

**GUYANA EDUCATION ACCESS PROJECT
(GEAP)
Ministry of Education / DFID**

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The Ministry of Education, Guyana
and DFID*

**PRIMARY – SECONDARY TRANSITION:
“TOWARDS A UNITARY SECONDARY
EDUCATION SYSTEM IN GUYANA”**

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CONTENTS

	*Abbreviations	3
	*Executive Summary	4
1	Background	5
2	The Present System	7
	2.1 Its Structure and Procedures	7
	2.2 Its Strengths and Weaknesses	7
3	A Phased Approach to a Unitary System	9
	3.1 Introduction	9
	3.2 Part One: Issues and Constraints	11
	3.3 Part Two: Possible Solutions	14
4	Towards Transition	19
	4.1 Part One: The GEAP Experience to Date	19
	4.1.1. Access	19
	4.1.2 Quality	22
	4.2 Diversity	24
	4.3 Part Two: Toward a National Rollout	26
	4.3.1 Introduction	26
	4.3.2 Five Phases	26
5	Conclusion	29
	5.1 The Current Situation	29
	5.2 Two Final Issues	31

Annexes

One	Persons Visited	
Two	An Indicative Primary/Secondary Certificate Teacher Training Programme	
Three	Excerpt from the paper detailing the Amalgamation Process of Secondary Departments in Primary schools in Region 10	
Four (A)	Policy Planning Development & Research – Some Immediate Activities	
Four (B)	Capacity Building – Some Immediate Activities	
Five	Some Suggested Headings for a new Education Act	

ABBREVIATIONS

CHS	:	Community High School
CPCE	:	Cyril Potter College of Education
CXC	:	Caribbean Examination Council
DfID	:	Department for International Development
EDP	:	Education Development Plan
EPDP	:	Education Professional Development Plan
GEAP	:	Guyana Education Access Project
GOG	:	Government of Guyana
GSS	:	Government Secondary School
HIES	:	Household Income and Expenditure Survey
IDB	:	Inter American Development Bank
MOE	:	Ministry of Education
NCERD	:	National Centre for Education Resource & Development
OCA	:	Organizational Capacity Assessment
SSEE	:	Secondary School Entrance Examination
SSPE	:	Secondary School Proficiency Examination
SSRP	:	Strengthening Secondary Education Project
TSC	:	Teacher Service Commission
UG	:	University of Guyana
UPE	:	Universal Primary Education
USE	:	Universal Secondary Education
WB	:	World Bank

EXECUTIVE SUMMARY

Despite the impressive strides that have been made in increasing access to primary education, the rapid growth in enrolment rates that will follow the introduction of a universal secondary education will stretch Guyana's fragile education finance and management systems just as additional pressures are mounting for enhanced growth within the secondary education sub sector.

This report seeks to improve understanding of these pressures and propose some initiatives to address the problems. Specifically, the aim of the report is (i) to identify the main needs and constraints that shall accrue from transition to a unitary system; and (ii) to propose some policies and programmes that might be utilized in order that the government can provide support on an equitable basis for all secondary students currently in secondary schools and to all secondary schools that meet the minimum standards established by the Ministry of Education.

The following elements are recommended for consideration as key requirements for the creation of the environment for transition:

Providing the right environment through the promulgation of a new Education Act that regulates secondary education in all schools (whether Government Secondary School, Community High School or secondary department within a Primary School)

Ensuring good governance through capacity building within the three public sector education tiers at the central, regional and institutional levels;

Establishing new partnerships between the central government and the private sector; the underlying premise being that the public sector, by itself, is not capable of meeting all the challenges involved;

Reviewing the effectiveness of funding agency cooperation as well as the forms and efficiency of the present GOG/ funding agency partnerships;

Promoting community participation through new initiatives that strengthen the capacity of local government and the community in the administration, management and delivery of services and that encourage the participation of the beneficiaries in the proposed transition process;

Establishing monitoring and evaluation tools that generate high quality data on a regular basis.

1 Background

The Guyana Secondary Education subsector

1 In Guyana there are currently two secondary education programmes: (i) the five year academic programme that is undertaken in the national secondary schools to prepare students to write the Caribbean Examination Council (CXC) exams and/or the General Certificate of Education (GCE) examination ordinary level; or (ii) the four year programme that is offered in the secondary departments of the Primary (All Age or Primary Tops) and Community High Schools. This latter programme offers a mix of academic and pre-vocational skills as it prepares students to write the Secondary School Proficiency Examination (SSPE).

2 Annually, at age eleven, approximately 16,000 students sit for the Secondary School Selection Examination (SSEE). Based on their results in this examination it is determined whether the student will enter the four or five year secondary streams. In 1997-1998 13,162 students out of a total population of 61,253 enrolled in 312 Primary Tops, 21% of the total secondary education enrollment. Children at the Primary Tops have two other means of entry into a GSS based on their performance either by internal examination over the first two years (90% average score in year one or 85% or more in year two) or on their performance at the SSPE Part One examination that they take at age fourteen.

Reform initiatives

3 The main goal of the DfID funded Guyana Education Access project (GEAP) is sustainable improvement in education quality and access for all children in Guyana. In attainment of this goal, the project has the main aim of establishing an improved system of secondary education in Regions 6 and 10 that can be replicated nationally. A key tenet of the project, therefore, is the establishment of universal secondary education within the two pilot regions through the unification of the Government Secondary Schools (GSS), the Community High Schools and the secondary departments of the primary schools. A similar reform that commenced in 1995 under funding from the World Bank is the Secondary School Reform Project (SSRP). This project is being implemented on a national basis in twelve pilot schools (one Senior Secondary School, one GSS, seven CHS Schools and three Primary Tops).

This Report

4 This consultancy entitled "Primary/Secondary Transition - Working Towards a Unitary System" was conducted: (i) to assist the Government of Guyana in its consideration of the issues pertaining to the proposed plan to implement universal secondary education nationally by the Year 2005; and (ii) to explore the processes being trialled within the two GEAP pilot regions.

Three common activities underpinned the consultancy:

- (i) to outline the main operational implications of the educational change to a unitary system;
- (ii) to identify the major issues and possible constraints that might hinder effective implementation of the change;
- (iii) to recommend means for meeting these needs and overcoming these constraints.

5 This report, given the enormity of the change and the time constraints of the consultancy, has focussed on two distinct issues: (i) the pilot processes being undertaken under GEAP and (ii) the implications for change on a national basis. The weaknesses of the current system are described in Chapter Two while the issues and constraints to implementing any changes are described in Part One of Chapter Three. A possible phased approach is then outlined and some solutions are suggested for overcoming these constraints in Part Two of Chapter Three. Chapter Four Part One introduces briefly some of the activities that are presently being delivered under the Guyana Education Access Project in Regions 6 and 10. These activities, most particularly those involved with amalgamation, provide some early examples of transition for all children into the same five year programme; but in order to maximize these experiences within the project cycle and provide the GOG with a broader test bed, there are certain crucial issues that have been identified for resolution. In Part Two of Chapter Four five stages are then suggested in which specific activities are detailed that will be necessary before a full process of transition to a unitary system can be embarked upon.

Acknowledgements

6 The consultancy was conducted over a ten-day period (10-20th July 2000). The visit was most timely as it coincided with the publication of the results from the SSEE and this year's placement of students into the two secondary streams. A series of meetings were held in Georgetown, Linden and Corriverton. These meetings comprised discussions with senior MOE officials at central and regional levels, as well as seminars and workshops with school heads, teachers and members of the community. (Please see Annex One for an abbreviated list of persons met).

Task Groups were brought together in Regions 6 and 10 to review the indicative findings and report comments back to the GEAP Regional Advisers prior to the report's final submission. In addition, the following people in Georgetown discussed the preliminary findings and thus contributed to the report – Ms J. Persico, Superintendent of the Examinations Unit, and Ms D. Rutherford and V. Veracey, Placement Officers with responsibility for Secondary Education at the the Placement Unit in the Ministry of Education (MOE). The writer wishes to thank all those in the MOE at central, regional and school levels for their helpful contributions. Finally, a word of appreciation to the GEAP team for their constant help and support.

2 The Present System

2.1 *Its Procedures*

1 The SSEE is the main selection device used for admission into secondary schools. Entry forms are sent out to the 426 primary schools to be distributed to parents whose children are in primary four. Parents are expected to complete the forms and return them to the schools who in turn submit the completed forms to the Examination Division. Parents choose three schools that they would like their child to attend based on the results of the SSEE. The MOE uses a data management firm based at the University of Guyana to rank the schools according to the following three criteria: the number of students that sat the examination, the number of places that are available and the spread of the scores. An example of the scores for the secondary schools in Regions 6 and 10 for 2000 are shown in the Table One below:

<u>Region 6 (GEAP target schools)</u>	
Skeldon Line Path School	↑ - 384
Skeldon High School	383 – 347
Tagore Memorial School	346 – 344
Secondary departments of Primary Schools	343 - ↓
<u>Region 10</u>	
Mackenzie High School	↑ - 470
Linden Foundation Secondary School	469 - 432
New Silver City Secondary School	431 - 426
Christianburg Secondary School	425 - 399
Secondary departments of Primary Schools	398 - ↓

2.2 *Strengths and Weaknesses of the Current System*

2 Before addressing the issues that relate to the process of transition to a unitary system, it is necessary to review briefly the strengths and weaknesses of the current system. Table Two highlights the main strengths and weaknesses as they were generated in the discussions and meetings held during the consultancy.

Table Two: Strengths and Weaknesses of the Current System of Selection

Strengths	Weaknesses
<p>A means of assessing individual academic ability at age 11 and 12;</p> <p>A means for selecting students for placement into secondary schools;</p> <p>A target of excellence for which to strive;</p> <p>An opportunity for able children to access a quality educational institution (possibly outside of their local environs);</p> <p>Doing well in SSEE motivates student to strive in the secondary programme.</p>	<p>An imbalance in supply and demand with successful schools experiencing overcrowding;</p> <p>Inequities between regions with regard to accessing the 5 year stream (see Table One for differential in cut off between the GEAP schools in Regions 6 and 10);</p> <p>Assessment at the early age of 11/12 by a norm rather than criterion referenced test into academic and vocational streams;</p> <p>Assessment of students on one exam who are then unable to cope with the ongoing rigours of the secondary curriculum;</p> <p>Pressure on schools/students and parents to attain success in one examination after six years of primary education;</p> <p>Difficulty of making a match between parental expectations and child's capabilities;</p> <p>Administrative difficulties in matching selection requests with actual situation;</p> <p>Stigma attached to failure on part of parents and their children: (a) if they fail to meet the cutoff into GSS or (b) if they do not get into a higher rated GSS selection;</p> <p>Exacerbates financial constraints in which child succeeds in SSEE but cannot afford to go to selected school;</p> <p>Skews the teaching/learning process during primary years by focussing on the 'one' entrance examination;</p> <p>SSEE does not cater for the 'slower' learner or the 'late' developer.</p>

3 A Phased Approach to a Unitary System

3.1 Introduction

1 In this introduction to Chapter 3 the following is provided:

- A brief outline on the two phases that are proposed;
- A rationale explaining the main reasons for changing to a unitary system;
- An explanation supporting the argument that the transition should be phased and sequenced.

2 The remainder of Chapter Two investigates the two Phases and, most specifically:

- the needs that must be met to implement the phases;
- the constraints that will need to be overcome; and
- some solutions that could be developed.

The Phased Approach

3 The following phased approach is proposed whereby:

Category	Type of school
A	Centres of Excellence (e.g. A Senior Secondary School with a Sixth Form option within each region)
B	Government Secondary Schools and Community High Schools
C	Secondary departments of Primary schools

Phase One – Integration – the secondary departments of the Primary schools and discrete Community High schools are fully integrated into the general secondary school system, thus enabling all students to have the opportunity for completion of a five-year secondary programme that culminates in the CXC examination.

(i.e ‘B’ and ‘C’ schools integrate while selection for the ‘A’ school, from both within or outside the student’s region, and the integrated B/C schools is still dependent upon SSEE results)

Phase Two – Consolidation – students will be placed into the secondary school based on their geographic catchment (as is predominantly the case with their primary school placement) rather than on the basis of their SSEE results and their parents’ selection of schools. However, there will be a certain number of designated centres of excellence, the ‘A’ schools, into which students can be placed based on their SSEE results. These centres of excellence will also provide opportunities for sixth form placements for students from the general secondary schools that have achieved academic success in their CXC results at Form Five.

Why a Unitary System?

4 Table Two highlighted the strengths and weaknesses of the current system. The rationale for education change to a unitary system is, therefore, embedded in the manner in which the new system both ameliorates these 'weaknesses' and provides additional benefits.

5 The examination process drives the present primary curriculum and the general teaching methodology. The evaluation mechanism of the SSEE after six years of primary education is unable to provide a comprehensive measurement of the overall teaching-learning process with its goal of encouraging critical thinking and attaining an agreed level of literacy and numeracy. A unitary system in which all students can make the transition into a general secondary school will relieve pressure for:

- the primary schools whose performance is primarily measured by their ability to prepare their wards to access the five year programme delivered at the general secondary schools;
- the parents who have had to choose schools for their children based on a difficult, and somewhat arbitrary, selection process;
- the students and the attainment of results for which they may be penalized through attending an inadequate primary school environment for which they may not be academically equipped at that particular age;
- the administrators that have to place 50 per cent of the nation's eleven year olds into either a finite number of ranked places within an academic five year programme or into a shorter programme for which the conditions of learning are acknowledged to be poorer and from which the levels of attrition much higher.

6 Furthermore, the unitary system will offer the following perceived benefits to these same stakeholders, namely:

- the primary schools will be able to focus on meeting the educational needs of a broader range of children, most particularly the development of an appropriate level of literacy and numeracy;
- the parents will be encouraged to maintain their involvement in the schools since their children will be offered an ongoing opportunity to age sixteen to attain the requisite qualifications for future academic studies, training or employment;
- the students will no longer have their educational fate virtually sealed at age eleven, but rather their potential academic talent can be nurtured so that they may attain a core of academic CXC results and/or pre vocational qualifications depending on their ability at age sixteen;
- the administrators at central, regional and institutional levels will not have the arduous and unenviable annual task of processing 16,000 students into different schools based primarily on the criteria for placement generated by one examination.

Why a Phased Approach?

7 The GOG has mandated that there should be universal secondary education by the Year 2005. However this is a major undertaking in which a number of important elements need to be in place, such as:

- the requisite number of physical places;
- a teacher training programme for the untrained and trained Primary teachers that shall now be operating in the secondary environment;
- social change for the parents and children that are familiar with the present two stream programmes;
- education change for the schools, from the elite schools with their able catchment to the secondary departments of the primary schools with the students that are deemed to be less able;
- managerial and operational change that shall have policy, financial, personnel and resourcing implications.

8 Given an education change that would challenge even the most financially and managerially robust education system, it is proposed that there should be two distinct phases to this transition process. A phased approach will have the following advantages:

- (i) it will enable the phases of integration and consolidation to be enacted on a regional basis on (a) a schedule appropriate to the respective region and (b) at a pace that enables the central Ministry to respond appropriately;
- (ii) it will support different models and time frames for transition between the coastal/urban and the rural/hinterland situations;
- (iii) most critically, it will provide all the stakeholders involved in the change process with a sequenced approach to resolving the main overarching problem, namely: how to ensure that enhancing *access entails enhancing the quality of access*.

Part One:

3.2 *Issues and Constraints*

9 Any model for change faces major needs and constraints. The process of change in which an educational system unifies its academic programmes is no exception. The process to a unitary secondary system in Guyana entails transforming a system that has become entrenched since 1963. In Tables Three and Four the most significant of these needs and constraints are highlighted. The list, however, is by no means exhaustive.

Table Three: Needs and Constraints – Resources

Area of Need/Constraint	Needs	Constraints
<p>1. Resources</p> <p>i. Physical resources and facilities</p> <p>ii. Financial resources</p> <p>iii. Human resources</p>	<p><i>Integration:</i> provision of the requisite classroom places for 61,000 students to attend a GSS</p> <p><i>Consolidation:</i> provision of classroom space for annual enrollment of 16,000 based on locale</p> <p><i>Integration:</i> need to meet the following costs, inter alia: (a) increment for Primary Tops/CHS teachers; (b) professional development programmes; (c) resourcing the Primary Tops with materials and facilities</p> <p><i>Consolidation:</i> (a) need to provide all GSS (the amalgamated Primary Tops, 37 CHS and 68 GSS) with a comparable level of physical resources and facilities; (b) the cost of providing ongoing professional development so that 80% of all teachers are qualified/trained</p> <p><i>Integration:</i> identification of trained and untrained Primary qualified staff to manage and teach the CXC secondary programme in the Primary Tops</p> <p><i>Consolidation:</i> identification of trained and untrained staff to be upgraded</p> <p>There will be a particular need for more Pre vocational staff under both phases.</p>	<p><i>Integration:</i> capacity of the GOG/MOE to resource the secondary departments of Primary schools to GSS standards</p> <p><i>Consolidation:</i> capacity of the GOG/MOE to resource all designated GSS to a comparable standard based on a common unit cost per student</p> <p><i>Integration and consolidation:</i> current need for Minimum Quality Standards (MQS) that are linked to unit costs, the resource envelope and priority setting. Unit costs need to be determined in terms of (a) <u>inputs</u>: that are required by the education system and (b) <u>processes</u> – how those inputs are combined and how they are managed for all levels involved in sub sector management (i.e. schools, districts, regions and the central MOE)</p> <p><i>Integration and consolidation:</i> there are a number of difficulties inherent in designing and delivering core programmes: (a) many different bands of entry of qualified and unqualified staff; (b) lack of modular programmes (inset and preset); (c) lack of integration between NCERD and CPCE; (d) need to deliver by D/L in order to keep staff ‘in situ’; (d) ability of the GOG to place new teachers on an equitable basis into schools regardless of their status based on SSEE or their locale.</p>

Table Four: Needs and Constraints – Non Resources

Area of Need/Constraint	Needs	Constraints
2. Curriculum	<p><i>Integration:</i> decision with regard to the exams that the students in Forms 3 and 4 of the present Primary Tops will take.</p> <p><i>Integration and consolidation:</i> the existing CXC exam is undergoing reform, however within Guyana there is immediate need for : (a) curriculum items that relate to the local ‘world of work’ (e.g. GUYSUCO and Linmine for GEAP schools);(b) literacy and numeracy material to support the slower learner in acquiring core CXC passes</p>	<p><i>Integration:</i> certain students that are on the cusp of the change (i.e. the Forms 3 and 4 in Primary Tops) will miss the opportunity to change programmes.</p> <p><i>Integration and consolidation</i> regardless of additional items and reform, the CXC curriculum is too academic for students that are better equipped to undertake a pre vocational programme;</p>
3. Community perceptions		
i. Parents	<p><i>Integration and consolidation:</i> (a) until the first CXC exams are undergone - five years respectively after each phase has commenced – the community will require alternative benchmarks upon which to assess the change; (b) parents might require funding to support additional travel costs to send their children to new schools</p>	<p><i>Integration:</i> they will be suspicious of the system to deliver on CXC passes for students within the Primary Tops stream;</p> <p><i>Consolidation:</i> they will be suspicious that all schools provide an equal opportunity.</p>
ii. Students	<p><i>Integration and consolidation:</i> national exams and streaming to ensure that students do not relax their efforts upon assumption that all students throughput into the same programme regardless of SSEE results</p>	<p><i>Integration and consolidation:</i> students will continue to judge their peers by their SSEE results</p>

4. Management capacity	<i>Integration and consolidation:</i> ability of the MOE structures and staff to manage the 'change'	<i>Integration and consolidation:</i> lack of staff and budget both to recruit and train additional staff at all tiers
5. Student ability	<i>Integration and consolidation:</i> with universal transition, all GSS will have a contingent of 'slow' learners. There is a need to determine their remedial requirements upon entry and monitor/support their progress through to Form V.	<i>Integration and consolidation:</i> given all the pressures on the education system, providing services to those with remedial needs will be a low priority.

Part Two

3.3 Possible Solutions

10 Tables Three and Four above highlighted five areas (Resources – Curriculum – Community Perception – Management Capacity – Student Ability) in which there are needs and constraints that will be encountered by any new transition modalities. In the remainder of this chapter, the main issues are defined and some immediate inputs are suggested to address them. (Further details are provided on these recommendations under the headings of 'Policy, Planning, Development and Research' and 'Capacity Building' in Annexes 4A and 4B).

1 Resources

i. Facilities and physical resources:

11 Main Issue: A comprehensive study of facility requirements by region needs to be drawn up according to a Minimum Requirement Standard. Further, if the proposed Phase I and Phase 2 models are to be implemented, then there will be need for the following decisions:

- (i) whether there are sufficient places for secondary students from the Primary schools to be placed into the existing GSS or CHS; if there are insufficient places, then
- (ii) a decision regarding which secondary departments at the Primary schools will be selected for 'amalgamation' (amalgamation whereby the secondary departments from different Primary schools congregate into a newly formed Government Secondary School). This amalgamation will in turn have implications regarding what happens to the Primary students that will be displaced in order that the Primary school's secondary students can congregate in one place.

12 Suggested input: A USE national secondary school mapping and facilities survey.

(GEAP commissioned a Household and Income Expenditure Survey. One component of this HIES conducted a study into access to textbooks by primary and secondary students in Linden and the Correntyne. At the primary level 26.4% and 29.7% of students in the Correntyne and Linden respectively had "all or most" of their textbooks. At secondary level the figure was 32.99% and 22.25 respectively. See Table 6.1 of the survey. It is recommended that a similar sampling be conducted in other regions in order to establish a benchmark for access to textbooks.)

ii Financial resources

13 Main issue: Costs overarch the whole issue of transition. It is necessary to attempt a calculation of the unit cost of a good quality secondary education. To attain such a figure, it will be necessary:

- (i) to establish a MQS for each variable (e.g. pupil teacher ratio; textbook ratio; number of inspections; agreement on the minimum requirements necessary to attain a suitable level of quality, and broad agreement on who, in principle, will pay for each cost element).

14 This calculation cannot be based on the current GOG financing model which attempts to provide funding for secondary education from the funds that can be raised from Treasury and parental contributions, but rather it needs to be made with specific reference to the quality standards that these funds should be able to guarantee. In addition, therefore, it is necessary:

- (ii) to establish a basic costing model that assumes such factors as: a day school with 35 students in each of Forms 1 through 5; the provision of the CXC curriculum as well as the introduction of computer studies; the renovation and construction of the requisite classrooms, administrative blocks, laboratories, libraries and storerooms; salaries for teachers (% of teachers at an agreed level of qualified/unqualified status; maintenance and security; capital and repayment et al).

15 Suggested inputs: A USE Finance Study to ascertain 'per capita' investment per year into secondary education; and an investigation into the means whereby private secondary education can be enabled to provide the additional capacity that the GOG cannot provide. Most particularly, the provision of an outline of the policy and form in which a public/private partnership can be created.

iii Human resources

16 Main issue: From the quality perspective, this is the key issue upon which the success of the change to a unified system will hinge. In 1997/1998 the percentage of trained teachers was 50%. In the hinterland this figure was 60%.

The goal under the National Development Strategy is for 80% of all teachers to be trained by 2010. See Table Five for specific data from the '1997-1998 Education Statistics' that illustrates the severity of the problem:

Type of secondary schools	# of teachers	# of trained teachers	% of teacher population that is trained
Secondary departments in Primary Schools	669	335	50
Community High Schools	615	343	51
Government Secondary Schools	1744	1004	58
Total	3028	1682	56

17 Suggested inputs: The professional development needs of USE cannot be tackled in isolation from the other subsectors. It is recommended that a ten year Education Professional Development Plan (EPDP) be drawn up and that the goals and targets developed under this EPDP are incorporated as a sub component of the GOG's overall Education Development Plan (2001-2006). This Plan will need to provide the following:

- (i) agreement on the basic minimum professional qualifications for those teaching within each subsector;
- (ii) recommendations regarding the qualifications and realistic salaries for specialist educators (e.g. advisory teachers; inspectors; principals; heads of department);
- (iii) define norms and standards that will govern the work, conduct and performance of educators;
- (iv) set a deadline for the elimination of unqualified teachers within the Form 1 through 5 classes;
- (v) integrate in-service and pre-service courses (certification and delivery) across UG, CPCE and NCERD.

2. Curriculum

18 Main issue: The CXC examination and its core curriculum are presently undergoing review. Greater emphasis is being placed upon continuous assessment and the introduction of testing instruments for the vocational subjects that are less purely academic. However, there is an immediate need for the following:

19 Suggested inputs:

- (i) better integration of current initiatives that are developing work related study items;

- (ii) support for further collaborative initiatives between industry and educators into the development of appropriate curricula items that stress job related skills;
- (iii) an investigative study into the need for the introduction of an alternative external examination for those students that do not perform well on the national Form III Tests.

3. Community Perception

20 Main issue: The community is used to a dual system of entry into secondary that has been operating for nearly four decades. Introduction of a comprehensive and unified system that keeps students within their communities must be done in a coherent and strategic manner.

21 Suggested inputs:

- (i) a national social awareness campaign that introduces the idea of change to a unified system;
- (ii) sponsorship of seminars and conferences in which the issues involved in transition may be shared;
- (iii) funding for Action Research that identifies the main causes of popular concern in relation to the change process;
- (iv) advertising the changes that are being brought about under the GEAP amalgamation initiative in Region 10;
- (v) a clear policy statement from central Ministry regarding a time frame for 'change'. Recent discussions in-country indicated that administrators/schools/ parents were unclear as to 'if' or 'when' the SSPE (Parts I and II) were to be withdrawn.

4. Management Capacity

22 Main issue: The administration of education is hampered by some of the following major constraints: insufficient budgetary allocation; lack of proper networking between and among the different management tiers; poor communication facilities; lack of skilled human resources at central, regional and school levels; as well as inadequate data upon which to monitor budgets, enrolment and performance. The ongoing work of the IDB funded Organizational Capacity Assessment Review and the forthcoming Guyana Education Strategic Planning Support Project will provide valuable inputs to alleviate some of these problems. The unification of the secondary education system should therefore constitute a significant component for inclusion in the development of the new Education Development Plan. A few key inputs are recommended below to support this planning in the immediate term.

23 Suggested inputs:

- (i) establishment of a central inter-ministerial Task Group with overall responsibility for setting strategy and policy for the unification of the secondary system;

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- (ii) designation of key personnel at the regional level with responsibility for the transition process;
 - (iii) identification of discrete training opportunities for these personnel in order that they are introduced to issues pertaining to the "Management of Change" and specific regional Case Studies that are similar to the proposed Guyanese experience;
 - (iv) funding in the recurrent budget for 2001 that supports preparatory studies into the transition process.

5. Student Ability

24 Main issue: Approximately 16000 students entered the SSEE 2000 of whom 4000 failed to make the cut-off and gain access to the 5 year academic programme. A policy of unification will enable the majority of these students to perform in a similar manner to their peers who enrolled into the GSS. However, the transition process will require specific measures to meet the needs of the catchment which will throughput into the GSS but which is not equipped to handle the rigours of the CXC programme.

25 Suggested inputs:

- (i) an annual diagnostic test in Form 1 to determine what % of the 4000 students are going to require remedial training;
- (ii) special programmes of remedial work in the core subjects of Maths, English, Social Science and Science, particularly in Form I;
- (iii) with the introduction of Computer Laboratories, a special focus of their utilization should be individualized remedial work for this catchment;
- (iv) the development of guidelines and support for teachers in the management of mixed ability classes;
- (v) the development of in-service programmes to support remedial students in the classroom;
- (vi) the development of pre-service programmes to increase the number of trained remedial teachers;
- (vii) trialling of the establishment of a Remedial Unit that is located at the respective Regional Education Offices with a brief to support remedial programmes at the primary and secondary schools;
- (viii) funding of summer programmes for students that performed below a certain standard on the SSEE or the national Form I-IV tests;
- (ix) commissioning of a questionnaire to determine how many post common entrance primary students who have left school before grade nine would be interested and capable of re entering school to complete their full basic education cycle.

4 Towards Transition:

Part One

4.1 *The GEAP Experience to Date*

1 GEAP (1999-2003) aims to pilot full access to secondary education in its two project areas within Regions 6 and 10. Further, GEAP is to trial models of USE that may be replicated on a national basis. Inputs in support of this goal are being provided by GEAP in the following five ways:

- (i) the provision of new or refurbished schools;
- (ii) increasing access and participation;
- (iii) improving teaching and learning;
- (iv) improving education management; and
- (v) the procurement of support resources.

4.1.1 Access

2 Table Six shows the infrastructure work completed to date.

Region 6 Completed: February 2000	Tagore Memorial Secondary School - Computer Laboratory
Region 10 Completed: February 2000 Completed: July 2000	Christianburg Multilateral - Computer Laboratory St Aidans Primary Tops - Whole Refurbishment

Region 10

3 The work completed in St Aidans Primary TOPs school has assisted moves towards amalgamation in Region 10, although it must be acknowledged that the developments have not matched expectations as expressed by the Regional authorities and the GEAP team at the time of this consultant's visit in July 2000. To comment on what has happened since then, it is helpful to look at the West Bank and East Bank separately, with comments as appropriate on the reasons underlying the actions taken (please note that these comments are valid as at October 2000):

- ***West Bank amalgamation***

The St. Aidan's Refurbishment will now hold students from One Mile Primary Secondary Section and Christianburg Primary Secondary Section. They will be organised into a structure of Yrs 1 – 5 following a full SSRP curriculum. There will be emphasis on the following subjects – English (incl. Reading), Maths, Social Studies, Science (int.) and then three or four practical subjects ranging from Woods, Agricultural Science, Art & Craft, TD and Home Economics. Each student will follow a six subject programme thus allowing for extra contact time in the core areas of Mathematics and English.

It is anticipated that it will only be years 1 & 2 that will fully benefit from this programme and they will probably be the first cohort that will complete the programme as set out above.

At Wismar Hill Primary and St. Aidan's Primary, the Secondary Sections will remain where they are though they will also follow the same academic programme.

The following are possible reasons why a 'full' amalgamation has not happened:

- MoE feel it is necessary to formally gazette the new school, Wisburg Secondary School.
- multi-site secondary schools would require levels of admin staffing that are not acceptable to TSC.
- with out the levels of staffing proposed in terms of DHM or SM at each site, then the Guyana Teachers Union would not be able to support such a proposal as it would impose further responsibility on HOD level operators without providing the necessary remuneration.
- there is also a sense that a gazetted school must be on a single site, regardless.

The regional response to the above can be summarized as follows:

- there is now a determination amongst Regional Education Department Officers to ensure that the three units, Wisburg, Wismar Hill & St. Aidan's are treated equally.
 - there is a move to centralise staff development and SIAC structures to encompass all three units.
 - Wisburg will be the examination Centre for all students in the three units.
 - GEAP will try and distribute the necessary resources to all three sites and continue to support teachers as a single group.
 - school badges might be the same with Wisburg Secondary badges being carried by Wismar Hill and St. Aidan's students with variations to identify site.
 - consultations with parents, teachers and students on the location and design of the possible 5th school in Linden will encompass all three units.
-
- ***East Bank amalgamation***

The proposed amalgamation on the East bank will go ahead as planned, with all Secondary Unit students from Amelia's Ward, Coomacka and MacKenzie Primary being brought together on the MacKenzie Compound following a similar academic programme as with the West bank schools. As part of the preparation of expansion of Linden Foundation, closer ties over the next 18 – 24 months will be generated between LFSS and the amalgamated secondary Units at MacKenzie Primary. (See *Annex 3 for a full account of GEAP activities related to amalgamation in Region 10*).

Region 6

5 Table Seven shows the complexity of the situation regarding a similar amalgamation process for the 25 mile strip that encompasses GEAP's activities within Region 6:

School	Form I	Form II	Form III	Form 1V	Total Sec	Total Pri +Sec
Crabwood Creek	15	7	2	0	24	726
Skeldon	15	0	13	0	28	542
Corriverton	46	29	12	6	82	1105
Massiah	14	9	8	0	31	488
No 68	11	2	4	0	17	358
New Market	25	14	5	2	45	465
No. 59	5	3	2	1	11	183
No. 56	14	1	6	0	21	272
Leeds	5	3	6	10	26	298
No 48	8	3	3	1	15	225
No 43	18	2	0	1	21	113

6 Amalgamation would have an immediate effect on enabling access to quality secondary school education. It would assist in alleviating the chronic staffing difficulties, as well as make it easier to deliver GEAP's inputs to improve the quality of provision (quality and relevance is obviously an issue when there is an attrition rate of 38% between Forms I and II). However, amalgamation is difficult to orchestrate for the following reasons:

- (i) there will be a displacement of a considerable number of students from the primary sector whichever schools are chosen to become the amalgamated secondary schools;
- (ii) there is a linear stretch between Crabwood Creek and No 43 so there would probably be a need for two or possibly three schools to be amalgamated;
- (iii) given considerations of distance and primary student displacement, which schools are the best candidates for amalgamation?

Key issues:

7 GEAP is thus at the critical juncture where it requires policy parameters set by the GOG in order to assist in determining what is the direction deemed most appropriate by the Government with regard to 'access' within GEAP's two target areas, most specifically:

- (i) Should the GEAP schools in Region 6 go through to the process of amalgamation whereby students from a catchment of Primary Tops are congregated into designated CXC schools by September 2001?

- (iii) Should Region 10 trial Phase 1, whereby the amalgamated secondary departments of the primary schools are designated as fully fledged secondary schools? Or even Phase Two in which the students in the GSS and converted Primary Tops are integrated according to their local catchment rather than their SSEE results?
- (iii) New school construction: where should the proposed new secondary school in Region 6 be located? The present choice is Mile 45, on the right edge of the GEAP 'strip'. Secondly, do numbers warrant the construction of an additional school on the West Bank in Region 10? (*a further consultancy to examine this question has been commissioned by GEAP since the writing of this section of the report*)

4.1.2 Quality

Participation

8 A key component of the transition process is that of community participation. With the development of new and refurbished schools, GEAP has been able to start the process of developing PTA structures and community responsibility for the new schools, most immediately through the establishment of Buildings Committees at each school. In addition, the experience of amalgamation underway in Region 10 will provide a beneficial first step in support of garnering community participation for unification since it provides: (a) students that would enter the secondary department of their primary schools with a similar opportunity in the five year programme; (ii) parents and the community with an immediate example of the transition process as it impacts upon those children who did not gain places at GSS; and (iii) administrators with the chance to learn and place particular focus upon the specific needs of these students.

'The amalgamation allows the region to take on responsibility for more secondary students, in a more secondary orientated environment as a prelude to full conversion.'

Ed Denham., GEAP Regional Education Adviser Region 10

Management

9 GEAP commenced its five year project to address some of the issues pertaining to universal transition in 1999. Key partners in the project process are the administrators and staff in the regions, most immediately the counterparts working with the Regional Advisers but also the headteachers, heads of departments and teachers that are receiving support under the project. However, a significant determining factor in achieving and sustaining the project goal will be the capacity and capability of the Regional Department officers and the school administrators to manage the magnitude of the proposed overall changes.

Key issues

- (i) Overall: the project has three national counterparts located in the two regions and at the centre. In order to implement any proposed access modalities, there are questions pertaining to: the future position of these staff, their ongoing training on GEAP's proposed Study Tour and Education Management programmes; the need for additional regional staff as well as embedding the changes within the MOE's own central and regional administrative structures.
- (ii) Specific: if the amalgamation process is the agreed policy for the secondary departments of the GEAP schools in Region 6, then the following decisions need to be taken:
- funds are required in the recurrent budget for 2001 to support amalgamation (i.e. community meetings – transportation – staff training. See again Annex Three for details of the extensive inputs that have been delivered in support of the process in Region 10, an area that is more conducive to the process);
 - staff need to be appointed with immediate effect with specific terms of reference to support the process;
 - a time line has to be drawn up with an indicative start date of September 2001 for commencement of the amalgamation.

Teaching

10 Currently GEAP has 13 teacher trainers in Maths, English, Guidance/IT, Industrial Arts, Science and Remedial. Amalgamation in Region 10 has enabled more effective provision of support with the concentration of teachers who are in most need of conversion to secondary into two institutions. Region 6, however, is hampered with its support being delivered over secondary departments in eleven primary schools and three secondary schools. Understandably, the project is faced with two very different teacher development needs:

Key issues:

- (i) In Region 6 the issue is lack of teachers (there are approximately 10 teachers teaching 500 students in the eleven secondary departments of the Primary schools). Recruitment as well as incentives for training and the development of modules to support school based delivery in the Correntyne are needed to support implementation and ongoing sustainability. The main focus should be enrolling untrained teachers onto the CPCE 3 year secondary certificate programme.

- (ii) In Region 10 the issue is providing approximately 40 Primary Qualified teachers with an upgrading programme to secondary qualification. No programme is currently available, although discussions have commenced with CPCE to design and deliver a pilot programme commencing January 2001. This programme requires funding, ratification and staffing. (An initial draft outline of this proposed Certification programme is provided in Annex Two).
- (iii) These two pilot training programmes outlined above require a cadre of Advisor / Inspector staff. Development of such a cadre of senior teachers has implications that cannot be resolved by GEAP, such as: what senior teacher training is deemed most appropriate for national delivery, which personnel should be involved and what are the salary and budgetary implications?

4.2 Diversity

11 The need to develop a national model of transition that is flexible and capable of meeting very different sets of needs is highlighted by the diversity that is presently being experienced by GEAP in its project areas within Regions 6 and 10. This diversity is illustrated by the following figures in Tables 8 to 12 drawn from the Digest of Education Statistics of Guyana (1997 – 1998):

Table Eight: Enrolment: Total Number of secondary students and % of total comprising students in secondary departments of Primary schools

	Total # of students	# of secondary students in primary schools	Percentage
National	61,253	13,162	21
Region 6	10,540	1512	14
Region 10	3961	1444	36

Table Nine: Number of secondary departments in Primary schools/teachers and students

	Number of secondary departments in Primary	Number of students	Number of teachers
National	322	13,162	669
Region 6	47	1512	82
Region 10	25	1444	77

Table Ten: Percentage average attendance

	Secondary departments in Primary	General Secondary
National	52.85	80.5
Region 6	43.25	82.4
Region 10	72.5	79.3

Table Eleven: Percentage drop out in secondary departments of Primary schools by Region and Gender

	Male	Female
National	17.8	18.1
Region 6	32.6	37.6
Region 10	8.2	5.5

Table Twelve: Number of teachers in secondary departments of Primary schools by Region and Qualification

	Graduate		Other Qualified		Unqualified	Total
	Trained	Untrained	Trained	Untrained		
National	21	3	314	109	222	669
Region 6	4	0	40	19	19	82
Region 10	0	0	44	17	16	77

12 Three main conclusions can be drawn from this data. While these conclusions cause different needs/constraints that will require different solutions within the GEAP experience, they also illustrate usefully and clearly that there can be no national template or specific model that can be utilized for the process of universal transition.

- (i) Region 10 has a much larger population of students enrolled in the secondary department of its primary schools but this population is placed in a fewer number of secondary departments;
- (ii) Region 6 has a similar student population supported by a comparable number of qualified/unqualified and trained/untrained staff but the students and teachers are spread out over twice the number of departments;
- (iii) Region 10's performance (measured by Attendance and Drop out) is significantly better than the national average while Region 6's performance by the same indicators is below 50% and the national average.

13 This data is corroborated by the findings of the recent GEAP Household Income and Expenditure Survey. On August–September 1999 net attendance rates taken for students (aged 12-17) showed a rate of 55.6% for the Correntyne against 79% for Linden. (See Tables 3.8 and 3.9 of the HIES).

Part Two

4.3 Toward a National Rollout

4.3.1 Introduction

14 Transition to a system of universal secondary education (USE) will be a significant component for inclusion within the forthcoming Education Development Plan (2001-2006). There will be a need to focus on four main issues:

- (i) capacity at the central, regional and institutional levels to lead this significant development process, including strategic analysis and budgetary/ financial analysis;
- (ii) within the framework of the Organizational Capacity Assessment (OCA) review and its proposed changes, the creation of structures, systems and incentives to manage and deliver the new education services that will be required under USE;
- (iii) the establishment of management systems, both within the GOG and the funding agencies (primarily WB, IDB, DfID and CIDA) which facilitate common management systems utilizing the Government's own processes and procedures;
- (iv) institutional development and capacity building targets and outcomes will need to be incorporated into the USE planning, as well as merely those of access and quality objectives and targets.

4.3.2 Five Overlapping Phases

15 Part One described the activities and main outstanding issues within the GEAP project, a micro experiment into introducing a unitary system within two pilot areas. Part Two outlines five phases of activities that will be required to introduce a unitary system on the macro national level.

i Preparing the Foundation

16 Within the framework and context of OCA and the EDP, assign new organizational arrangements and improved procedures at national, regional and institutional levels (schools and TTCs) that support implementation of USE Phases 1 and 2. For example:

- appoint a cross ministerial national Task Force with national executive responsibility for USE activities;
- assign personnel with responsibility for USE within the Regional Education Offices;
- establish a national inter-regional USE policy forum, a standing committee that meets quarterly to address priority issues relating to policy and strategy;

- the regions must have a major input into formulating USE policy objectives since (i) each region clearly has different needs and constraints; and (ii) each region must be encouraged to tackle its own practical problems during the implementation process;
- identify and agree the roles and responsibilities of the different elements of the education system in supporting the new vision of USE (i.e. their expected support service; specific mandate and performance targets);
- establish consultative structures and procedures that involve representative components of the education community in determining a consensual vision for USE (i.e. establishing attainable aims and goals, measurable targets and means of ensuring awareness of changes is shared with the general public).

ii Establishing the Policy and a new Regulatory Framework for USE

17 Within the context of the EDP (2001-2006) develop the framework which will guide and regulate the provision of USE.

- set clearly defined goals (i.e. Phase One operable by 2003 or Phase 2 by 2006);
- set achievable targets toward USE by each tier of the system;
- agree duties and responsibilities for each tier;
- review the capacity for benefit monitoring and evaluation;
- establish Benefit Monitoring and Evaluation operations, possibly with certain functions being located outside the MOE in order to enable wider stakeholder representation;
- identify and select systems and persons that support research into the USE process. Use the expertise of the UG, but encourage the use of action research by practitioners similar to the GEAP model in which a cadre of researchers has been developed to monitor project progress within both the target regions;
- design and develop a phased and sequenced performance matrix within the EDP that has specific relation to the USE process. Particular targets need to be established to monitor the regulatory frameworks and mechanisms (e.g. school attendance – school improvement targets – selective data that monitors the ability of the central and regional networks to manage new organizational/managerial processes).

iii Developing Consensus

18 Consultative structures shall have been established under the previous stage. Utilizing these structures, agreement can be reached on a set of principles which will inform practice and provide benchmarks against which to measure performance. Ideally under the auspices of the proposed Guyana Strategic Planning Support Project and proposed reform under OCA, technical work can be undertaken on the following important USE needs:

- performance appraisal, quality assurance and inspection;
- salaries, certification and competence;

- structure, role, mandate and staffing of a reformed inspectorate at national and regional levels;
- means of providing administrative and technical support to schools through alternative mechanisms other than the regional office;
- coordination of intakes and programmes at pre-service and in-service between the national institutions responsible for teacher training and development;
- development of a subsidy programme to encourage teachers into the fields of Information Technology, Maths and Science; and perhaps a bursary programme to encourage a larger proportion of male teachers into the profession;
- development of alternative 'emergency' teacher training programmes that deliver training by distance learning at the school site, most particularly to address the shortage of trained Information Technology Teachers

iv Improving Management Efficiency

19 The OCA Review is generating recommendations and measures for improving management efficiency and performance in the education sector and the entire formal government structures. Before embarking on the process of full transition, two key building blocks need to be in place to ensure that the education sector has a performance management system and human resource development policy that can deliver the changes:

- new principles that underpin the Ministry's management style and those of the institutions for which they are responsible;
- a more decentralized system that has the managerial efficiency and flexibility to handle the myriad actual and potential procedural, systemic and organizational issues that shall require resolution.

v Reviewing Strategic and Financial Management

20 IDB funding is being allocated for a strategic planner to assist the MOE in building capacity at the planning unit. Consultancy support is also being funded in the areas of Management Information systems, human resource and budget planning. These technical inputs shall be essential in assisting the sector to affect three additional blocks that are required before embarking upon USE:

- introduction of new budgeting procedures that are primarily development and activity based;
- development of common financial procedures for use by the donor agencies in the implementation of secondary education subsectoral reform. (Currently CIDA, WB & DfID are operating in the sub sector but there is insufficient integration of funding procedures, reporting, monitoring and evaluation);
- establishment of a more detailed information base that can be used as a management tool for decision making. Enhancing personnel management (from central/regional administrative levels to the school level of school managers and teachers) is a critical aspect of an education system's success, but appraising performance for professional development and promotion requires current and relevant data.

5 Conclusion

5.1 The Current Situation

The number of pupils that entered SSEE in the region	815
The number of pupils that attained their desired selection	250

(Region 10 Data – 2000)

The approximate number of students that entered SSEE in 1999/2000	16000
The approximate number of students that sat CXC in 1999/2000	6000
The approximate number of students that gained five subject passes at Levels 1 to 3	600

(Indicative figures used by the Project Director of SSRP at PTA Meetings)

1 In the sixties Guyana's education system was rightly ranked as one of the best in the region. That success has unfortunately eroded to the extent that the present system is marked by falling learning rates, increasing student and teacher attrition, an insufficient supply of qualified teachers and a depletion of adequate facilities and resources. Indeed, the system is struggling to deliver quality to support the universal access that was introduced into the primary sub sector in the seventies. What therefore are the reasons and the chances of success for embarking upon a policy of universal secondary education? Just as the demand for secondary schooling is projected to increase dramatically, a difficult economic environment and scarcity of resources are impacting to deprive the country of its ability to provide a quality education. Access to schooling may have increased, but the issue of who accesses a meaningful education still requires addressing. Further, the inability of the education system to educate to an acceptable level of learning of achievement either the small minority of secondary students who graduate or the larger majority who exit the system at some point before the end of their normal education cycle raises questions regarding internal efficiency and the present rate of return on investment.

The Impact of UPE on Secondary Education Provision

2 The drive toward greatly expanded access to free basic education has created a number of inevitable side effects. These side effects will have a significant impact upon the introduction and sustainability of quality secondary education in Guyana. They include the following common outcomes:

- the increase in primary enrolment ensures a greater concentration of the sparse financial and human resources available to the government for education into the primary/basic education sector;
- this increased primary enrolment has now created a concomitant increase in demand for secondary education. This increased demand for a quality secondary education has in turn been exacerbated by the fact that competition for scarce employment opportunities is intense and higher level qualifications are perceived to offer greater chances of getting a job, either within Guyana or overseas;
- the GOG is thus faced with the conundrum whereby there is an increase in demand for secondary schooling coinciding with a decline in the financial and other resources available to support secondary education;
- without due care, what will follow the introduction of a universal education system is a chronic inability to achieve relevant and useful learning outcomes for either the small minority of secondary students who graduate, or the large majority who exit the system without formal qualifications.

The Challenge

3 The challenge therefore facing secondary education policy in Guyana can be summarized as follows:

- the need to provide sufficient places to meet current and future parental demand for secondary education;
- the need to provide a meaningful and relevant learning experience in all secondary schools – whether GSS, CHS, Primary Tops - which will benefit all students and also have economic and developmental significance for Guyana as a country and as an economy;
- the upgrading of curricula, teacher qualifications and performance, physical facilities, equipment, teaching and learning materials, supervision, minimum standards, regulatory requirements, assessment, examinations etc within reasonable affordable limits in order to support the meaningful and relevant learning experience required by secondary school students;
- the requirement to harness all available national resources (including private sector providers) in the most cost-efficient manner in pursuit of the policy objectives described above.

Toward a unitary system

4 The GOG rightly appreciates that the implementation of USE is a major undertaking. In extensive deliberations and combined initiatives with the international community, the Government is ensuring that the following aspects are being addressed in order for this education change to a unitary system to be implemented within the proclaimed time frame:

- unification is a major component of the longer term strategic vision;
- the process is linked to the overall public expenditure review exercises;
- the process is included as an integral part of a phased and sequenced sector performance monitoring framework;
- community groups are involved in the policy and planning requirements to implement the change;
- monitoring systems are established that enable analysis of the changes;
- recognition of the fact that the efforts of the Government alone are not capable of meeting these challenges.

5 Annexes Four (A) and (B) provide some activities that, if funding were available, could be started immediately in the areas of 'Capacity Building' and 'Policy, Planning, Development and Research' to support the transition process.

5.2 Two Final Issues

6 Before concluding, it is felt that two additional issues need mentioning: (i) in recognition of the fact that the challenges of USE are immense, a brief look at the possibilities of establishing a public-private partnership to assist the Government in guaranteeing access and a suitable quality of instruction; and (ii) the need to consider specific legislation in a revised Education Act to support the introduction of USE as well as a greater role for such a public-private partnership.

Rationale for Private Education Development and Finance

7 Justifications, both social and economic, can be found to support a reliance on general revenues to finance public education, but what is the role for private education? Three main reasons support a role for the private sector: (i) private education fills the gap in public education (although in Guyana this private education sector is presently only growing in order to provide access and coverage for those groups that can afford this education and who consider that they are not being serviced by a government that is facing severe financial constraints); (ii) provision of a private sector alternative ensures greater efficiency by requiring the public schools to compete for their clients and beneficiaries; and (iii) private schools offer an opportunity for alternative modes of teaching/learning and school management within the parameters of the national curriculum and examinations.

Policies and Environment: The Right Mix

8 Although the Government and the MOE make mention of an increased private sector role, debate regarding public policy towards private education and an environment under which the respective public and private sectors might operate together is only starting to emerge. Studies are required that view private education, and most particularly secondary and post secondary education, as complementary to public education. The aim should be to develop partnerships and structures in which responsibilities and functions can be shared harmoniously between both systems.

One main area of sharing that is critical to the proposed transition process is between the sub sectors: with the government concentrating its efforts at the primary level while enabling the private schools to offer greater support immediately at the secondary level and increasingly at the post secondary level.

A Common Regulatory Framework

9 The private and public schools work in a similar environment, hence these schools must be integrated within a common regulatory framework. Regulations with regard to entry, quality control and exit or private and public sector providers must be established and monitored by both sectors. All formal institutions, whether public or private, should be required to adhere to national policies, norms, standards and regulations. Norms pertaining to tuition fees, teachers' wages, conditions of work, student selection and examinations should follow guidelines that apply across both sectors. Performance data should be collected and disseminated to the public according to a common integrated system of information retrieval by both the private and public providers.

Preparation of a new Education Act

10 This final paragraph offers suggestions as to some of the key headings that would need to be included in the revision of the Act if it is to embrace the changes recommended to support transition to a unitary education system. (A more comprehensive itemization of these points can be found in Annex Five).

- limit of class sizes, presently the GOG has stipulated 35 students per class;
- establish a specific code of practice for the district and regional education authorities;
- alter the manner in which budgets are delegated to the schools;
- provide support for, and compliance with, the development of education development plans for all tiers of the education structure (i.e. public school – district office – regional departments and central MOE departments);
- specify power for the Permanent Secretary of Education to close public or private schools;
- enable more parents to be involved through representation on School Improvement Advisory Committees which shall have responsibility for developing the school development plans;
- establish a forum for serving teachers (perhaps a General Teaching Council funded by a small fee deducted from the teachers' salaries);
- define purpose of the GTC to assist the Government in the de registering of teachers on grounds of misconduct or incompetence;
- make short term professional headteachers training mandatory;
- establish an outsourcing capacity for the use of short-term inspectors to support the process of registering and monitoring performance of schools.