

Project Name	Janaica-Second Reform Of Secondary Education Project (ROSE II)
Region	Latin America and Caribbean Region
Sector	Secondary Education
Project ID	JMPE71589
Borrower(s)	Government Of Jamaica
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Environment Category	C
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1. Country and Sector Background

Jamaica is a country of 2.6 million people and with a GNP per capita of under \$2,400 in 1999. It stands out among lower middle income countries as one of the few that has attained 93 percent coverage for early childhood education for children between the ages of 3 and 5, and practically universal enrolment in primary and lower secondary education. The formal education system serves about 767,000 students at all levels, or about 30 percent of the total population. About 95 percent of the students are enrolled in the public secondary education system, and 5 percent in private institutions. These accomplishments reflect a successful focus of education policy, as well as a strong household demand for education. Government commitment to education is reflected in the growth in public expenditure on education from some 4 percent in the early 1990s to 7.6 percent of GDP by the late 1990s. Household spending on education is high, amounting to about US\$624 per household per annum. per household. Challenges, however, are formidable. The key issues are uneven quality of primary and secondary education; youth-at-risks; inadequate access to upper secondary education by the poor; constraint in public expenditure on education; and constraints in institutional capacity. Uneven quality of primary and secondary education. There is enormous disparity in students' mastery of basic cognitive skills: At the end of the Primary Cycle, over 30 percent of Grade 6 students are functionally illiterate. At the end of Junior Secondary Education, nearly half of the students do not fully master Language Arts and Mathematics. Large differences existed across various school types. At the end of Senior Secondary Education, pass rates in English and Mathematics in the Caribbean Examination Council Examination were less than satisfactory. From the employer's point of view, the inadequate cognitive skills impacted on their work-preparedness

and productivity. Overall, this negatively affect the country's competitiveness in the global economy. Youth-at-risk. Students from the first quintile tend not to be in the school system after age 14. As they tend to be tracked into poorer quality schools, they easily lose interest in schooling all together and are at risk of falling into delinquent behavior and getting trap into a cycle of poverty. Poor quality of school interacts with pre-existing disadvantaged home environment. Inadequate access to upper secondary education by the poor. The sharp drop off of enrollment of students from the first quintile after age 14 can also be attributable to the lack of school places in Grades 10 and 11. For many students in All-age and Primary and Junior High schools, which offer only 3 years of junior secondary education, there is little opportunity to continue on with senior secondary education. These schools tend to concentrate in rural areas which have difficulty recruiting qualified teachers in the first place and where the dispersion of population makes building upper secondary schools extremely costly. It is estimated that about 11,000 Grade 9 graduates do not have a place in Grade 10. Constraints in education finance. Although GOJ has made education a high priority, the high level of public debt has put enormous pressure on education expenditure. Between 1996 and 2000, the budgetary allocation to education has fluctuated between 11 and 15 percent of the GOJ's budget with debt servicing and 20 to 30 percent without debt servicing. Of the subvention provided by the MOEYC, about 95 percent went to salaries and related expense and of the remaining 5 percent, only about 1.5 percent was slated for instructional materials and the rest for the other operational areas. Constraints in institutional capacity. Over the years, the central ministry has strengthened its capacity in many aspects, including reform management, curriculum development, textbook development, student assessment, evaluation, education statistics, policy analysis, civil works supervision and project account keeping. However, with expanded mandate and policies of decentralization of services to six regional offices, school-based management, and accountability, the institutional capacity needs to be deepened and broadened to ensure that the Ministry can shift from its traditional role of service supplier to provider of technical assistance and advice to schools. Summary and outlook. These challenges are formidable. However, the population trend also provides a window for improving the system in this and the next decades. The total fertility rate is trending down (in spite of rising teenage pregnancy) and the age-group of 3-to-5 is projected to go into decline by 2006, to be followed closely by the age group of 6-to-11. The cohort for secondary education will see an increase throughout the first decade of the 21st century and then go into a decline. The eventual reduction in the school-age population would lift the pressure on public resources, make possible universalization of upper secondary education and improvement of quality simultaneously. Within this decade, however, the age group of 12 to 16 will continue to increase modestly, thereby requiring additional places in the school system in Grades 7 to 9 as well, in addition to places in Grades 10 and 11.

2. Objectives

This Reform of Secondary Education Project II (ROSE II) (2002-2007), is a follow-on of the first project, which implemented the first phase of a 15-year program to reform secondary education from 1993 to 2000. ROSE II aims to achieve the following: (a) to continue to improve the quality and equity of secondary education through school-based initiatives and reform

support from the center; (b) to expand access to upper secondary education in a cost effective manner through building new schools and extension and refurbishment, public financing of private provision and time-tabling of use and extended day or double shift; and (c) to strengthen the capacity of the central ministry and the regional offices to manage the reform. The overarching objective is to improve the cognitive skills of the secondary school-age population in order to build human capital, which is essential to alleviate poverty and to facilitate social and economic development.

3. Rationale for Bank's Involvement

The Bank is the only international agency working to strengthen the overall quality and efficiency of and access to secondary education in Jamaica and has been doing so since the late 1980s. While other international agencies have provided or are providing support to improve the infrastructure of a limited number of secondary level schools, technical education in secondary schools and/or the supply of textbooks, the Bank's comparative advantage in the secondary education subsector and its complementarity with other development partners are obvious. The Bank's experience in the development of education, including secondary education, in other countries has influenced the design of the ROSE II project and will be brought to bear throughout implementation of the project.

4. Description

The total project cost is \$50 million, of which World Bank finances \$40 million and GOJ \$10 million. The project has four components: School-based initiatives to improve achievement and to address youth at risk issues (\$10 million). To ensure that ROSE II produce results on the ground and ensure success for all students, the ROSE program will need to be fully and deeply integrated into school practice. This entails that interventions must be designed to meet needs identified by the schools themselves. The Project will support schools to develop an action plan, based on their identification of their needs, and provide resources to meet these needs. Plans must seek to improve student performance along a limited number of dimensions (attendance, retention and achievement). Eligible activities for funding by this component are as follows: (a) teacher professional development (including conference attendance, study tour); (b) experiments with school-within-a-school arrangement; (c) partnership/twinning with schools in another country; (d) Remedial education conducted after-school, during the weekend and holidays to bring all students up to the same level and to make up for days lost due to weather or social unrest; (e) Extra-curricular activities to build character, provide community services, and make learning exciting; (f) Parenting education/ community outreach to ensure consistent and comprehensive support to students; and (g) Making school environment physically clean, attractive and safe. Support from the Central Ministry to the schools (\$5 million). Financing of school-based initiatives for improvement alone is not sufficient for the transformation of schools. Centrally coordinated initiatives are needed to complement the bottom up approach. The central ministry will play the role of a standard bearer by rallying schools around national programs on literacy and mathematics, by providing the tools for teachers to diagnose the specific learning problems and guidance to help them, creating learning circles for teachers and students from different schools to learn from each other, enriching libraries and media centers, and supporting counseling for at-risk youths. The subcomponents are as follows: (a) Literacy and mathematics

enhancement programs - The project will support technical assistance to develop an effective methodology to help students reading and mastering mathematics at grade level so that they can learn the contents of other subjects, as well as, learn on their own; (b) Diagnostic tools of student learning problems in specific content areas and support package for teachers - The project will support technical assistance to develop valid and reliable diagnostic tools and support packages to guide teachers to address learning problems in specific content areas. This will focus specifically Grades 7, 8 and 9 so that specific interventions can be organized early on to ensure that every single student will master the skills at grade level. The support package includes teachers guide on how to correct common misconceptions and mistakes in core subject areas. In-service training can be organized around these tools and packages within the schools; (c) Library and media resource centers in schools - These are needed to support the literacy and mathematics enhancement programs and to develop the skills for life-long learning.(d) Technical assistance for the preparation of school based improvement project, connectivity for dissemination of best practices and cross support for teachers and creation of learning circles among schools - The project will support professional networking between schools in order to break the isolation of teachers, to facilitate exchange of good practices to address common ideas, and to sustain the morale and commitment in teaching; and (e) Providing instructional and related inputs to schools (e.g. curriculum guides, laboratory equipment and consumables, furniture).Expand access to upper secondary education (\$15 million). The 1999/2000 census data revealed that approximately 11,700 Grade 9 graduates did not have access to a place at Grade 10. The vast majority of these are students from poor families. Thus, expanding access is essential to meet the equity objective, to alleviate poverty, and to address youth-at-risk issues. However, due to reduced total fertility rates and the projected decline of the school-age population starting from the end of this decade, these places will be provided through a range of options to allow for greater flexibility and to maximize cost-effectiveness: (a) Construction of new schools and extension of existing schools where the density and stability of the relevant school-age population justify, or reconfiguring and refurbishing of trailers and equivalent to be utilized as classrooms where a decline in the relevant age cohort in the area within 5 to 7 years can be foreseen; (b) Public purchase of places in independent schools. - Although enrollment in independent secondary schools only accounts for 5 percent of the total (much less than 10 percent in primary education), many of these schools have excess capacity as the economic stagnation has made it difficult for families to keep their children in private schools. Such excess capacity can be utilized to provide immediate access. (About \$2 million is allocated for this subcomponent; and (c) Making more efficient use of existing facilities -- This entails the conversion of some of the All Age Schools into Junior High Departments through clustering of neighboring schools. Where schools cannot be merged with others because of the size of the enrolment or distance, stand-alone departments will be introduced. Introduction of extended day and multiple shifts could also expand enrollment capacity of existing schools. Institutional strengthening. (\$7 million) To implement the above components successfully, the Ministry and the Regional Offices will need to take on a significantly different role by shifting from an institution that focuses on the development, acquisition and provision of inputs to schools to one that responds to school-based demands for technical

assistance and continuous support. The strengthening of this new role is, nonetheless, key to the successful implementation of ROSE II. The subcomponents are as follows: (a) Institutional strengthening of MOEYC and Regional Offices through technical assistance, fellowships, study tours and attendance of international conferences for professional development of education officers, decentralization and simplification of administrative procedures; (b) Use of technology to improve management efficiency: Development of a secondary school management information system and use of imaging systems and digital cameras to improve documentation of procurement of civil works, goods and services; (c) Technical assistance on student assessment and on evaluation to develop instruments to measure various outcomes, including management efficiency and cost effectiveness; and (d) Enhancing the libraries and/or learning resource centers of teachers colleges and the regional offices' resource room so that they can support the schools. The remaining \$3 million is unallocated for contingency.

5. Financing

Total (US\$m)

BORROWER 10.0

Total Project Cost Estimated to be 50.0 million

6. Implementation

Project implementation for ROSE II will modify the structure under ROSE I. While the modes of operation will remain unchanged as regards the management structure and the project implementation unit, a panel to review school development plans and make decisions for funding will be formed in each region to advise the regional directors on the acceptability of the proposal. An Operational Manual is to be prepared to guide implementation of each component and subcomponent, procurement, financial management, and disbursement.

7. Sustainability

Overall, sustainability of the reform is highly likely because of demonstrated government commitment and because the ROSE curriculum for Grades 7 to 9 has already been implemented in all secondary schools nationwide. Although an election will occur during the life of the project, past history has shown that a change in Government's does not result in a change in policy priorities in the education sector. In fact, ROSE I was planned and piloted under a Labor Government in the late 1980s in the Education Programme Preparation and Student Loan Project financed by the World Bank (1989-1993) before ROSE scaled up the pilot. Reform of Secondary Education has the support of both political parties.

8. Lessons learned from past operations in the country/sector

The implementation experience of ROSE I, which has just completed, has brought to the fore a number of important lessons. ROSE I focused on expanding access, improving quality, equity, efficiency through provision of necessary quality inputs and strengthening the institutional capacity to manage and monitor the reform. While ROSE I laid the foundation for the reform, its model was supply-driven, and the main challenge for implementation, among other things, was for the Ministry to coordinate and synchronize delivery of all the inputs. This does not necessarily result in changed behavior of teachers and students in the education process. The persistent low achievement of secondary school students and the lack

of impact of teacher in-service workshops which focused on methodology (as opposed on subject matter content) in raising achievement also calls for the follow-on project to change the design and focus.

9. Program of Targeted Intervention (PTI) N

10. Environment Aspects (including any public consultation)

Issues : This proposed project does not envisage any significant environmental issues.

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Note: This is information on an evolving project. Certain components may not be necessarily included in the final project.

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