulations, the Jamaica Teaching Council (JTC) Bill and the leave arrangements for teachers. An interviewee expounded saying, *"NCE played a critical role in the re-imagination, redesigning, of the revision of the Education Regulations and legislation that gave birth to agencies such as JTC. I have seen in the last two/three years, the NCE playing an integral role in getting those two pieces of legislative work come together ensuring broader and providing stakeholder participation"*. Another mentioned how closely connected she was to NCE in this area and that she had *"...quite a good working relationship over the years"* referring to NCE giving *"....interesting and copious feedback and also, most times, will impact what the policy direction will turn out to be, so we really had a good working relationship"*.

One stakeholder felt that the Council should play a greater role in the policy development process; however, she was of the view that structural constraints within the system prevented this from happening. *"I think what we have seen is a system, a structure that has not allowed for the easy involvement of the Council in policy development. It is as if the Council has to wait to be asked...maybe we just need to reposition in the minds of administrators the role of the National Council"*. A former permanent secretary supported this position by saying, *"...so I believe NCE should have a voice at the table. If they are not*

CHAPTER 3

FINDINGS

invited, they should be able to impose themselves to be a part of that and assist in terms of consultation if it is national”.

Some of the feedback received from the stakeholders in respect of the policy advisory function were:

- (i) *“the NCE presently seems to be primarily relegated to a much needed and necessary reactive position:. putting out fire instead of lighting fire, properly understood by the mission of the Council leadership in stimulating, advising and promoting consensus ...system of education”.*
- (ii) *“What I would like to see more of is, research or outputs from research from the NCE in that regard. Given that they are supposed to be an advisory body to the Minister on educational policies, but I know a slew of challenges would come back to me in that regard”.*
- (iii) *“but if we just work on what we have and articulate the mandate in a way that it can be put into practice, practice instead of theory. It is more theoretical than practice”.*
- (iv) *“To be more assertive, to delve more deeply, not only into the fabric of the education that exists now but to take a futuristic approach where they are asking themselves with greater emphasis, the question “what are we doing now, is it serviceable for the lives of our students, is it effective for the needs of our economy and does it envisage and lay the foundation for the new Jamaica? Putting positively, they have an awesome, and, I dare say, sacred role in guiding the system”.*

CHAPTER 3

FINDINGS

3.4.5 PUBLIC EDUCATION/RELATIONS/AWARDS

This theme concerns the visibility of the organization to the general public and in the media. This area of the Council's work received negative reviews, particularly from the interviews conducted. The public presence of the NCE was not deemed to be very high. Some of the concerns raised were 'lack of visibility', a 'low profile', 'needs to be more proactive and more transformational'.

In the survey, only approximately 6% of the respondents stated that the NCE gains the respect of the general public over its existence. To sum up the issue, one interviewee stated, *"I think these are the days of social media and a lot of communication activity, I would like to see more of NCE in the news; indicating they are there, they are fulfilling a purpose, their successes, where they feel they may be the case of something good happening. I would like them to have a higher visibility, because I think it is a good institution"*.

One interviewee stated that the Council could be doing good work, but was not communicating this to the general public; the analogy was used *"of hiding the light under a bushel"*.

A former chief education officer indicated that structure could be a problem. She emphasized that the Council needed to be given the resources necessary to carry out the mandate, by stating, *"and by that I mean funding and staffing, because if they had a wonderful public relations unit or division, then they really could market themselves more, and more people would know about them... it is my opinion that they need more support"*.

During the focus group session, the issue of visibility was raised. It was noted that previously, respondents felt more of NCE's presence through school management awards and more frequent School Board training sessions.

CHAPTER 3

FINDINGS

Summary of Analysis

It was the general opinion that the Council, in the main, had fulfilled its mandate based on what it had accomplished and the resources allocated to do so. Improvements in the School Board appointment process were highlighted as a major achievement. It was noted that the problem of schools operating without a Board of Management for extended periods was cauterized. However, improvements were needed in the calibre or quality of the volunteers selected as this could impact the effectiveness of the Board. This was seen as a plausible recommendation, considering that the educational landscape has changed and that principals are now required to be more qualified, hence the need for a more qualified cadre of School Board chairmen and members to support a more robust system of accountability. Increased background checks and vetting of curriculum vitae may provide partial solutions in identifying suitable persons to serve; however, a more fundamental issue needs to be addressed.

The challenges identified, signalled that the time is right for an overall review of the current governance arrangements of public educational institutions. The appointment of approximately 1,000 School Boards on a three year cycle is an enormous task, which requires significant investment in time, human and financial resources. One issue which must be considered is how School Boards are organized and managed. The organization charged with the responsibility for this mandate must also be appropriately resourced to carry out this function effectively, as any review of performance must be viewed within the context structure, strategy and support.

A more efficient system of governance is therefore urgently needed, which provides support for schools, facilitates high levels of accountability and which seeks to address the negative impact over the years of the politicization of the School Board appointment process.

With regard to School Board training, a number of concerns were raised, which included the frequency, timeliness, and the relevance of the modality approach to training. There seemed to

be a slight divergence between the stakeholders' perceptions and the participants' views. The documentary analysis of the evaluation of the workshops conducted in 2012/2013 and 2018 revealed that the participants found the workshops useful. An area of congruence between the stakeholders' perception and the participants' views was the modality of the training. The participants indicated that they would have preferred more interactive group sessions. A number of strategies are being pursued to address the stakeholders' recommendations.

CHAPTER 3

FINDINGS

The mandate of giving policy advice to the Minister of Education had mixed reviews. In responding to requests for advice, the NCE has been very responsive, but some respondents suggested that NCE taking the initiative to conduct its own research and provide advice to the Minister of Education, would also be welcomed. A number of respondents indicated that the organization lacked visibility and had a low media presence. This was attributed to the lack of specialized support, work overload and a structural problem in which the Council was perceived as acting within the framework as defined by its own structure and also that of the Ministry of Education. This begs the question, “Is there an appropriate fit among the organization’s legislative mandate, its strategies and structure?”

CHAPTER 4

RECOMMENDATIONS

Stakeholders' recommendations were classified utilizing the major themes and sub-themes identified in the analysis. In the survey, 51% of the respondents recommended that the organization should address educational policies which are of national importance, while 83% stated that the organization maintains continuous training of School Boards. Sixty percent of the respondents indicated that the Council should work with schools to assist them in resolving School Board issues and 51% recommended that the organization should continue to facilitate the appointment of School Board members (see Table 15 for additional information). The major recommendations which are outlined below, constitute the consensus of the stakeholders who participated in the evaluation exercise. It must be noted that a significant number of the recommendations are already being pursued; however, funding continues to be a major restraining factor.

A. Legislative Review

- (i) Amend the NCE Act, 1993, based on the recommendations in Table 2. The duplication of a function which is being carried out by another agency, should be removed and the membership adjusted to increase the student representation to give them a greater voice in influencing educational policy decisions.
- (ii) Special effort should be made to ensure that the procedures laid down in the Act are observed, as failure to do this could compromise the legitimacy of the organization and decisions made. Particular reference is being made to the constitution of the Council and the procedure for appointment.

B. School Governance

(i) School Board Appointment

CHAPTER 4

RECOMMENDATIONS

(a) Pursue strategies to improve the calibre of School Board nominees. It was noted that the appointment process had improved significantly; however, efforts should be made to improve the calibre of the appointees. One respondent in the interviews stated, *"...we want persons who are better fits to lead our schools and participate in the governance, maybe this is a change the NCE can help us with, in terms of getting more qualified, able, eligible and available persons to serve on our School Boards"*.

One participant in the focus group session attributed the low calibre of Board Members to the participation of politicians in the selection process. Another participant, while noting that this was not possible, remarked however, that the *"quality of those who sit on the Boards is very important"*. A recommendation of the focus group session held in Kingston was that there should be a revision of the standard and quality of Board Chairpersons and Members.

(b) Depoliticize the appointment process. This was a recurring recommendation in all aspects of the evaluation exercise; interviews, survey and focus group sessions. An interviewee indicated that an open, transparent and unbiased process was needed for the selection of School Board members. It should be noted that since 2009, two Cabinet Submissions were prepared to regulate the involvement of the Member of Parliament in keeping with the recommendations of the Taskforce on Education Reform, 2004; however, no formal response has been received

(c) Institute mechanisms for monitoring the effectiveness of School Boards. This recommendation was recorded in both the focus group sessions and the interviews. In one focus group session, it was recommended that there should be a system in place to track the performance of School Board members in terms of attendance at meetings and School Board training workshops. One participant in the session held for Regions 1 and 2, stated that *"if two terms have passed and there is no board meeting, the board should become null and void."* This activity will require additional human resource support.

(d) Introduce a stipend for School Board members. This was a recurring recommendation in all three aspects of the evaluation. One interviewee supported this recommendation in his statement, *"I would like to see where there is a small stipend to ensure they have something, so they can cover some of their expenses. Sometimes our Chairman, our Board Members have to travel on behalf of the school; it becomes tenuous at times for them to be facilitated, so we want that as a part of the mechanism going forward."*

CHAPTER 4

RECOMMENDATIONS

(ii) School Board Training

School Board training was identified as an important aspect of the school governance structure. In the discussions, training was linked to performance.

- (a) Make training mandatory for all School Board Members. It should be a basic requirement for appointment. If a Board Member fails to attend training, he should be removed from his position.
- (b) Train School Board Members prior to appointment just as in the Justice of the Peace Programme.
- (c) Conduct School Board training workshops on a consistent basis and document the training sessions for future reference.
- (d) Extend the duration of the training workshops to allow more time for discussion on the Education Regulations, 1980.
- (e) Conduct training in small groups and concurrent sessions.
- (f) Infuse technology in the training, this was reflected in statements such as “*modernize the training*” and “*I do not feel that a lot of modernizing is taking place in the whole area of guiding School Boards*”.
- (g) Develop an online training programme with a certification component to cut costs. There is the need for a mixed modality programme with the infusion of training videos.
- (h) Disaggregate the membership for the purpose of training, as Chairpersons of Primary School Boards need more support.
- (i) Share resources between the NCE and the schools as this could lead to a more optimal training programme.
- (j) Incorporate in the training topics on self-awareness, socio-emotional intelligence, promoting good relations and maintaining good interpersonal relations.
- (k) Ensure that each school gets a package of workshop materials, whether or not they attend the training workshop.

CHAPTER 4

RECOMMENDATIONS

(l) Establish a School Board training institute, similar to the Justice Institute model, to provide a rich array of resources, materials and support for School Board members.

(iii) Resolving School Governance Issues

This was generally referred to as School Board support with regard to assisting School Boards to resolve governance issues. The recommendations for School Board support were numerous and varied. Indeed, the extent of the general discussion reflected the depth of the stakeholders' concern about this area of school governance.

- (a) Develop terms of reference for Chairmen and other School Board Members.
- (b) Impose sanctions against Board Members if they abuse their power.
- (c) Create an Association of Chairmen and Vice-Chairmen to facilitate the sharing of information.
- (d) Create opportunities for bonding through social interactive sessions.
- (e) Offer certification to School Board Members who have served the education system. This could be done through the Quality Education Circles (QECs).
- (f) Institute a system whereby the Education Officer is required to report to the NCE, any School Board that has not convened a Board meeting.
- (g) Develop, through collaborative effort, standards for School Boards and a mechanism to ensure that the standards are met. These standards are to be included in the Education Act and Regulations.
- (h) NCE should act as an investigative arm. If a matter is reported whether, formally or informally, once the NCE has any inclination of the matter, it should investigate and probe further to ensure speedy resolution of the issue.

CHAPTER 4

RECOMMENDATIONS

C. Policy Advice

- (i) Be proactive rather than reactive to the policy advisory function. This was a general recommendation made in all aspects of the evaluation exercise. The Council was encouraged to be less reactive and to play a more active role in stimulating, advising and promoting consensus in educational policy development. This entails scanning the external environment to identify possible risks, opportunities and gaps and advising the Minister on these matters. This recommendation was supported by the statement “NCE needed to be ‘at the table’ as policy matters were being discussed”.
- (ii) Clarify the role the organization should play in policy development. There were contending views on this issue, some respondents were of the view that the Council should play a pivotal role in the conceptualization, design and implementation of policy; others felt that it should be the “gate-keeper” for educational policies, prior to being tabled before Cabinet. This meant that the Council should engender consensus on a particular policy matter through widespread stakeholder consultations. One interviewee stated that *“the NCE needed to be very clear in its mind and with the Ministry of Education at what point they come in and what their advice will be in terms of those policies.”*
- (iii) Ensure that there is an effective working relationship with the Ministry and that the organization is involved in the discussions about new and existing policies which are being modified.
- (iv) Grow the policy mandate and get a wider understanding of the meaning of this mandate to inform what is to be done. This is necessary so that the organization can have a meaningful impact.
- (v) Organize regular meetings with the Minister of Education to discuss and propose matters.
- (vi) Partner with colleges and universities to conduct research and publish findings.
- (vii) Develop a registry of educational policies in Jamaica so that the organization may become a repository for this kind of information.
- (viii) Give the Council more authority to interface with the operations of the education system at various levels, i.e. at the regional level and at the level of the central Ministry.

CHAPTER 4

RECOMMENDATIONS

D. Public Education/Relations/Awards

This was a common theme throughout the evaluation exercise. A number of recommendations were made to assist the Council in increasing its visibility. The twenty-five-year anniversary review was commended and seen as a platform for increasing the organization's public presence. Although there was a general concern among stakeholders about the lack of visibility of the organization, many of the interviewees sympathized with the Council due to its lack of financial and human resources; one interviewee articulated *"as at the end of the day, a Council needs to be judged on its ability to perform and if it doesn't perform, it wouldn't be because the Council does not want to do the work, it would be because it may not have had the resources necessary to do the work. Resources, capacity and the structure are the three main things"*.

The following are the major recommendations in respect of public relations/education/awards:

- (i) Publish the findings of research conducted and share with the general public to increase the Council's visibility.
- (ii) Engage a technical team to do research.
- (iii) Utilize the website and social media to increase the organization's visibility.
- (iv) Rebrand the organization and increase marketing of its services.
- (v) The NCE and the Ministry of Education should meet to discuss how the organization can retake its rightful place as the umbrella organization for educational policy.

CHAPTER 4

RECOMMENDATIONS

SUMMARY

It was generally agreed that the NCE was not as effective as it could be in the areas of School Board training, providing policy advice and maintaining a high level of visibility within the educational landscape. Many stakeholders identify a number of mitigating factors which undermined the Council's performance in these areas. It was the general opinion that the organization was under-resourced in both human and financial capacities. One stakeholder commented *"I believe if you have given an entity work to perform you need to give them the tools to do it, provide them with the resources to do it. In my opinion, I do not think the MOEY&I provided the Council with a bit of the support. The MOEY&I gives moral support as best as they can. I am not sure that they have been staffed at the required level"*. Creative strategies need to be explored in order to identify a sustainable means of financing the organization.

CHAPTER 4

RECOMMENDATIONS

Table 15: What are your Recommendations for the NCE?

Responses		# of Responses	% Response
R1	Address educational policies which are of national importance only.	18	51.43
R2	Facilitate for appointment by the Minister School Board members recommended by Members of Parliament and approved bodies and individuals.	18	51.43
R3	Work with schools to assist in resolving School Board issues	21	60.00
R4	Maintain continuous training of School Boards.	29	82.86
R5	Work closely with the Ministry of Education.	17	48.57
R6	Source funding from outside of the Jamaican government to fund the organization.	18	51.43
R7	Repeal the NCE Act because it is no longer relevant.	1	2.86
R8	Maintain a governance structure in which the Governor General appoints Council members.	10	28.57
R9	Other	4	11.43

CHAPTER 4

RECOMMENDATIONS

CONCLUSION

The purpose of the evaluation exercise was to determine how effective the National Council on Education has been in carrying out its mandate over the twenty-five years of existence and to identify ways in which the quality of the Council's work may be strengthened. The evaluation process involved a comprehensive review of the organization's performance, by way of a documentary analysis of performance targets and obtaining stakeholder feedback on the Council's effectiveness. Stakeholder feedback played an important role in evaluating the Council's relevance to the sub-sector which it serves.

In concluding, based on the data presented from the survey, focus group sessions and the documentary analysis, the National Council on Education has been effective in executing its mandate over the past twenty-five years. This was achieved despite the many challenges and constraints which were of a structural and financial nature.

The evaluation report constitutes a rich source of information, which will serve to shape the Council's plans and programmes for the next twenty-five years and beyond. A number of major recommendations have been made in respect of the critical legislative functions of the organization such as policy and planning and school governance, i.e. School Board appointments, and training and the resolution of governance issues at the school level, among others, which the current Council and future Councils will need to embrace in continuous pursuit of effectiveness. These include

- (1) Restructure the organization around critical areas identified in Table 15;
- (2) Examine critically School Boards based on the strategies now being pursued and those being contemplated for the near future and, indeed, the long term ;
- (3) Provide adequate funding to support the mandate of the Council;
- (4) Improve the quality of School Board nominees;
- (5) Establish a training institute to provide on-going support to School Boards;
- (6) Improve the effectiveness of School Board training in terms of frequency, the timeliness of workshops, modality and relevance;

- (7) Resolve school governance issues speedily;
- (8) Scan the external environment to identify research opportunities to inform the policy advisory function;
- (9) Maintain visibility within the sector and in the media;
- (10) Forge partnerships to enhance the organization's mandate.

Three major issues are of utmost urgency:

- (i) The status of the appointment of the Council;
- (ii) A review of the current governance arrangements to address issues concerning the School Board appointment process;
- (iii) The effective review of the organization's structural and financial arrangements.

With regard to the first point, it is important that the appointment of the Council be done in keeping with the legal requirements stipulated by the NCE Act, 1993, bearing in mind, the intentions and spirit of parliamentarians when the law was passed. This is necessary to ensure that the organization maintains a high level of independence in order to carry out its functions in a non-partisan and objective manner and, thereby, facilitating the implementation of optimal policies which can enhance school and student performance.

The review of the current governance arrangement needs urgent attention to address the high levels of inefficiencies within the system in terms of the performance of School Boards Members, and an unwieldy and costly appointment process. The size of the School Board sub-sector is unsustainable in terms of the cost for training of its members, monitoring and evaluating for efficiency and effectiveness and maintaining minimum operating standards. A more cost-effective model is needed, considering the important role School Boards play in building consensus among stakeholders and in supporting the performance of schools. The proposal for the restructuring of the organization submitted to the Ministry of Education in August 2011, must be revisited. This must be done with post haste with a view to increasing organizational effectiveness and relevance in this twenty-first century and the years to come.

LIST OF REFERENCES

- Barbados Education Act, (Chap. 41). (1997). Retrieved August 23, 2017 from www.bstu.org/Barbados_Education_Act.pdf.
- Education Act (Chapter 39:01) of 1996 (2009), S General 9 -15, Retrieved August 24, 2017 from <https://web.oas.org/childhood/EN/Lists/Recursos%20%20Planes%20Nacionales/Attachments/143/8.%20Education%20Act%202009.pdf>
- House of Representatives, Hansard records (1993)
- Herrington, Kister & Roe State. ("n.d.") – State Departments of Education – Role and Function, Vocational Education, Retrieved August 16, 2017 from <http://education.stateuniversity.com/pages/2447/State-Departments-Education.html>.
- Ministry of Education. (2011). Education Sector, New Zealand's Education System. Retrieved August 15, 2017, from <http://sites.miis.edu/drewzealand/sectors/>
- Ministry of Education. (2016-2017). Head 26: Ministry of Education. Summary of the Ministry of Education's Expenditures, Division and Projects
- Financial Scrutiny Unit, Parliament of the Republic of Trinidad and Tobago. Retrieved August 18, 2017, from <http://www.ttparliament.org/documents/2418.pdf>
- Ministry of Education, Republic of Trinidad and Tobago. (2005). Local School Boards Manual. Retrieved August 23, 2017, from <http://moe.edu.tt/Docs/Parents/LocalSchoolBoardsManual.pdf>
- National Council on Education Act, 1993
- National Council on Education, (1996). Annual Reports - 1994-1996
- Susan E. Hume. ("n.d."). The American Education System. International Student Guide to the United States of America. Retrieved August 16, 2016 from http://www.internationalstudentguidetotheusa.com/articles/american_education_system.
- UNESCO. (2010/2011). World Data on Education, 7th Edition. Retrieved August 24, 2017, from http://www.ibe.unesco.org/fileadmin/user_upload/Publications/WDE/2010/pdf-versions/Trinidad_and_Tobago.pdf
- UNICEF Regional Office for Latin America and the Caribbean, (1997). Public Policy and Children, Report of the Seminar on Public Policy and Children. San Jose, Costa Rica.
- USNEI. February 2008. Organization of U.S. Education: The Local Role retrieved August 16, 2017, from <http://www.ed.gov/international/usnei/e>

APPENDIX 1

COUNCIL MEMBERS

June 1, 2015 – May 31, 2018

No.	MEMBERS	REPRESENTATION
1.	Dr. Simon A. Clarke, OD, JP, Chairman	Governor-General's Nominee, Educator
2.	Mr. Dean-Roy Bernard Permanent Secretary	Ex-Officio Member Ministry of Education, Youth & Information
3.	Professor Beverley Bryan	Governor-General's Nominee, Educator
4.	Mr. Paul Burgess, BH(M)	Agricultural Sector Nominee Jamaica Agricultural Society (JAS)
5.	Ms. Carlene Chin	Professional Bodies Nominee Institute of Chartered Accountants of Jamaica (ICAJ)
6.	Mr. Alphansus Davis, OD, JP	Government Representative Educator
7.	Mr. Doran Dixon, JP	Teachers Jamaica Teachers' Association
8.	Mr. Elias Fennell	Students National Secondary Students' Council (NSSC) (tenure ended December 31, 2017)
9.	Dr. Sandra Gayle	Governor-General's Nominee Educator
10.	Mr. Everton Hannam, JP	Parents National Parent-Teacher Association of Jamaica
11.	Mrs. Maxine A. Henry-Wilson	Opposition Representative Jamaica Tertiary Education Commission (JTEC)
12.	Mrs. Althea Heron	Executive Director University Council of Jamaica
13.	Mr. Ray Howell, BH(M), JP	Trade Union Jamaica Confederation of Trade Unions

COUNCIL MEMBERS

June 1, 2015 – May 31, 2018

No.	MEMBERS	REPRESENTATION
14.	Professor Disraeli Hutton	University of the West Indies, Mona Educator
15.	Mr. Peter-John King	Students' National Secondary Students' Council (NSSC) (tenure commenced January 1, 2018)
16.	Mr. Franklin McKnight, OD	Media Media Practitioner
17.	Ms. Nadine Molloy, JP	Teachers Jamaica Teachers' Association
18.	The Most Reverend the Honourable Donald James Reece, DD, GCM, OJ	Religious Bodies Catholic Church
19.	Mr. Radley Reid, OD, JP	Governor-General's Nominee Educator
20.	Mr. Lenford Salmon, JP	Governor-General's Nominee
21.	Mrs. Sandra Swyer Watson, JP	Religious Bodies Anglican Church
22.	Mrs. Joan Wint, (BH)M	Governor-General's Nominee, Educator

APPENDIX 2

NATIONAL COUNCIL ON EDUCATION SCHOOL BOARD TRAINING WORKSHOPS 2018

Regions	Dates	Parishes Trained	Venue	#of Schools invited	# of Schools Participated	# of Persons Trained
Region 5	January 24, 2018	Manchester	Golf View Hotel, Manchester	74	66	123
	January 25, 2018	St. Elizabeth	Golf View Hotel, Manchester	85	70	125
Sub-Total:				159	136	248
Region 4	February 1, 2018	Westmoreland	Sean Lavery Faith Church Hall, Westmoreland	67	61	113
	February 21, 2018	St. James & Hanover	West Jamaica Conference Centre, St. James	97	60	94
Sub-Total:				164	121	207
Region 6	February 7, 2018	St. Catherine	Jamaica Conference Centre, Kingston	121	58	154
	March 7, 2018	Clarendon	The Wembley Centre of Excellence, Clarendon	108	88	149
Sub-Total:				229	146	303
Region 3	February 27, 2018	St. Ann	Cardiff Hotel & Spa, St. Ann	57	48	98
	February 28, 2018	St. Ann & Trelawny	Cardiff Hotel & Spa, St. Ann	58	38	59
Sub-Total:				115	86	157
Grand Total:	8 workshops held			667	489	915

APPENDIX 3

List of Persons Interviewed:

1. Senator the Hon. Ruel B. Reid, Minister of Education, Youth & Information, former Council chairman and member
2. Mr. Dean-Roy Bernard, Permanent Secretary, MOEY& I
3. Dr. Grace McLean, Chief Education Officer
4. Rev. Mr. Ronald Thwaites, Opposition Spokesman on Education and former Minister of Education
5. Mrs. Maxine Henry Wilson, Commissioner, Jamaica Tertiary Education Commission, Council member and former Minister of Education, Youth & Culture.
6. Dr. Maurice Smith, former Permanent Secretary, Ministry of Education, Youth and Culture
7. Mrs. Audrey Sewell, former Permanent Secretary, Ministry of Education, Youth and Culture
8. Mrs. Elaine Foster Allen, former Permanent Secretary, Ministry of Education
9. Mrs. Maria Jones, former Permanent Secretary, Ministry of Education, Youth & Culture
10. Mrs. Marguerite Bowie, former Permanent Secretary, Ministry of Education, Youth & Culture
11. Ms. Barbara Allen, Senior Director, Planning & Development Division, MOEY&I
12. Mrs. Adelle Brown, former Chief Education Officer, Ministry of Education, Youth & Culture
13. Mr. Jasper Lawrence, former Chief Education Officer, School Board Chairman
14. Mr. Wesley Barrett, Chairman, Hampton High and former Chief Education Officer
15. Dr. Rae Davis, former Chairman of Council and former Permanent Secretary, Ministry of Education
16. Mr. Radley Reid, Council member and former Advisor to the Minister of Education
17. Mrs. Ruth Morris, former Executive Director, NCE
18. Mrs. Eileen Marshall, former Executive Director, NCE
19. Mr. Woodburn Miller, former Council Member

APPENDIX 4

NATIONAL COUNCIL ON EDUCATION

FACT SHEET

OVERVIEW OF THE NATIONAL COUNCIL ON EDUCATION

The National Council on Education (NCE) was established by an Act of Parliament in March 1993. It is a statutory body responsible to the Ministry of Education (MOE).

The establishment of the NCE was born out of the need to have a non-partisan, national and strategically placed organization that would 'address a wide range of issues impacting the education process.' It therefore reflects an attempt to ensure continuity in educational policy development. It is also intended to contribute to greater community involvement in the management of educational institutions.

MISSION

To provide leadership in stimulating, advising and promoting consensus in the development of educational policies to support the nation's pursuit of a comprehensive, coherent and consistent system of education.

VISION

The National Council on Education envisions that, through its efforts and those of its partners, the learners of Jamaica will have access to services, which will ultimately enable them to realize their full potential and become productive, culturally aware, ethical and worthwhile citizens who are globally competitive.

PRIMARY FUNCTIONS OF THE COUNCIL

1. Advise the Minister on policy matters relating to education in Jamaica.
2. Nominate suitable persons for appointment to Boards of Management of public educational institutions.
3. Train Boards of Management of public educational institutions.
4. Assist in the preparation of plans and programmes for the development and maintenance of an effective and efficient educational system.
5. Monitor and evaluate the implementation of educational programmes and make appropriate recommendations to the Minister.
6. Stimulate the development of education in Jamaica.
7. Manage the National Education Trust Fund Appendix 3

APPENDIX 5

Stakeholder Survey Questionnaire

National Council on Education- Twenty-five-year Review

In March 2018, the National Council on Education (NCE) will mark the twenty-fifth anniversary of the passage of the Act which brought it into being. In preparation for this landmark date, the Council will be undertaking a review of the implementation of its mandate since its inception. The review is intended to identify ways in which the quality of the Council's work may be strengthened in order to remain relevant within this educational landscape.

We are, therefore, seeking your assistance in completing this questionnaire, which is part of the review process. To this end, we are asking that you respond to the questions indicated below.

Directions: Indicate with a tick [v] your preferred response to the following questions and where applicable, kindly insert additional information if required:

Questions

Q1 What, in your view was the envisaged legal role/mandate of the NCE?

1. Address broad national policy issues related to education
2. Work with schools to address issues of School Boards
3. Implement continuous training for School Boards.
4. Facilitate the consistency of educational policies across administrations
5. Other (Include other legal role or mandate you feel the NCE was assigned)

Q2 What changes, if any, should be made to the stated mandate?

1. Make changes based on current educational context.
2. Conduct a comprehensive review of the mandate.
3. Update the mandate to address national issues.
4. Remove mandate not suited for NCE at this time.
5. Other

Q3 What has been your experience of the NCE's work over the last twenty-five years? The NCE:

1. Facilitates the continuation of educational policies across administrations
2. Proposes policies to government, which have made an impact on education
3. Works well with both political administrations
4. Gains the respect of general public over its existence
5. Resolves disputes between school administration and School Boards
6. Facilitates the appointment of boards and board chairs
7. Other

Q4 How effective has NCE been in fulfilling its mandate?

1. Very Effective
2. Effective
3. Neither
4. Ineffective
5. Very Ineffective

Q5 What are your recommendations for the NCE? Select all that apply.

1. Address educational policies which are of national importance only.
2. Facilitate for appointment by the Minister School Board members recommended by Members of Parliament and approved bodies and individuals
3. Work with schools to assist in resolving School Board issues.
4. Maintain continuous training of School Boards.
5. Work closely with the Ministry of Education.
6. Source funding from outside of the Jamaican government to fund the organization.
7. Repeal the NCE Act because it is no longer relevant.
8. Maintain a governance structure in which the Governor-General appoints Council members
9. Other

Q6 Additional Comments and Recommendations

1. _____

2. _____

3. _____

4. _____

Please NB: The deadline for submission of your questionnaire is **November 30, 2017**. We thank you in advance for your attention to, and collaboration in, this necessary and important work for national development

Appendix 6
Hansard Records, 1993

350

THE HONOURABLE HOUSE OF REPRESENTATIVES

life when they feel that it is better for them to return home.

And they were discouraged from doing so because in many instances the rate of duty on motor cars was so high that, in effect what they were doing was paying for the car a second time when they paid the duties that were established in the old regime.

Again, Mr. Speaker, because of the high cost of motor vehicles, the transport sector has been unable to perform efficiently and there is also the fact that because the rate of duties was so high, it imposed on the staff of the Ministry of Finance and Planning a great burden, in that almost everybody sought to have some kind of concession granted to them, and this was adversely affecting the smooth running of the Ministry of Finance and Planning.

As a consequence Government decided to lower the aggregate duties on most categories of vehicles in order to correct this adverse impact on the economy.

There is a Schedule, Mr. Speaker, which has been attached to the amendment—to the Resolution and which was set out in Ministry Paper Number 4, which gave the breakdown of the duty structure, and since it is already in that document, Mr. Speaker, I do not propose to read it out because it is in tabular form and does not lend itself easily to an accurate presentation by the spoken word.

I simply refer you to the Ministry Paper No. 4, Mr. Speaker, and ask that the House approves this Resolution.

The Deputy SPEAKER—The question is that the Resolution as moved by the Minister, the Provisional Collection of Tax, Confirmation and Extension Resolution 1993, be approved.

Put to the House and Agreed to.

The DEPUTY SPEAKER—Minister Whiteman are you ready with your Bill?

**THE NATIONAL EDUCATION
COUNCIL**

Mr. B. WHITEMAN—Mr. Speaker, it is with a great deal of satisfaction, Sir, that I move for the second reading of this Bill; "An Act to Establish a Body to be known as the National Council on Education, and a fund to be called the National Education Trust Fund.

The DEPUTY SPEAKER—Minister, before you proceed, you need to move suspension of Standing Orders.

Mr. WHITEMAN—I beg your pardon, Sir, I am sorry I beg to move—sorry, Mr. Speaker. I beg to move suspension of the Standing Orders to enable me to take second reading of the Bill.

The DEPUTY SPEAKER—The question is that Standing Orders be suspended to enable the Minister to take this item.

Put to the House and agreed to.

The DEPUTY SPEAKER—Please continue Minister.

Mr. WHITEMAN—Thank you, Mr. Speaker. Mr. Speaker, I believe that Both Sides of this Honourable House will welcome this Bill. And I believe this, because except for a few particular occasions perhaps excited by the Polls and other events, it has been the custom of the Members of this Honourable House to keep education on a plain which removes it from political controversy and political opportunism. And this Bill is designed to create these structures which will reinforce that position.

The Counsel is being developed in recognition of a need to provide a creditable mechanism for facilitating increased community involvement in managing the educational system. Such involvement would among other things ensure, very importantly, national consensus in the formulating of policy, national consensus in the development of plans, and continuity in the implementation of these policies and programmes.

The Council, Mr. Speaker, is expected to provide a forum of information exchange between Government and the community on matters relating to education, and it will be able to perform specific implementation functions as specified by the Minister. One of these, very importantly, is the training of our

School Boards in the management of various institutions,

The Education Trust Fund, Mr. Speaker, is envisaged as mechanism for attracting additional resources for educational development. Contributions to the Fund and control of the Fund would again reflect the concept of community participation in the management of the system.

Mr. Speaker, I would like to pay tribute to all those who had some responsibility for bringing this Council into being, at least bringing us to the point where we have the Legislation to give it a legal personality. In 1989, the Minister of Education established a Task Force to prepare proposals for his consideration. That Task Force chaired by PROFESSOR REX NETTLEFORD had representatives from the Jamaica Teachers Association, The Jamaica Council of Churches, The Private Sector Organization of Jamaica, The Joint Trade Union Research and Development Centre, The University of the West Indies, The Government itself and the Ministry of Education. The Jamaica Labour Party was invited to participate and while it is true that no representatives came, the Minutes of the meetings and the position papers were routinely sent to the Leader of the Opposition.

The Task Force presented its report in June, 1989, and proposals were approved by Cabinet in July, 1989, and drafting

instructions were issued. Since 1990, Mr. Speaker, an interim council has been operating with PROFESSOR REX NETTLEFORD as the Chairman, with representatives from the JTURDC, The Jamaica Labour Party; The Peoples National Party, UWI, The JTA, The Jamaica Union of Tertiary Students, The Jamaica Council of Churches, The PSOJ and the Ministry.

The Council—the interim Council has been concentrating on completing the legal documents, none done, establishing the Secretariat, fortunately an Executive Director was appointed, but suffered a mishap which caused the delay in the pursuit of the programmes. A Senior Educational Officer has now been acting in the post. During the period too, Mr. Speaker, a number of activities have been in progress, review of the reform of secondary programme, monitoring the use of Parliamentary funds for education which all of us in this Honourable House know is the fund created by that portion of our salaries which we do not enjoy. Liaison with the Chairmen of the School Boards re their training needs, liaison with various interest groups re the proposed role and scope of the Council, and of course, liaison with Ministry officers in respect of educational programmes.

I draw attention, Mr. Speaker, to some features of the Act. The Council seeks to—the functions of the Council in clause 4 seeks to capture the proposed role of the Council

in responding to the concerns to which I referred earlier. In Clause 4 for instance, it is seen that the Council will advise the Minister on policy matters; it will nominate for the purposes of appointment members of the Board of Management in the same way that churches now do and other interested persons also do; and it should be noted that the education regulations will be amended to accommodate this role of the Council.

Clause 12, Mr. Speaker, deals with the Education Trust Fund. It should be noted that a percentage of the Education Tax collections is expected to be deposited in that Fund, that percentage to be determined after consultation with the Minister of Finance. It is then subject to Affirmative Resolution of the House. The important point, Mr. Speaker, is that the Council is expected to solicit funds from other sources hence Cause 12 (2) (C), which says that:

"Such other sums as may from time to time be received and accepted by the Minister or the Council on behalf of the Fund".

These Funds will provide a flexible mechanism for responding to the developmental needs of the system.

The Schedule, Mr. Speaker, outlines the procedures governing the operations of the Council and the composition of the Council represents an attempt to establish a broad base Council endorsed by

Government, Opposition, and the Governor-General.

Clause 10 of the Schedule refers to the appointment of Committees. It is envisaged, Mr. Speaker that Regional Councils will be established to relate to the regional offices as well as school Boards within each region. It is mainly through these that the Council will contribute to the Ministry's decentralization strategy.

Mr. Speaker, I know that many of us have great hopes of this Council. The indications already are that it has a role to play. It represents the visionary element, the visionary arm if you like of the education system. It looks long, it asks the questions what are we in this education business for, what kind of Jamaican are we seeking to help to shape, it asks the question, are the systems now in place the best ones for accomplishing these objectives, and I have every confidence that because of the nature of this National Council, it will assist in making education an even more integral part, not only in the developmental process, but in the consciousness of every Jamaican who is concerned to ensure that we have a viable future.

Mr. Speaker, I ask that this Bill receives the support of this Honourable House. Thank you. (Applause)

The DEPUTY SPEAKER—Dr. Gallimore...?

Dr. GALLIMORE—Mr. Speaker, as you know, Sir, anything that has to do with education, we try to take the view that's broader than narrow partisan myopia.

I rise, Sir, to support the Bill moved by the Minister, will make a few brief comments and I would like to say at the outset, Mr. Speaker, that it is as if we have gone full circle; the more things change the more they remain the same. I remember, Sir, in this House saying that the Government of the day when I was Minister was fully in favour of a National Council on education, but I went on to say that it was our opinion that that Council should be an advisory one. We didn't seem to strike the right cord with a number of educators and educational organizations, but today, Mr. Speaker, we have before us a Bill that provides a National Council on Education which is an advisory Council. So there is no education, it's the type of Council I called for, it is the type of Council I supported, it's the type of Council that This Side of the House indicated it was willing to set up and I'll read, Sir just to underline here:

"The functions of the Council shall be to:

- (a) advise the Minister on policy matters relating to education in Jamaica;
- (b) in respect of every public educational institution

owned by the Government nominate for the purpose of appointment as members of the Board of Management of such institution such members or persons as may be prescribed;

- (c) assist in the preparation of plans and programmes for developing and maintaining an effective and efficient educational system; and
- (d) to make to the Minister such recommendations as it thinks fit."

Mr. Speaker, the Minister and myself have always endeavoured to work together. Whenever a matter is coming up I can approach the Minister or his Permanent Secretary and get full briefing and I want to say this publicly, Sir. I want to...

Mr. PEART—What a difference.

Dr. GALLIMORE—No, not a difference. When I handed over as Minister, I invited the new Minister to lunch, with the Permanent Secretary present and I briefed him as if I were briefing a Party Colleague who was taking over from me. That's right. So we try to keep somethings above politics.

One thing I have a little quarrel with and I am sure the Minister will accept the suggestion that I am about to make, Sir. As

far as the Executive Director's salary is concerned, Sir, under Clause 6 (2) it says:

"For the purposes of subsection 1, the prescribed rate means a rate of Fifty Thousand Dollars (\$50,000) *per annum* or such higher rate as the Minister may by Order prescribe".

Mr. Speaker, it is my opinion that the calibre Director we need should be someone who would be happy to move from being a High School Principal Sir, upwards and so that type of salary which would not even attract a good secretary, is not appropriate. I am suggesting to the Minister that when he comes to deal with that in the Bill clause by clause that he amends that to read a Hundred and Fifty Thousand Dollars (\$150,000), because in today's Jamaica Fifty Thousand Dollars (\$50,000) would not attract the calibre person that we need for this position of Executive Director.

We support the fund too, Mr. Speaker, and I notice that the Minister said that the portion of our salaries that we do not enjoy will go to the fund. I would like to say that it is the portion that we enjoy most, because when you give to education you are giving to the entire future of the nation, and so Mr. Speaker, once again, Government and Opposition are at one, we are Both for Education and we are for this National Council, thank you.

The DEPUTY SPEAKER—Minister Whiteman...?

Mr. WHITEMAN—Mr. Speaker, I thank the Honourable Member for his observations. In respect of the specific matter of the salary, that is a minimum figure which I believe is standard in most documents of this kind and I am sure that the Officers of the Office of the Chief Parliamentary Counsel were conscious of the fact that that figure would soon become obsolete, so I have no difficulty with his observation. In point of fact, it is quite obvious that even at the present time the holder of that office, however temporary, is being paid well in excess of this minimum figure.

Mr. Speaker, there isn't much that needs to be said, Sir, I just want to assure the Members of this Honourable House that the function of the Council, while as prescribed here being advisory, is such that as I have always maintained a responsible Minister of Education would not wish to ignore the advice given by the Council.

This is the whole point of the exercise. We have suffered in the past from sudden lurches in policy which have worked to the detriment of the entire country, both financially, and in terms of human resource development. And what we are seeking to do here is to lock the policy managers into some kind of agreements that ensure that there is continuity, there is forward movement onward and upward, rather than changes of important elements of policy each time there is a new Government in place.

I would like, in closing, Mr. Speaker, to pay special tribute to the Members of the Jamaica Teachers Association, who were instrumental in mooted the idea of the Council, and who worked very hard with the original planners in bringing this Council to life.

I think it is well known that just at the moment that Association has some concerns which relate to schedules for payment. It is not—well, it has been the history of the Association and its workings with this administration, that there is no problem so great that we cannot work it out together. And I want to assure this House that efforts to work out the agreed schedules are well on the way.

I would also like to make—if I may trespass on your time for just a moment more, Mr. Speaker—one general observation. This Council and all that it implies, is a part of a manifestation of a view that we have on This Side of the House, that really, education does rank very very highly on the priority listing of this Government. And while there have been some who have been concerned to make mischief, as regards the commitment made to the Teachers by way of a salary award, I want to assure this House and the nation that we retain our view that Teachers are in a special category this year and at this time. And it is because of this that efforts have been made, and are continuing even as we speak, to ensure that that portion of

retroactive allowances which has been so far determined, will in fact be paid in this month, ahead of any other Group with which settlements may have been arrived at.

Government MEMBERS—Hear! hear!

Mr. WHITEMAN—And we are continuing the efforts to ensure that the Teachers are indeed provided for.

Mr. Speaker, again I thank the Member on the Other Side for his observations, and I move that the Bill be read a third time.

The DEPUTY SPEAKER—A second time.

Mr. WHITEMAN—A second time.

The DEPUTY SPEAKER—The question is that the Bill be read a second time.

Put to the House and agreed to.

A Bill entitled, "AN ACT to Establish a body to be known as the National Council on Education and a Fund to be called the National Education Trust Fund, and to provide for matters connected to the foregoing," read a second time.

The DEPUTY SPEAKER—The House will now resolve itself into a Committee of the whole House to consider the Bill clause by clause.

COMMITTEE STAGE

Clauses 1, 2, 3, 4, 5 put and agreed to.

Clause 6 of the Bill put to the House.

Mr. RATTRAY— Mr. Chairman, I move that Clause 6 (2) in the second line, the figure of \$50,000 be replaced by \$150,000.

The CHAIRMAN—Minister, the proposal is that the figure of \$50,000 — \$150,000?

Mr. WHITEMAN—Yes, Sir.

The CHAIRMAN—Okay, that is one amendment.

The amendment put to the House and agreed to.

The Clause as amended put to the House and agreed to.

Clauses 7, 8, 9, 10, 11, 12, 13 and 14 put to the House and agreed to.

The Schedule put to the House and agreed to.

The Title and Enacting Clause put to the House and agreed to.

The CHAIRMAN—The question is that I do report the Bill as having passed Committee Stage with one amendment.

Put to the House and agreed to.

RESUMPTION

The DEPUTY SPEAKER—I do report the Bill as having passed Committee Stage with one amendment.

MR. WHITEMAN?

Mr. WHITEMAN—Mr. Speaker, I move that the Bill be read a third time.

The DEPUTY SPEAKER—The question is that the Bill be read a third time.

Put to the House and agreed to.

The Bill shortly entitled, "The National Council Education Act, 1993," read a third time and passed.

The DEPUTY SPEAKER—Minister Rattray, are you ready?

THE INHERITANCE PROVISIONS
FOR FAMILY AND DEPENDENTS
ACT, 1993

Mr. RATTRAY—Yes, Sir, Mr. Speaker, I seek suspension of the Standing Orders for me to, take second reading at the Bill entitled shortly, "The Inheritance Provisions for Family and Dependents Act of 1993."

The DEPUTY SPEAKER—The question is that Standing Orders be suspended to enable the Minister to take the item.

Put to the House and agreed to.

The DEPUTY SPEAKER—Please proceed.

Mr. RATTRAY—Mr. Speaker, I am particularly pleased this afternoon in this Honourable House, that you have on your Order Paper four (4) pieces of Social Legislation, one of which has gone ahead and passed, that's the Bill in relation to the Educational Council, and there are three (3) other pieces of Social Legislation which we have to deal with this afternoon.

I say I am particularly pleased, Mr. Speaker, because in relation to the urgencies of the economic situation, we have, over the past couple of years had to deal with some very important financial and economic legislation in this Honourable House. And to the extent that we have had to do that and to the extent that our resources in terms of legal drafting, et cetera, are such, and indeed Parliamentary time, are such that we could not do all the legislation which we had Social Legislation at the same time that we were dealing with these very important pieces of Financial and Economic Legislation, to that extent, that those bits of Social Legislation had to recede in the background, so to speak. But I am particularly pleased that this evening we are moving forward with some of this Social Legislation, which have been under consideration of the Government for sometime now, and has been only awaiting the opportunity of Parliamentary time to move forward to this Honourable House.

The Bill entitled shortly, "The Inheritance Provisions for Family and Dependents Act of 1993, is one such piece of legislation. It seeks to introduce a procedure which will allow certain family members and dependents of the deceased person to apply to the Court for reasonable financial provision for their maintenance, to be made out of the deceased estate, on the ground that the deceased will or the law

Appendix 7
Organogram
National Council of Education

