

UWI, MONA AND TERTIARY EDUCATION IN JAMAICA

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INTRODUCTION

The Mona Campus of the University of the West Indies is at one and the same time inextricably linked to the prerogatives of the Jamaican society and the imperatives of the Caribbean region. Residing in this unique intersection, the Mona Campus has a special and distinct contribution to make to any discussion and debate on direction and content of the reform of Jamaican tertiary education. It also has a definite role to play in the implementation of whatever reforms are finally decided. For these reasons the Mona Campus cannot confine itself only to the Campus's own interests, but must also address the broader and deeper questions that must be addressed in contemplating and planning reform in tertiary education in Jamaica. The Mona Campus must confront the issues and problems confronting tertiary education in Jamaica in order to address the fundamental and long-term changes that will better serve the ultimate good of the Jamaican people and society.

THE GENERAL SITUATION

Conservation and change are constant elements of human society. Every era of human civilization is composed of some mixture of these two elements. In different eras, however, the mix of the elements varies. In most periods of human history it is the conservation element that dominates. The role of education in such periods is mainly that of transmission with a modicum of innovation. There are, however, a very few eras in which change dominates and is pervasive and comprehensive. One common factor in such relatively rare eras is fundamental technological advances.

In the first decade of the twenty-first century human society and civilization are confronted with a mix in which change is the dominant element. The changes taking place are rapid, radical and discontinuous. The imperatives of change manifest

themselves globally, regionally and locally and in all facets of human society as the microchip, fibre optics, satellite and digital technology combine to change work, learning, entertainment, communication and domestic chores. At present it is not enough to learn from the past. Rather, it is imperative to be imaginative, inventive and innovate in constructing meaningful responses to the challenges presented by change.

Twenty-first century society is marked by the following:

- Technological advances. Far-reaching, radical and fundamental technological advances that pervade areas as different as production of goods, provision of services, transmission of mail, gambling, schooling, photography, entertainment, communications, management, transportation and 24 hours news reporting on incidents worldwide.
- Competition. More people, less jobs, more work, lower cost producers that meet international standards and higher levels of schooling combine to cause greater competition for educational opportunities, for jobs, for the production of goods and the delivery of services.
- Globalisation. More and more people are interconnected around the world in the flow of information, the production of goods, the movement of capital, reporting of news and being affected by the consequence of events.
- Speed. Travel, news, information and communicable diseases can now travel at speeds that are unprecedented.
- Disequilibrium, disconnection and alienation as many traditions and practices become obsolete and their replacements new skills, new habits, new attitudes and new understanding create virtual 'no man lands' between the verities and certainties of the past and the unconventional uncertainties of the present.
- Paradox and complexity.

This last feature of paradox and complexity require further elaboration. Where there is a major shift in the mix of the constant elements of conservation and change, the resulting situation is riddled with paradoxes and contradictions as the backward reach to maintain

continuity with the past contends with the forward urge to move to address new imperatives in inventive, innovative and non-conventional ways. Such is the present circumstances. A mere listing of some of these present contradictions in human society and civilization is possible here. These are:

- At the same time that the size of the human population is at its highest and life expectancy and remaining healthy into old age have reached unprecedented levels the HIV/AIDS pandemic threatens to significantly reduce the prime age adult population, at the height of its sexual prowess and activity, to produce a demographic configuration of societies made up mostly of children and grandparents.
- At the same time that the nation-state idea has reached to its zenith with over 200 sovereign nations across the world and democracy has replaced the monarchy as the modality of government, sovereignty is compromised on a daily basis by multinational corporations and the consent of the governed fractures into enclaves ruled by warlords resulting in failed states and states in crisis.
- At the same time that the main proponents of the virtues of free trade and globalization are demanding access to markets elsewhere they impose protectionist restrictions and retain non-tariff barriers that frustrate competition from without and retain advantage for their domestic producers.
- At the same time that the application of mechanical theories to all aspects of life has produced spectacular advances in science and technology that are breathtaking both in products as well as potential, theoretical physicists have confronted the complexity of the universe from its inception and the fine balance of the physical world that makes intelligent life possible and therefore have had to concede the possibility of design, of telos, in the universe.
- At the same time that many are returning to religion as providing answers to these bewildering contradictions there are the scandals of Muslims flying planes into the Twin Towers in New York, Christian soldiers raping Muslim women in Bosnia and torturing prisoners in Iraq and adherents of Judaism engaging in almost weekly cycles of revenge against Palestinians. That some have said that

these actions are not Muslim, not Christian and not Jewish is to reaffirm the high ethical visions of these religions but it does not constitute an explanation of how the adherent of these religions carry these acts in the name of Allah, Jesus the Christ or Jehovah.

- At the same time some would claim superiority of their brand of civilization there are the outrages of attempted genocide by Europeans against Europeans in Bosnia/Herzegovina, of similar genocide of Africans against Africans in Rwanda and of Arabs against Blacks in Sudan.
- At the same time that the promise of high levels of material comfort, once the privilege of royalty, has become commonplace in political manifestos and the normal expectation of all citizens, environmental imperatives are clearly indicating that these are not sustainable and threaten long-term ecological sustainability.
- At the same time that speed requires instant response, patience is needed as the required responses cannot be implemented overnight.

This is but an abbreviated list of the range of paradoxes, contradictions and complexities that currently permeate human society globally. It is not possible to distance Jamaica from their manifestation. Indeed, they are at the doorsteps of Jamaican society. This is illustrated by the following:

- The legendary hospitality of Jamaican people and society is counterpoised by having one of the highest murder rates in the world. As Chevannes (2002) points out simple disagreements over ten dollars, a careless word or an angry gesture often results in murder. Yet acts of daily kindnesses among strangers are commonplace.
- Church buildings abound across the country and public events and private meetings often begin with prayer, yet what happens afterwards on many occasions could only have the most tangential relationship with the ethical vision of Christianity.

- Ostentatious living and abject poverty sometimes reside in shouting distance of each other as the occupants of elegant houses on the slopes of hills look down on shanty shacks of the dwellers in the valleys below.
- While traditional practice of capital flight continues as several business interests and individuals export wealth generated in Jamaica, remittances from Jamaicans generating wealth abroad has become a mainstay of the Jamaican economy.
- The beauty of the city of Kingston located in that semi-circle of hills that kiss the clouds coexists with the pollution of Kingston harbour, the waters of which wash its shores.
- The practice of free and fair elections, which is standard in all rural constituencies, is challenged in many urban constituencies by dons whose decrees can intimidate electors into going or not going to the polls to vote.
- The outstanding achievements of many Jamaicans internationally in a wide range of fields, which is exceptional given the size of the country and its marginal importance in geopolitical structure of the world, is counter-posed by the daily practice of pointing to failures and of assuming inferiority of things and people Jamaican.
- Jamaicans who have had successful stint of living abroad are accorded the status of returning residents, while those who had run afoul of the law are labelled deportees.

None of these paradoxes or contradictions, whether global or local, can be readily explained or accounted for by single categories such as illiteracy, ignorance, poverty, greed, corruption, development or under-development, or unbelief. For example, some medical doctors and other health professionals with great technical knowledge still engage in high risk sexual practices and continue to smoke. In some countries of Africa teachers who should be in the forefront of public education programmes about HIV are themselves among the most affected groups, with high incidences of infection. The Bahamas with almost ten times the per capita income of Jamaica shares most of the problems of crime, violence and engagement in illegal drug related activities. Corruption

is as rife in some developed as it is in some developing countries, not withstanding the claims to moral superiority of the former.

The point being made with respect to the situation facing human society globally, regionally and locally is that none can stand in superior judgment over others. However, all must face the challenges posed by the circumstances of radical and discontinuous change.

THE NATURE AND RELATIONSHIP OF SOCIETY AND FORMAL EDUCATION

Although every human being possesses a genetic template, which in interaction with the environment determines the human life cycle, the social genes within that genetic template, unlike of bees and ants, do not pre-determine the nature and form of human society. The nature and form of human society in any place at a particular time is the end result of collective intention and corporate will, explicitly stated or implicitly agreed, or some combination of both. The form and functioning of human society in any place or at any time is the almost totally the product of learned behaviour guided by the collective intention and corporate will of the people of that place and time. While it may be desirable to exclude teleological references in seeking to explain phenomena in the physical world, it is impossible so to do with respect to social phenomena in human society because human beings composing those societies act purposefully and within a framework of learned meaning, even if these are difficult to unravel and understand.

There are two important sets of difficulties in addressing the teleological reality that is endemic in human society. The first set of difficulties can be listed briefly as follows:

- Purpose and intention are expressed on an individual basis and therefore admits of independence. Common intention and collective purpose seem to imply or require conspiracy or at least collusion between individuals. However, common intention

and collective purpose in human society are more often than not arrived at by individuals' thinking and acting independently.

- Invariability there is cross-purpose as individual intentions contend within the arena in which collective purpose and corporate intention are forged.
- The purposes and intentions that prevail are inevitably the result of exercise of power or deference to some persons or groups or adherence to some belief or some combination of these.
- The triumph of some intentions at some particular point in time does not mean that its competitors despair or vanish.
- All purposes and intentions, however noble, are subject to unintended consequences, unexpected applications, unforeseen circumstances and unimaginable developments. As a result no expression of collective purpose and corporate intention with respect to any particular situation can be considered final but will be reviewed, renegotiated and reformulated at some future time. Hence while the 'voice of the people' freely and fairly expressed may be the voice of god, design, it is never absolute or ultimate.
- With social phenomena cause and effect are invariably so separated in time as to cause doubt on the specific connection between a particular cause and its effect. Accordingly, the connection of purpose and intention with their unintended consequences is not only highly contentious but so separated in time that the generation experiencing and debating the effect and the consequences is usually not the same as the generation that declared the purpose and imposed the intention and therefore caused the train of events leading to the consequences.

The second set of difficulties can be listed briefly follows:

- a) Whatever may be the collective will or corporate purpose that may emerge in any society at a point in time if this implies a change in the nature and direction of the society then the new nature and new direction must contend with the framework of learned meaning that were developed in the past that are not consistent with the new expression of collective will and corporate purpose.

- b) New learning, appropriate and consistent with the new nature and direction, must take place and must be integrated and reconciled with the existing framework of meaning. Un-learning and new learning are concomitants of change in the collective will of the people in any society.
- c) The existence of previous learning consistent with past expressions of collective will, constitutes natural resistance to change, unless it can be clearly established that the existing learning and body of knowledge is not sufficient to bring about the desired changes that are consistent with the new directions and new expressions of will.

Formal education is that institution of society in which past and present purposes and intentions, deemed to be critical to that society's long-term survival and destiny, are imposed to design its structure, organization, content and methodologies. The teleological dimension of education is key to understanding education's relationship to society. Education is intentional societal activity. Education is designed to serve social purpose. While education for its own sake is a luxury that every society affords a few, education as a whole cannot only serve itself. Education is the mechanism by which a society and a people construct their future. Education is about societal learning. In any society, therefore, education is one of the main mechanisms by which that society addresses issues related to the vision, values and virtues through which it regenerates itself by:

- Fostering and promoting agreement with respect to a shared destiny across generations.
- Forming common identify from among persons coming from diverse social backgrounds.
- Sharing bonds of solidarity and a sense of belonging together across the entire society.
- Developing shared meaning, outlooks and attitudes with respect to human personality and human society.
- Valuing things and people within an agreed calculus of worth.

At its elemental level education is about mobilizing people of a society to construct their society according to its vision of its destiny, inculcate values consistent with that vision and to define virtues critical to the achievements of its vision and the maintenance of its values. Education is therefore about the construction of the future in terms that are consistent with the long-term survival and perceived destiny of a people. At the same time education is subject to all the difficulties of the teleological dimension of society. Accordingly any educational system must be subject to interrogation with respect to:

- a) Whose purposes and intentions are being imposed to design or re-design the education system with respect to vision, values and virtue?
- b) What are the cross-purposes prevailing between those groups that determine the policies guiding the education as against those who are the intended beneficiaries and participants in the system?
- c) What have been the outcomes and effects of previous stated intentions as converted to policies guiding the design of the education system?
- d) What are at least some of the unintended consequences of previous policies that still shape the education system and now mark the output from the system?

The situation is further complicated by the fact that formal education, carried out by schools, colleges and universities, can and often does develop its own purposes and intentions that may not always be consistent with the prevailing purposes and intentions of the societies in which they are located. Schools not only seek to foster common identities but are identities in themselves. Colleges not only promote bonds of solidarity but are bonds in themselves. Universities often value things and people but according to their own calculus of worth. Schools, colleges and universities accomplish all of these through the agencies of the principals and teachers, students and parents and communities in which they operate.

Accordingly no education system is uniform or monolithic. There are pluralist aspects to every education system as schools, colleges and universities interpret the societal vision, values and virtues as intentions contend within the framework of its context. Hence,

while the intentions of some groups may prevail in determining purpose in the education system as a whole, some intentions that did not prevail nationally could come to the fore as the dominant intentions at the local level of some schools or college. For example, it is this pluralist feature of education that explains why during the colonial period teachers colleges, established to produce native teachers for elementary schools, employed a curriculum that opened up avenues of opportunity to a wide range of occupations far beyond elementary school teaching.

Given the nature of the relationship between society and formal education any well grounded process to review and reform formal education must of necessity have its genesis in a clearly articulated notion of a widely shared vision of the human personality and of human society that a people are seeking to become. The mission of the reform includes that of articulating and affirming the philosophy or rationale of education that will shape and guide the reordering of the structure, organization, content and methodology of the education system that will help bring about the desired societal transformation.

A CRUDE AND BRIEF STRATEGIC ANALYSIS OF JAMAICAN SOCIETY

It is also necessary to undertake, even in a very crude and elementary manner, a strategic assessment of where the Jamaican society stands in relation to its strengths and weaknesses, threats and opportunities with respect to the imperatives of the changes that it must address. Such an analysis should help to define this content and substance around which collective will and corporate purpose need to emerge in order to articulate the vision, specify the values, and shape the philosophy that will guide the educational processes.

A. Major Strengths Of The Jamaican People And Society

Given the transformation that is taking place in the world, the Jamaican people and society possess considerable strengths. Some of the main strengths can be summarised and listed briefly as follows:

- The Jamaican people are a modern people with centuries of integration into Western society. Jamaican society has largely lost the internal categorisation of traditional societies with respect to clan, tribe, cast, dynasties and the like. Jamaican people have long been integrated into Western institutions and have expertise in their operations, albeit from the perspective of subordinate groups.
- The roots of cultural diversity and multiculturalism run deep in the society as evidenced by the wide array on multi-ethnic marriages that are common among Jamaicans at home and abroad.
- Jamaicans are an English speaking people in a world in which English is emerging as the primary language of international communication.
- A large majority of Jamaican have a strong work ethic, especially in circumstances in which they are likely to receive compensation that will allow them to satisfy some of their aspirations for material comfort, like owning their own home, a car etc.
- Jamaica has been one of the places to which multinational companies have outsourced high tech jobs because the workforce has demonstrated levels of productivity that match the developed world but at lower costs.
- Jamaica has a strong democratic tradition and a working democracy where elections are free and fair and are held at times as prescribed by the Constitution.
- Not only have Jamaicans migrated to many other countries in the world but they have made constructive contributions to those countries and many have been outstanding in numerous fields of endeavour.
- Jamaican creativity is clearly demonstrated in its invention of one of the international genre of popular music, and in the export of one of the new religions of the twentieth century.

- Increasingly Jamaicans, living in Jamaica, are holding patents for technological inventions. This is indicative of recognition of the need not only to be consumers but also producers of technology.
- Jamaican businesses have begun to create enterprises that are internationally competitive while informal commercial importers have demonstrated entrepreneurship of the highest level in terms of their ability to identify markets, sources of supply and move goods from source of supply to the market, using modest means and considerable ingenuity.

B. Main Weaknesses Of The Jamaican Society And People

Countervailing the strengths outlined are weaknesses that cannot be ignored or wished away. These include:

- For at least the last 35 years, the country has lived above its means in terms of its consumption habits and patterns. The gap between earnings and expenditure has been financed through debt. The political will to address the problem has been lacking as alternating governments and oppositions pass blame between each other, but fail to address the underlying problem with the populace and propose or take meaningful action for fear of damaging the prospect of retaining or gaining power. All sectors of the society are behaving as if there is a Santa Claus or some Big Brother that will bail them out of this problem. Not surprisingly the size of the debt burden on the public budget is now at an unsustainable level.
- Competitive politics has been conducted in a manner that has brought the institution of politics and the occupation of politician into disrepute. Politics and politicians are increasingly viewed as corrupt, self-serving, manipulative and hypocritical. This is undermining the democratic principle of the sovereign people electing their representatives with a mandate for action for which the latter must account to the electorate. In this regard there is no greater villain than the politicians themselves who's constant and perennial practice of character assassination of opponents, making charges of corruption and insinuations of

incompetence undermine any confidence that the body polity could have in those who are elected representatives or those who might offer themselves for such service.

- The continuing capacity of special interests, including large or economically important local organisations, multilateral and bilateral agencies, and multinational corporations to influence government policies that are not in the best interest of the country as a whole or not consistent with the political mandate upon which governments were elected by the people.
- The persistent approach of many segments of Jamaican society to seek to undermine authority of any type and any level and to develop schemes to beat any system that is established. While this could be explained as forms of resistance of oppression originating in slavery and colonialism, they are counter-productive and self-defeating in a democratic and sovereign country.
- The persistent orientation of significant segments of the elites to rely on preferential arrangements to enhance their well being coupled with the expectation that the rest of the society should sacrifice on their behalf, hence their engagement in the formulation of policies that exploit situations for their own benefit without any regard for the many who will have to pay the price for these preferential arrangements.
- The persistent practice of some segments of the society, who perceive some injustice, to react almost instantly with disruptive behaviour that range from blocking roads to riot and also to engage in the practices of ‘taking’ and extortion as means of redressing the injustice that they perceive.
- The persistence of glaring inequalities in the organisation and operation of many of the institutions of the society such that the mass of the population have access to low quality services. For example, many urban and rural communities only have access to poor quality primary schools operating in run down circumstances in which teachers and students suffer from the sub-standard provisions.
- The persistent dualism and tension between the culture of the folk, in which Jamaican identity essentially resides, and the norms of so-called respectable society. Hence, European survivals within the Jamaican society continue to take

pride of place over survivals from all other cultures from which Jamaican society stems. For example, the Jamaican language, with its West African morphology and syntax, is viewed as bad English instead of recognised as a language in its own right. Accordingly, the relationship between English and the Jamaican Language is surrounded by a mountain of irrational and unrealistic social postures and embedded in deep tensions that inhibit rational actions that accommodate the strengths and beauty of both languages.

- The habit of seeking to settle disputes through political rather than legal mechanisms and parlous state of the legal and justice system in delivering justice in a timely manner and at costs that can be afforded.
- The habit of exaggerating the weaknesses, ignoring the strengths and taking success for granted, which leads often to a very negative view of the society, its people and their prospects for the future.
- The limited knowledge of the culture and use of the languages of our non-English speaking neighbours in the Caribbean and Latin America.

C. The Major Threats Facing The Jamaican People And Society

When account is taken of the bewildering array of paradoxes and contradictions outlined above the Jamaican people and society are faced with several threats when contemplating their survival and future destiny as a distinct people and society.

- Jamaica is a small marginal nation within a geopolitical configuration of nations. Jamaica will never have the military or economic might to impose its will on the international community in ways that would advance its own interests. If Jamaican people and society are to influence the international communities in ways that are advantageous to their interest and advancement, this must come through talent, knowledge, creativity, moral principle and mastery of technology.
- A narrow conception of the Jamaican people and society. Jamaican society and people cannot be conceived solely or mainly as a place, the island Jamaica, although that place must be an important factor in terms of being regarded as

“home”. Jamaicans living outside of Jamaica are as much part of Jamaican society as those living in Jamaica. Jamaicans living abroad are as critical as Jamaicans living in Jamaica with respect to the survival of Jamaica as a distinct society and people. Neither must the concept of Jamaican only include persons born in Jamaica or of Jamaican parentage. Jamaican people and society must be defined in a particular way of understanding and living the human experience.

- The increasing ability of powerful nations to exercise their powers globally in ways that are to their advantage, while at the same time seeking to maintain some sympathy for the poorest nations, is putting great strain on middle income nations like Jamaica. More importantly the mechanism by which this is being done is at the expense of middle classes within both the powerful nations and middle income countries. The resulting polarization is the breeding ground of alienation and socially disruptive behaviour as well as spawning illegal means of seeking to survive. At the same time, there are interests with Jamaica that are the beneficiaries of both the actions of the powerful countries as well as those capitalising on the alienation of disaffected groups and the lure for quick wealth. The need for inclusion, justice and access to legitimate opportunities is being stifled between these countervailing tendencies, yet these are the pillars upon which the long term survival and destiny of the Jamaican people and society must be built.
- While the powerful industrialized countries are insisting on the free movement of capital, goods and services across national borders they are at the same time imposing increasing restrictions on the movement of people particularly from the developing world. Jamaicans are numbered among those to which such barriers apply. Even within the Caribbean countries such as Bermuda and the Bahamas have engaged in practices that single out Jamaicans for special immigration treatment. Over the last hundred years or more immigration has been a major route through which Jamaicans have sought to advance themselves through opportunities occurring in the international labour market. The erection of these immigration barriers could have dire consequences for Jamaican people since the

open, vulnerable dependent local economy cannot absorb or deploy all the talent that can be developed locally.

- Several countries in which there are large numbers of Jamaicans residing are adopting and implementing policies of returning to Jamaica, young Jamaicans who have been incarcerated for various crimes in their countries. Many of these youngsters return to Jamaica to continue in criminal activities, inclusive of vicious violent encounters with respect to territory and authority in gang related activities. This is a significant factor in the high murder rate. Yet the response cannot be simply one of police action. The anger, alienation and criminal orientation of these youngsters need to be met in ways that hold of the possibility of personal transformation.
- As Britain becomes more fully integrated into United Europe many special relations with respect to such matters as the system of justice, accreditation of professionals, preferential trade agreements and other vestiges of the colonial past are being phased out. New relationships within the Caribbean and the Americas are being timetabled for implementation, for example, the Caribbean Court of Justice, the CARICOM Accreditation Authority for Medicine and other Health Profession and the North American Free Trade Agreement, NAFTA. Uncertainty and insecurity surround these transitions.

D. Main Opportunities Open To The Jamaican People

The major opportunities open to the Jamaican people can be listed as follows:

- Technological advances, particularly in the area of information and communication technology, are taking place at an extremely rapid rate. While these advances are not being generated from within Jamaica or the Caribbean they offer considerable opportunities for small marginalised countries because of linkages with the knowledge society and the creative imagination. These technological advances are pervasive in their impact on all spheres of human

endeavour and therefore are not limited to the traditional areas of industrial production.

- As technology advances and society becomes more 'hi tech' and several aspects of human interrelationship become anonymous and impersonal there will be an increasing demand for 'hi touch' services. Jamaica and the Caribbean being small intimate societies have developed a considerable store of knowledge with respect to 'hi-touch' interactions and leisure activities involving performing and expressive arts as well as sports and entertainment. The opportunities that are likely to open up in light of Jamaica's and the Caribbean region's reputation and record and those of the people in their excursions in these areas across the world are enormous.
- Constructive engagement of Jamaicans living outside of Jamaica in the countries in which they reside in a manner consistent with the strengths identified above. By such engagement, Jamaicans living abroad would earn respect for Jamaican civilisation as well as make alliances, especially in the powerful nations, that could have positive implications for the ways in which those countries relate to Jamaica.
- The provisions of goods and services by Jamaicans living in Jamaica to those living abroad as the principal means of fostering the ties of being a distinct society and people. These goods and services need to particularly target the children born in the host countries of their parents.

EDUCATION FOR CREATING TWENTY-FIRST CENTURY JAMAICA

If the Jamaican society is to successfully transform itself to survive and prosper in the twenty-first century, the very elementary strategic analysis done above clearly suggests that it must:

- conserve the strengths, which in large measure is part of the legacy left by previous generations of Jamaicans;

- summon the collective will to effectively address the weaknesses that are so manifestly evident and which previous generations either neglected or failed to address effectively;
- constructively and creatively confront the threats that are evident and carry with them the potential to undermine and diminish the prospects of future generations of Jamaicans; and
- make full use of the emerging opportunities that present themselves in the contemporary situation.

Succinctly put, while there is a considerable body of knowledge and significant aspects of the existing framework of meaning that must be conserved and transmitted, there is also a considerable amount of new knowledge to be developed and learned concerning the threats that confront the society, the weaknesses that have continued to debilitate the energies of the people and the new opportunities presented by contemporary circumstances.

Judging from the very elementary strategic analysis carried out above, formal education must address, at a minimum, the items for the agenda of societal transformation discussed below.

From the weaknesses:

- deepening of democracy in all organisations of voluntary association;
- the affirming of the sanctity of human life and eliminating, or at least reducing to an absolute minimum, the use of violence as a means of conflict resolution;
- ensuring that justice and the rule of law are being impartially applied without fear or favour in relationships and at all levels of interaction and engagement;
- accepting the responsibility to earn one's living and live within one's earning at the national, corporate, community, organisational and individual levels; and
- shaping Jamaican civilisation so that all cultural streams that contribute to the creation of the Jamaican people are respected and valued on an equitable basis.

From the threats:

- considering how to address the global political economy as this affects Jamaica as a small marginal nation within the community of nations in which powerful nations exercise power to their advantage;
- determining how to foster and strengthen ties between Jamaicans at home and abroad such that all perceive themselves as one people engaged in the mission of maintaining and enhancing their identity as a distinct people and society within the world community; and
- forging and fostering relationships with the Caribbean and with the wider Latin American region not only with respect to economic relations but, equally important, relations with respect to cultures and languages.

From the opportunities:

- mastery of information and communication technologies applied to all areas of human endeavour; and
- inventing and creating new services to address the deep needs for recognition, recreation and relationship out of the Jamaican understanding of the common humanity of all human-kind.

From the analysis these ten categories constitute the major areas in which formal education in Jamaica must generate, communicate and transmit new knowledge, new understanding and new meaning if the Jamaican society and people are to constructively and creatively confront the challenges posed to their existence as a distinct society and people. These ten categories are by no means a recipe but rather part of an agenda that all levels of Jamaican education must respond to in ways appropriate to each level.

THE CURRENT SITUATION IN TERTIARY EDUCATION IN JAMAICA

Since the main mission of this paper is that of Tertiary Education in Jamaica and the Mona Campus of the University of the West Indies, within tertiary education, from this point onwards the focus will be on the agenda outlined within the context of tertiary education in general and the UWI, Mona in particular.

Tertiary education is both the smallest and the least developed level of Jamaican education. Compared with the rest of the hemisphere, tertiary education developed very late in the Caribbean including Jamaica. The reasons for both the late start and under development of this sector reside principally in the colonial policy of restricting the emergence and growth of tertiary education as part of its overall intention to maximise the production of manual labourers and artisans and the plantation economy and as well as to create the conditions and justification for importing the leadership of the colony from the metropole. While the first tertiary institutions were established in Jamaica in the post emancipation period, it is only in the post World War 2 and post-independence periods that serious attention has been given to this sector. The current unsatisfactory state of tertiary education can be clearly seen from the description that follows.

The Policy Apparatus

In real terms there is no comprehensive policy focus on tertiary education. Like the other levels of the education system there are both public and private tertiary institutions. However, unlike the early childhood, special education, primary and secondary education levels several tertiary institutions do not fall under the purview of a single Ministry, the Ministry of Education, Youth and Culture. There are tertiary institutions operated by the Ministries of Health, Labour, Transportation and Works, and Finance. The Ministry of Education Youth and Culture stated that in 2001/2002 there were 85 tertiary institutions in Jamaica. However, only 17 of these are directly under the umbrella of the Ministry. The other 68 are either private institutions or operate under the auspices of another Ministry.

The Legal Framework

The legal framework for tertiary education is quite diffuse and leaves considerable room for ambiguity and even confusion. For example, only two public institutions appear to have the legal power to grant degrees. These are the University of the West Indies, which derives its degree granting powers from its Royal Charter and the University Council of Jamaica, which is given such powers by its Act passed by Parliament. Hence on the face of it the University of Technology and the Council of Community Colleges have to rely on the University Council for the granting of their degrees. However, the University Council of Jamaica is functioning largely as an accrediting body, without any such specific mandate in its legislation and some of its members claim that it should accredit the University of the West Indies. Likewise within the Education Act sections dealing with tertiary education are quite limited, hence in many instances reliance is made on sections dealing with primary and secondary education, which are not always appropriate at the tertiary level. The various Acts of Parliament addressing tertiary education in Jamaica are as follows:

1. Education Act (December 16, 1965)
2. University Council of Jamaica Act (October 1, 1987)
3. Council of Community Colleges of Jamaica Act (December 31, 2001)
4. Council of Legal Education Act (April 1, 1974)
5. Students' Loan Fund Act (July 1, 1971)
6. The University Students Cess Act (May 2, 1988)
7. University of Technology Jamaica Act (September 1, 1995)
8. University Hospital Act (November 26, 1948)
9. University of the West Indies (Mona Campus) (Security Act) (October 14, 2002)

The Size of Tertiary Education in Comparison to Potential Demand

In 2002/2003 the Ministry of Education Youth and Culture estimated that 41,761 students, or 16.9 per cent of the 18 to 23 years age cohort, were enrolled in all forms of

tertiary institutions. This is not to say that all students enrolled in tertiary education are within this age cohort, but the size of this level of education is benchmarked against the 18 to 23 year old age cohort. The 2002/2003 enrolment represents a considerable advance from what it was fifteen years ago. The World Bank (1993) estimated that in tertiary enrolment in Jamaica in 1989 stood at approximately 15,000 students. Notwithstanding the substantial increase over the last fifteen years, the current size of this level of education is small compared with the other levels where early childhood education stood at 132,655 or 98.7 per cent of 4 and 5 years old, primary education at 328,362 which is close to 99 per cent of the 6 to 12 age group and secondary education with enrolment of 245,124 or nearly 70 per cent of the 12 to 17 years age group. The tertiary level of education in Jamaica, even with the expansion of the last 15 years, stands as a pin-head on top of a very broad base of early childhood, primary and secondary education. The diminutive size of the sector takes on even greater significance when account is taken of the shifts in the demographic structure in the population over the last 30 years.

Table 1: *Changes in the Age Cohorts: 1975 and 2003*

Age Cohort	1975	2003	% Change
0-4 Years	301,283	258,233	-14.3
5-19 Years	796,380	819,133	2.7
20-29 Years	293,299	426,848	45.5
30-39 Years	181,114	391,774	116.3
40-49 Years	148,693	292,328	96.5
50 Years and over	308,701	454,273	47.1
Total	2,029,469	2,641,579	30.2

Chart 1: *Comparison of Number of Persons by Age Cohorts in the Years 1975 and 2003*

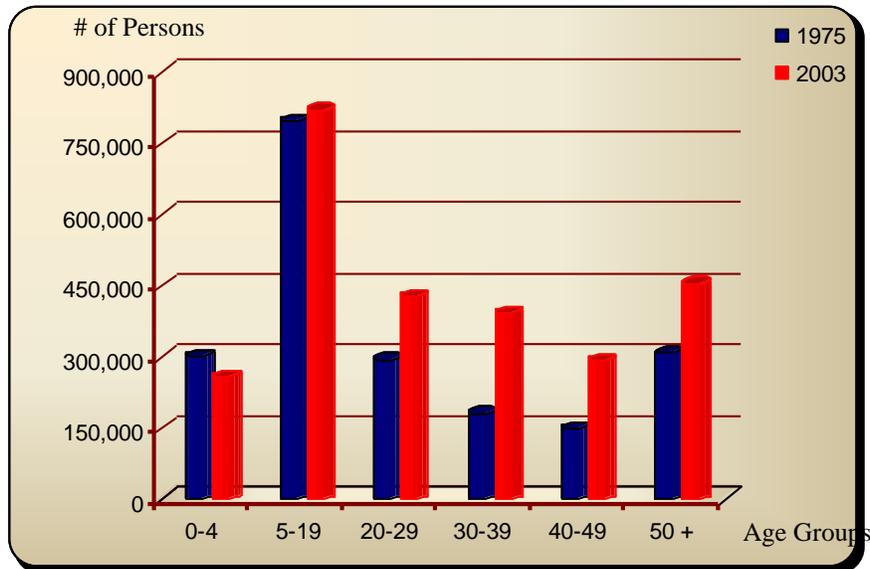


Table 1 shows that between 1975 and 2003 the Jamaican population grew by approximately 30.2 per cent. However, that growth was not evenly spread across the different age cohorts. Between 1975 and 2003 the population from birth to four years declined by 14.3 per cent while the age cohort 5 to 19 years only grew by a marginal 2.7 per cent over the 29 year period. However, the population 20 to 29 grew by 45.5 per cent while the age cohorts 30 to 39 and 40 to 49 grew by 116.3 and 96.5 per cent respectively. Put another way, in 1975 54.0 per cent of the Jamaican population was 19 years or under, while in 2003 this age cohort was only 40.8 per cent of the population. On the other hand the age cohorts between 30 to 49 years just about doubled over the period.

The fact that must not be missed or overlooked is that in 2003 the 1,110, 950 adults of prime age, 20 to 49 years, is 26.3 per cent larger than the 819,113 children and adolescents in school age population of 5 to 19 years. Put another way, the school age population is now smaller than the prime age adult population, a large proportion of which needs continuing education. The continuing education of adults between the ages of 20 to 49 years must be of primary concern to any plan for education in Jamaica for the future. If over the next ten years only 20 per cent of this cohort both qualified and desired tertiary education of three years duration, this would mean provision of tertiary education

opportunities for 222,190 persons. This is far above the current capacity of the existing provision for tertiary education.

When account is taken of the fact that since 1974 more than 50 per cent of each age cohort in Jamaica have received five years secondary education, with the present level being 70 per cent, the main inference to be drawn from these data is that for some time to come there will be large numbers of the Jamaican prime age adult population that are likely to be desirous of education up to the tertiary level. The point that must not be missed is that in planning for education for the future, the traditional and conventional approach of concentrating on school age population is no longer valid and appropriate.

Demand for Tertiary Education

Reference has already been made to three factors that are evidence of strong demand for tertiary education in Jamaica. These were:

- The rapid growth of tertiary education in Jamaica over the last 15 years, where enrolment has more than doubled. Indeed, tertiary education is the only sector to have surpassed the goals set by the MOEYC White Paper.
- The substantial expansion of secondary education since 1974, when five years of secondary education was expanded from about 10 per cent of the 12 to 17 age cohort to its current level of about 70 per cent. Jamaican CXC entries more than double over the decade of the 1990s.
- The shift in the demographic structure of the Jamaica population over the last 30 years such that adults of prime age are now the largest segment of the population.

Further evidence of strong demand for tertiary education comes from three other sources. First, Simon and Plaza (1991) conducted a study of the migration from the Commonwealth Caribbean to North America over the decade of the 1980s. Using official United States and Canadian immigration records Simon and Plaza found that the region lost about 25 per cent of the age cohort 18 to 24 and that a principal reason for their

migration was in search of higher education opportunities. That study also showed that Caribbean young people had an outstanding record in North America for undertaking and completing higher education. There is no evidence that the migration patterns reported by Simon and Plaza for the 1980s have since abated.

Second, all tertiary level institutions in Jamaica have more applicants that meet their academic admission requirements than they are able to admit to their institutions. Entry to tertiary education in Jamaica is predicated on successful completion of high schooling as measured by performance in CXC/GCE. That the number of academically qualified applicants exceed the number of places available, allowing institutions to impose rating systems on the quality of the academic performance as well as non-academic criteria underscores the fact that demand for tertiary education by those successfully completing secondary education is outstripping the supply of tertiary places.

Third, overseas universities have successfully established several successful operations in Jamaica that has tapped into unsatisfied local demand. These programmes have spanned a relatively wide spectrum of courses and programmes and have charged fees that far exceed those of local institutions. That these overseas forays into tertiary education in Jamaica, charging such high fees, can operate successfully is a good indicator of strong demand for this level of education.

Return on Investment in Tertiary Education

The Planning Institute of Jamaica, PIOJ, conducted a study of the private and social rates of return on investment in Jamaica using 1991 and 2001 census data along with the Jamaica Survey of Living Conditions and the Labour Force Survey. The major findings of this study for 2002 can be listed briefly as follows:

- The real commercial bank weighted average loan rate was approximately 10 per cent.

- The World Bank regional Mincerian estimate of the private rate of return for Latin America and the Caribbean across all levels of education was 12 per cent compared to 7.5 per cent in the OECD countries.
- The Mincerian estimate indicates an average private rate of return in Jamaica of 14.9 per cent across all levels education.
- The Mincerian estimates of the private rate of return for primary and secondary education was 12.2 per cent in Jamaica.
- The effect of adding tertiary education, defined as a three years Bachelor's degree, is to increase the private rate of return to 19.45 per cent. This is comparable to the rate of 19.5 for Latin America and the Caribbean but slightly higher than 18.2 for Asia and 18.8 for Eastern Europe and North Africa.
- The rate of private returns for graduate research is 28 per cent.
- The rate for general vocational training was 36.1 per cent, to medicine and the other health sciences 38.7 per cent, engineering 23.3 per cent and law 25.5 per cent.
- The World Bank's estimate of the narrow social rate of return, without externalities, was 12.3 per cent for Latin American and the Caribbean and 8.5 per cent for the OECD countries.
- McMahon (1999) estimated the full or wider social rate of returns, which include market and non-market externalities, at 15 per cent for OECD countries.
- The estimate for the narrow social rate of return for tertiary education in Jamaica is 12.3 per cent.
- The average wider or full social rate of return, including market and non-market externalities, was 28.5 per cent.
- The social rates of return for professional specialisation were 74.6 per cent for medicine, 34.9 per cent for engineering, 37.7 per cent for the social sciences, humanities and law.

The findings of this study suggest that there are strong private and social returns for investment in education and that the social rates of return outstrip the private rates in the professional specialisations.

Comparative Advantage and the Knowledge Society

The theory of comparative advantage is used by economists to explain actual patterns in international trade. The standard Ricardian model of comparative advantage relies on differences in labour productivity between countries. While comparative advantage in trade has long been explained in terms of factors such as currency devaluation, differences in wages and prices, and transportation costs increasingly knowledge is being advanced as a critical factor in labour productivity and education is becoming a tradable commodity under the World Trade Organisation WTO protocol. In these circumstances comparative advantage and knowledge are becoming even more inextricably linked.

Knowledge has long been accepted as an important factor in human progress. The role of knowledge in development was clearly outlined by Hayek (1945). Knowledge was accorded a special place in human capital theory (Machlup 1962). The OECD Report (1998) stated that long-term economic growth depended on maintaining and expanding the knowledge base. The World Bank (2000) stated that social and economic progress depended mainly in the advancement and application of knowledge. Stehr (2001) maintained that knowledge societies are by no means new. The difference at the present time is the speed at which knowledge is growing. In this context it is becoming popular to speak of the knowledge society.

Anandakrishnan (2001) maintained that the knowledge society is marked by the following:

- Creative capacity. The ability to generate new knowledge.
- Innovative talent. The capability to improve existing goods and services through the application of knowledge.
- The ability to determine relevance, that is, relating specific needs to appropriate knowledge systems.

Tilak (2002) observed that the knowledge society is not just a literate society but a computer literate society; not just an educated society but a highly educated society; and not just have skilled workers but knowledge workers. He also observed that knowledge generation can be erudite through disciplinary peer reviewed research in universities or it could be through common-sense and experience in operating in any field. Currently there is a convergence of knowledge from several disciplines as well as a shift to the direct generation of knowledge through problem solving by agencies, governments, communities and donors. From whichever source, the emerging consensus is that higher education and research along with technology are the critical factors not only in generating wealth but in comparative advantage in international trade.

Tilak goes on to make the point that while the knowledge society, the globalising society, the 'marketising' society and the information technology society are separate systems they are highly interrelated. In the context of increasing pressure toward free trade from the powerful nations it is impractical to attempt to ignore the implication of these inter-related systems.

The Use of Technology to Deliver and Increase Access to Tertiary Education

Higher education by Correspondence Courses has a long history in the Caribbean. For some very able students of modest means, in the first half of the twentieth century, Correspondence courses were their only avenue to tertiary programmes. In the latter half of the twentieth century Correspondence courses was overtaken by distance education which modularised the instruction and added to technology of printed materials, some combination of audio cassettes, sometimes a few videotapes and the telephone to complete the learning packages. Distance education made the instruction less remote, more interactive and more varied in the package of learning materials. The University of the West Indies Distance Education programme, UWIDITE, exemplified the advance of distance education over the correspondence mode. Indeed, UWIDITE in the 1980s was on the cutting edge of distance education through the use of audio-conferences as a major means of the delivery of instruction and indeed signalled a new era to come.

With the creation of the Internet the on-line mode of delivery of education became possible. While the term distance education continues to be used with respect to programmes that deliver programmes and courses on-line, there are some marked differences between classic distance education and on-line delivery. Like correspondence courses distance education courses require a huge up-front investment in self instructional materials to the distance students, who had very limited contact with instructors. While students remain at a distance the on-line mode does not require a huge upfront investment in self instructional materials although a substantial investment in technology is required. Further, the on-line delivery brings students near to those teaching the courses, gives access to library resources and makes study groups easier. In this regard on-line is closer to face-to-face instruction than to distance/correspondence education.

Several overseas universities operating in Jamaica have been using some combination of distance education and on-line delivery to supplement face-to-face instruction in the delivery of their programmes. UWI continues to be a leader among regional and national institutions in that several courses and programmes are now being delivered on-line. For example, the School of Education, Mona is delivering three Masters programmes on-line: Educational Administration, Teacher Education and Early Childhood Education. Recently, MIND, which is the Government of Jamaica unit that provides courses to the public service, has included on-line delivery among the modalities of providing courses to their clients within the public service. Also, several staff members of Mico College have successfully completed Masters and Doctoral programmes in distance education, instructional design in anticipation of the development of programmes using new modalities to deliver instruction.

With the large number of adults of prime age that are likely to seek and need tertiary education it would be impractical for all to be released from employment to take up full time study. In addition, the capital requirement of providing physical accommodation for such a large increase in student enrolment is likely to be very substantial. The on-line

option opens up the possibilities of students studying from homes and workplaces and could be much more affordable in term of capital requirements than the alternatives. In addition, there are many Jamaican, Caribbean and other nationals in overseas colleges and universities that may wish to take particular courses offered at UWI and national tertiary institutions that the on-line modality could make feasible.

THE UNIVERSITY OF THE WEST INDIES WITHIN THE TERTIARY SYSTEM

Enrolment in Public Tertiary Institutions under the Ministry of Education

There are seventeen public tertiary institutions, including UWI, which receive their funding from government through the Ministry of Education Youth and Culture.

Table 2: *Enrolment in Public Tertiary Institutions under the Ministry of Education 2002/2003*

Public Institutions	Enrolment 2002/2003	Per cent
University of Technology (UTECH)	6,733*	20.2
UWI, Mona**	11,112	33.4
Colleges Training Teachers (TTCs)	5,533	16.6
CASE	1,222	3.7
Community Colleges (CCs)	8,444	25.3
Edna Manley College (EMCVPA)	270	0.8
Total	33,314	100

* Figures for 2001/2002 the last year for which figures was available.

** Jamaican students enrolled at the Mona Campus

Chart 2: *Percentage Enrolment in Tertiary Level Institutions under the Ministry of Education, Youth and Culture, 2002/2003*

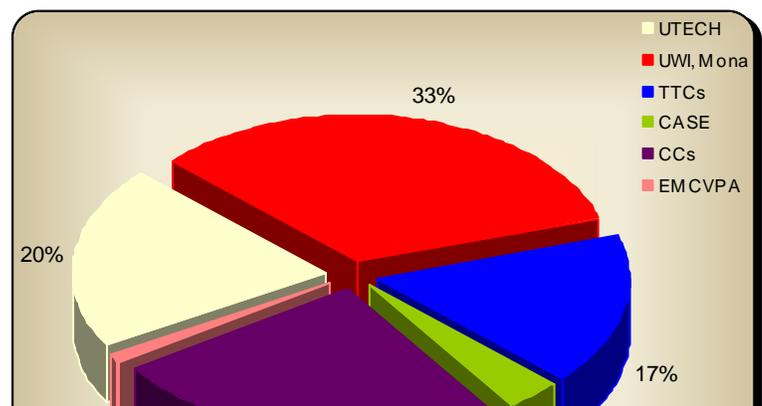


Table 2 shows the enrolment in public tertiary institutions coming under the umbrella of the Ministry of Education, Youth and Culture, MOEYC. Table 2 shows that in 2002/2003 these institutions had a total of 33,314 students of which UWI enrolled 11,112 Jamaican students or 33.4 per cent of the total enrolment, making UWI, Mona the single largest tertiary institution in the country.

Table 3: *Enrolment in Public Tertiary Institutions by level of Programmes: 2002/2003*

Public Institution	CXC/ A Level	Cert & Diploma	Associate Degree	Bachelor	Higher Degree	Total
University of Technology*	-	1,768	150	4,799	16	6,733
UWI	-	696	-	8,181	2,235	11,112
Colleges Training Teachers	-	5,373	-	160	-	5,533
CASE	163	442	424	193	-	1,222
Edna Manley	-	243	-	27	-	270
Community Colleges	4,962	1,286	1,887	309	-	8,444
Total	5,125	9,808	2,461	13,669	2,251	33,314

Table 4: *Percentage Enrolment in Public Tertiary Institutions collapsed into four levels, 2002/2003*

Public Institution	CXC/ A Level	Cert/Dip/ Assoc. Deg.	Bachelor Degree	Higher Degree	Total
UWI, Mona	-	6.2	73.6	20.1	100.0
University of Technology	-	28.5	71.3	0.2	100.0
Colleges Training Teachers	-	97.1	2.9	-	100.0
CASE	13.3	70.9	15.8	-	100.0
Edna Manley	-	90.0	10.0	-	100.0
Community College	58.8	37.5	3.7	-	100.0
Total	15.4	36.8	41.0	6.8	100.0

Tables 3 and 4 show enrolment in public institutions, under the MOEYC, by the levels of programmes that were offered in the various institutions or types of institutions in the academic year 2002/2003. The Tables show that the community colleges and CASE offered some programmes at CXC and A levels, which are generally considered to be at the secondary level as well as programmes at the tertiary level. On the other hand, the colleges training teachers, Edna Manley, University of Technology and UWI, Mona offered tertiary level programmes. To varying degrees the colleges training teachers, Edna Manley and University of Technology, offered programmes at the Certificate, Diploma, Associate Degree and Bachelor degree levels, while UWI offered programmes mainly at the bachelor and higher degree levels.

If the 5125 students enrolled in CXC and A levels are excluded, then the public tertiary institutions under the MOEYC have a total of 28,189 students enrolled in tertiary level programmes. Of this number UWI, Mona campus enrolls 39.4 per cent of students in tertiary programmes, 59.9 per cent of students in Bachelor degrees and 99.3 per cent of students reading for higher degrees at the Master's and Ph D levels.

Rates of Return on Investment in UWI

When these enrolment data are taken in conjunction with the private and social rates of return it would appear that both Jamaican students and the country are receiving the highest rates of return from the investment in tertiary education at UWI. The private rate of return for a Bachelor's degree in Jamaica is 19.4; for research degrees it is 28 per cent; for medicine and other health sciences it is 38.8 per cent; for law it is 25.5 per cent; and for engineering 23.3 per cent. The social rate of return for medicine is 76.4 per cent; for engineering 34.9 per cent, and for the humanities, social sciences and law 37.7 per cent. The point is that both the level of programmes and the range of professional programmes offered at UWI are focused on those levels and those programmes that bring the highest private and social returns on investment in education, particularly tertiary education.

UWI and the Reform Agenda

Assuming that the issues and considerations previously identified formed a major part of the reform agenda, the unique position of UWI would allow it to assist in the implementation of the reforms in the following ways:

1. Strengthening and broadening supportive alliances with national tertiary institutions with the objective of expanding tertiary education opportunities at the degree level as well as building sustainable capacity in these institutions. Over the years UWI has contributed, both directly and indirectly, to the building of tertiary capacity in Jamaican tertiary institutions. The evolving paradigm has been that of institutional and programme affiliation arrangements. Through these arrangements Jamaican tertiary institutions have benefited from staff, programme, and curriculum development as well as from quality assurance support to ensure the quality of their student output. By strengthening and broadening these affiliation arrangements UWI can assist the colleges to offer more degree programmes, thereby increasing access to degree programmes and lifting the level of education provided.
2. Expanding its high degree programmes both in terms of range and numbers and therefore increasing output at the research degree level. Expansion of access to bachelor degree programmes, in circumstances where there are greater private and social rates of return for higher levels of education, will lead to greater demand for post-graduate programmes and research degrees. UWI is best placed to expand and diversify its existing higher degree programmes to help meet these anticipated demands.
3. Significantly expanding alliances with the private sector companies, government agencies and non-governmental organisations to provide service type research directed at addressing problems and developmental challenges faced by these entities. In the knowledge society, creating

knowledge through problem solving and the application of the creative imagination to development challenges are key factors in comparative and competitive advantage. UWI, as a research university, represents the most developed indigenous capacity for research in the region. However, much of this capacity is directed toward disciplinary studies conducted by individual academics seeking to satisfy UWI promotional criteria and students working towards their degrees. What is required through these alliances is trans-disciplinary problem-solving related studies carried out by teams of researchers, which would include academics, students and persons within the entities in which the studies are conducted. Through such alliances communities of knowledge workers will be created through the knowledge generated by problem solving and the creative application of knowledge to developmental challenges faced by these entities.

4. Providing leadership in the application of information and communication technology over a broad spectrum of areas, including the delivery of education programmes on-line to the adult population. Again, UWI is uniquely placed because of the fact that it possesses the best developed information and communication infra-structure in Jamaica, outside of the large telecommunication companies that deliver island-wide services. UWI is obliged to lead in the application of technology to various fields, given its combination of talent, knowledge of content and information and communication capacity. Every use should be made of this resource.
5. Lead the tertiary education sector in Jamaica to begin to compete in the international market for tertiary education. Currently the United States is the leader in attracting foreign studies to their institutions. It is estimated that 11 per cent of students enrolled in colleges and universities in the United States are from abroad. It would appear that there high quality higher education in Jamaica could be successfully marketed to several sets of potential students. There offspring of Caribbean people living outside of Jamaica, nationals from other third world countries particularly in Africa and students from other parts of the world who would wish to

include studies within specialisations offered in the Caribbean. These opportunities would need to be explored in relation to both face-to-face and the on-line modalities and some combination of both. What is not in question is that there is much room for entrepreneurial activities and enterprises in this area.

All of these areas have been identified within UWI's strategic plans. In the process UWI Mona's strengths and weaknesses have been analysed in relation to the opportunities that are emerging as well as the threats and challenges posed by off-shore universities that are operating in the Caribbean. However, the major challenge and constraint is the current financial situation of the country.

THE FINANCING OF TERTIARY EDUCATION

Jamaica enjoyed strong economic growth in the 30-years post-war and post-independence period ending in the mid 1970s. During this period economic means coincided with political will responding to social demand of expanded educational opportunities. To better gauge the present financial context surrounding education, and tertiary education in particular, it is instructive to examine expenditure on education from the mid 1970s to the last years for which reasonably accurate data are available.

Table 5: Public Expenditure on Education: 1975 to 2002

Year	National Expenditure:			Education as a Percentage of National Expenditure
	J\$M in Current \$	J\$M in Constant 1986 \$	US\$ M in Constant 1986 \$	
1975/1976	154.8	953.2	827.5	15.8
1976/1977	176.0	980.6	848.8	16.4
1977/1978	182.9	738.3	786.0	14.8
1978/1979 R	235.1	743.4	706.6	12.9
1979/1980 E	265.2	660.2	551.1	14.8
1980/1981 R	127.6	281.7	225.2	5.1
1981/1982 P	339.3	696.5	480.3	13.4
1982/1983	357.8	664.5	532.1	12.9
1983/1984	443.6	626.3	317.3	13.4
1984/1985	343.0	393.4	101.6	9.5
1985/1986	511.4	511.5	107.9	10.9
1986/1987	616.5	577.0	112.1	10.8
1987/1988	733.5	635.7	120.5	12.2
1988/1989	1024.5	773.2	147.8	11.5
1989/1990	1245.0	770.7	135.7	13.0
1990/1991	1473.0	604.7	104.2	13.5
1991/1992	1682.0	388.9	50.3	9.9
1992/1993	2915.3	514.9	27.0	10.8
1993/1994	5589.0	784.1	28.6	12.9
1994/1995	6313.0	738.6	23.9	9.2
1995/1996 P	8865.7	894.5	22.5	10.9
1996/1997 P	12407.7	1043.7	28.2	10.8
1997/1998 P	16847.0	1281.3	36.0	14.6
1998/1999 P	17186.7	1229.4	33.5	13.5
1999/2000	17423.2	1153.7	29.3	11.2
2000/2001	18147.5	1051.6	24.9	10.8
2001/2002	21381.0	1190.8	25.8	9.7

Chart 3: *Education Expenditure as a Percentage of the National Budget for the Period 1975-2002*

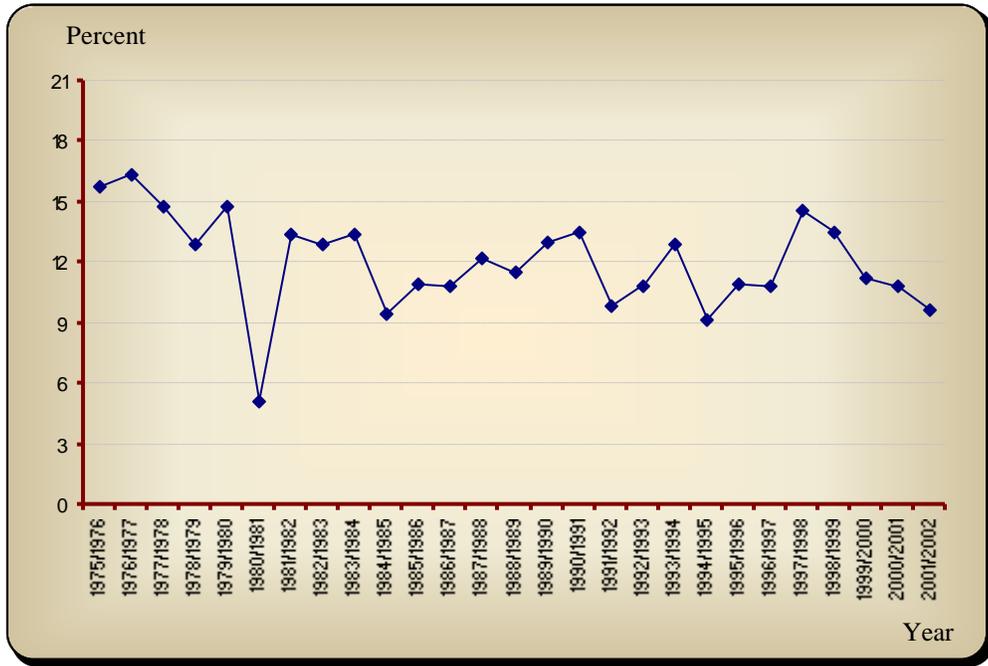


Chart 4: *National Expenditure on Education in constant 1986 US Dollars (Millions) for the Period 1975-2002*

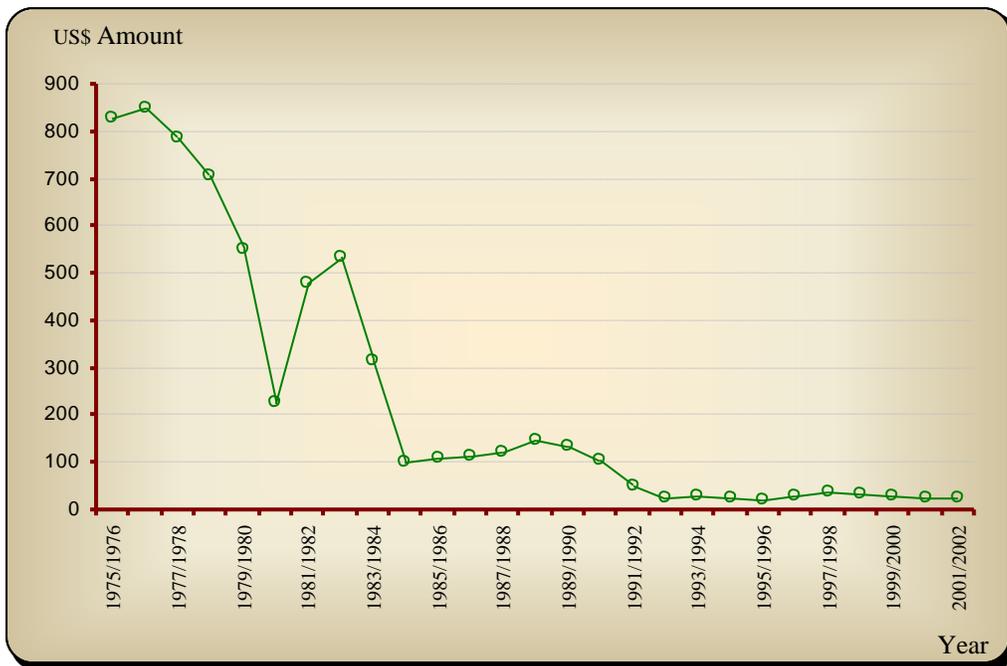


Table 5 shows that while on the face of it educational expenditure may seem to have increased dramatically between 1975 and 2002 using current Jamaican \$, when these expenditures are viewed in terms of constant or real 1986 Jamaican \$, there was decline and some apparent recover in the since 1997. However, when the expenditure is examined in constant US 1986\$ there has been a massive and dramatic decline in real expenditure on education.

**Table 6: Recurrent and Capital Education Expenditure
by Sub-Sectors: Per Cent***

Year	Total	Primary	Secondary	Tertiary
1975/1976R	100.00	31.73	36.43	9.86
1976/1977R	100.00	33.23	35.34	11.51
1977/1978R	100.00	32.11	31.97	14.62
1978/1979R	100.00	27.00	30.93	19.42
1979/1980R	100.00	28.37	35.27	18.21
1980/1981R	100.00	31.65	29.65	20.35
1981/1982	100.00	32.41	32.99	24.37
1982/1983	100.00	33.17	34.00	21.63
1983/1984	100.00	34.64	34.94	21.04
1984/1985	100.00	36.55	35.33	20.48
1985/1986R	100.00	34.93	34.72	21.46
1986/1987	100.00	34.08	36.38	22.23
1987/1988	100.00	34.23	29.67	20.26
1988/1989	100.00	31.42	29.45	17.70
1989/1990	100.00	31.73	28.22	18.00
1990/1991R	100.00	31.37	27.16	18.20
1991/1992	100.00	30.97	28.90	16.59
1992/1993	100.00	28.70	26.85	19.13
1993/1994	100.00	33.32	29.46	14.71
1994/1995	100.00	28.96	28.08	18.99
1995/1996R	100.00	32.30	27.58	17.13
1996/1997	100.00	33.38	27.30	16.87
1997/1998R	100.00	34.44	27.10	17.57
1998/1999R	100.00	32.26	29.10	15.59
1999/2000R	100.00	32.49	28.74	14.87
2000/2001	100.00	36.93	32.91	18.31
2001/2002R	100.00	34.90	35.15	17.93

R - Revised Estimates

Sources: Education Statistics

Economic and Social Survey Jamaica, PIOJ

* The Per Cent omits the Proportion for Administration and Other
Miscellaneous matters, hence the Sectors reported do not add up to 100%
Jamaica Estimates of Expenditure, Ministry of Finance & Planning

NOTE: New Secondary schools were classified as Comprehensive schools in the Academic Year 1998/1999
 All Comprehensive schools were classified as High schools in September 2000

Table 6 shows that over the 28 year period under review the recurrent and capital allocation to tertiary education has always been substantially less than the proportion going to primary and secondary education. Indeed, it would appear that the tertiary sector had its best years in between 1980 and 1988. Since 1988 it is about 18 per cent of the total education budget that goes to tertiary education.

Chart 5: *Recurrent and Capital Expenditure on Education by Sub-Sectors from 1975-2002*

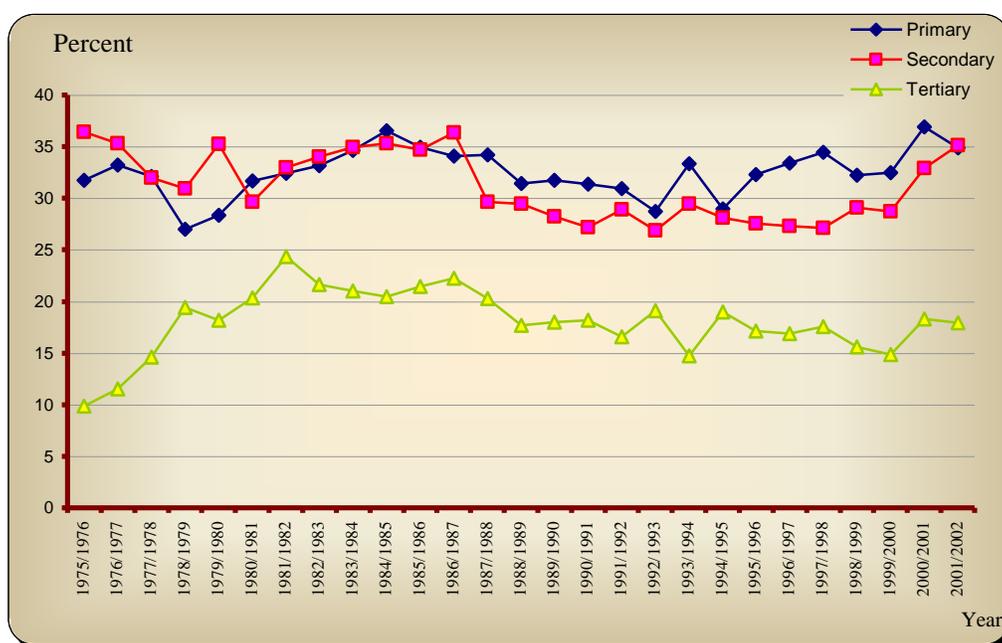


Table 7: Recurrent Expenditure on Education by Sub-Sectors from 1975-2002

Year	Total	Primary	Secondary	Tertiary
1975/1976R	100.00	33.33	32.12	11.71
1976/1977R	100.00	35.18	30.59	13.21
1977/1978	100.00	36.22	31.53	13.19
1978/1979R	100.00	29.55	29.69	21.47
1979/1980R	100.00	30.06	36.58	18.88
1980/1981R	100.00	32.37	31.27	21.90
1981/1982	100.00	33.22	33.66	25.91
1982/1983	100.00	31.89	34.47	22.65
1983/1984	100.00	34.39	36.29	22.23
1984/1985	100.00	35.19	36.33	21.23
1985/1986	100.00	33.20	36.04	22.39
1986/1987R	100.00	31.59	37.65	23.51
1987/1988	100.00	30.83	30.89	21.63
1988/1989	100.00	30.61	30.32	21.96
1989/1990	100.00	32.56	29.70	21.43
1990/1991R	100.00	35.36	31.25	22.80
1991/1992	100.00	32.20	28.67	18.35
1992/1993	100.00	28.96	26.24	21.29
1993/1994	100.00	32.43	30.15	15.95
1994/1995	100.00	28.12	28.26	21.21
1995/1996R	100.00	32.28	27.55	18.52
1996/1997	100.00	32.02	27.33	18.10
1997/1998R	100.00	33.88	27.32	18.48
1998/1999R	100.00	31.55	27.81	16.81
1999/2000R	100.00	31.82	27.78	15.79
2000/2001	100.00	35.85	33.18	19.10
2001/2002R	100.00	34.48	35.16	18.28

R - Revised Estimates

Sources: Education Statistics

Economic and Social Survey Jamaica, PIOJ

Jamaica Estimates of Expenditure, Ministry of Finance & Planning

Statistical Yearbook of Jamaica, STATIN

NOTE: New Secondary schools were classified as Comprehensive schools in the AY 1998/1999

All Comprehensive schools were classified as High schools in September 2000

Table 7 shows a similar pattern to Table 6. Tertiary education appears to have had its best years between 1980 and 1993. Since 1995 there appears to be some decline in the allocation to the recurrent resources to tertiary education and some increase in the allocation to primary education. In essence, tertiary education has been cut while the expenditure on primary education has been increased as a proportion of the recurrent budget.

Chart 6: *Recurrent Expenditure on Education by Sub-Sectors as a Percentage of total Education Expenditure, 1975-2002*

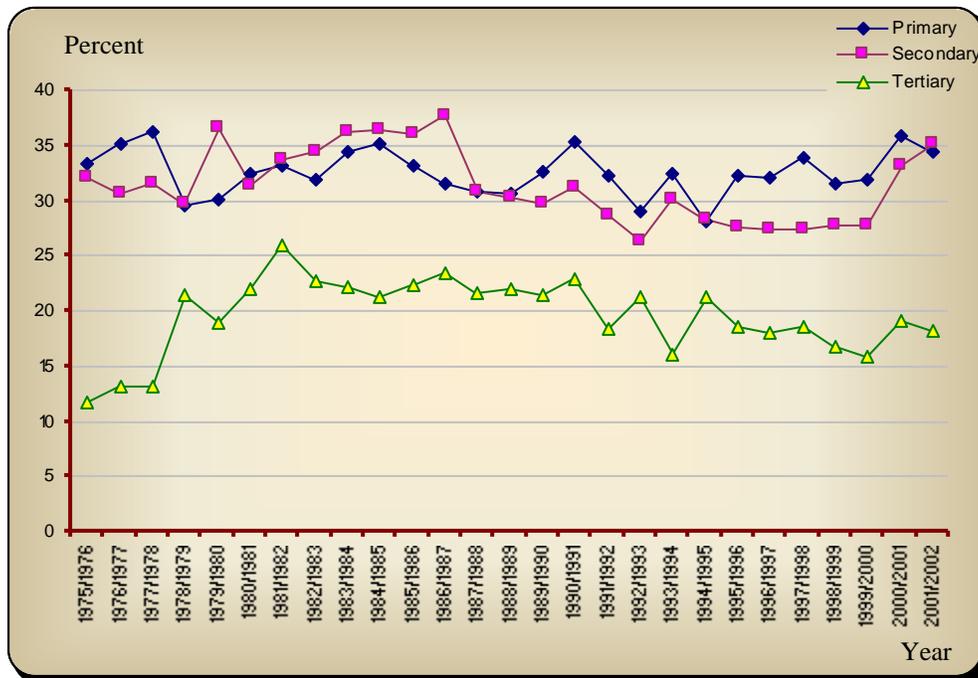


Table 8: Government's Capital Expenditure for the Education Sub-Sectors: J\$M Current \$

Year	Total	Primary	Secondary	Tertiary
1975/1976R	33.83	8.59	18.10	0.86
1976/1977R	22.97	6.15	17.55	0.49
1977/1978R	8.08	1.73	3.16	0.06
1978/1979R	30.10	2.88	11.85	1.64
1979/1980R	18.19	1.32	3.42	1.78
1980/1981R	22.65	5.04	1.89	0.00
1981/1982	14.45	4.07	4.63	0.00
1982/1983	17.69	10.65	4.26	0.00
1983/1984	23.32	9.10	2.58	0.00
1984/1985	16.81	12.42	1.31	0.00
1985/1986	21.00	15.71	0.91	0.00
1986/1987	34.98	27.13	5.00	0.00
1987/1988	46.51	39.28	5.42	0.00
1988/1989	198.41	68.96	51.31	0.00
1989/1990	199.01	54.46	40.71	0.00
1990/1991R	197.35	46.35	32.60	0.00
1991/1992	198.60	38.91	61.54	0.70
1992/1993	277.59	73.60	89.20	0.80
1993/1994	435.00	190.53	92.83	0.10
1994/1995	666.15	240.83	176.74	1.50
1995/1996R	665.00	216.50	185.37	0.00
1996/1997	844.95	440.34	227.01	0.00
1997/1998R	916.05	405.12	212.76	16.00
1998/1999R	1250.58	517.03	568.80	0.00
1999/2000R	1017.74	440.01	449.16	0.00
2000/2001	973.00	546.18	274.46	42.88
2001/2002R	485.64	257.12	168.27	13.53

R - Revised Estimates

Sources: Education Statistics

Economic and Social Survey Jamaica, PIOJ

Jamaica Estimates of Expenditure, Ministry of Finance & Planning

NOTE: New Secondary schools were classified as Comprehensive schools in the AY 1998/1999
 All Comprehensive schools were classified as High schools in September 2000

Chart 6: *Government's Capital Expenditure for the Education Sub-Sectors in J\$M Current \$ for the Period 1975-2002*

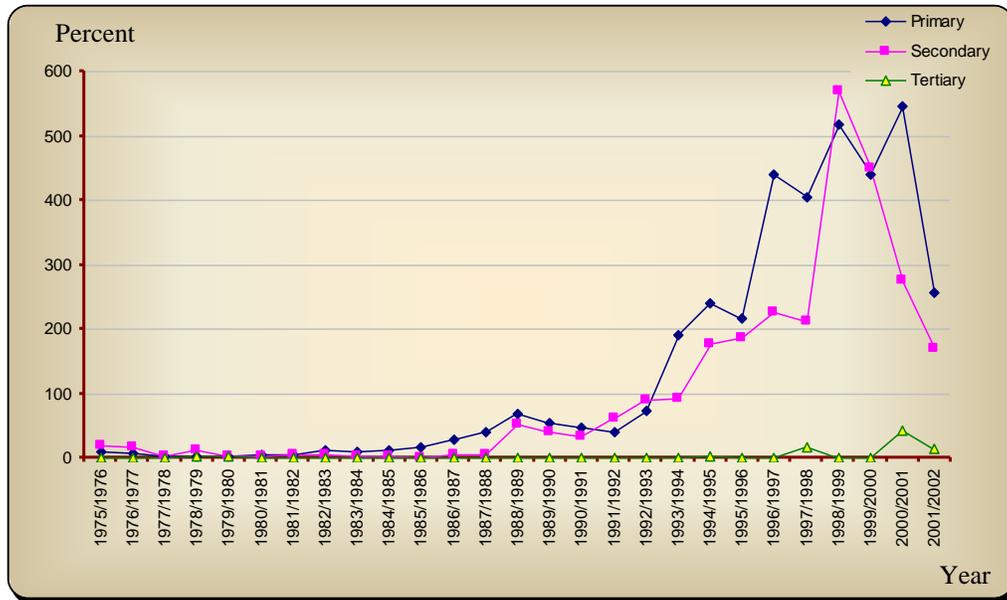


Table 8 shows that over the 28 year period under review almost all of the capital investments in education from the Government has gone to primary and secondary education. This is not to say that Government's capital investment in education has been substantial. Parkins (2003) showed that over the period 1975 to 1995 only 2.0 per cent of the total investment of the Government was in education. Table 8 shows that 99 per cent of that investment has gone to primary and secondary education and than less than 1.0 per cent of that investment was made in tertiary education.

The point is that over the 28 year period that the Jamaican economy has been weak the Government has had to rely on loans and grants from donor agencies. Over this period the policies of both bilateral and multilateral agencies have favour primary and secondary education. Hence, the virtual absence of capital investment in tertiary education not only

reflects Government policy and priority but also that of donor agencies on which the Government has relied.

With respect to recurrent expenditure, Government policy at least since 1995 has been to cut back on recurrent budgetary allocation to tertiary education in favour of maintaining levels of allocation to primary education.

What is clear from these data is that at the same time that tertiary education needs to be in the vanguard in making the country wealthy and globally competitive, tertiary education is face with stagnation from the perspective of public resources allocated to education. The data also clearly show that as the largest single item in the national budget, outside of the Ministry of Finance, education as a whole as suffered from the financial fall-out in the country and from the huge debt burden that the country now has. Education as a whole has been a victim of debt repayment, and tertiary education taken the full brunt of the fall-out.

Tilak (2002) made the point that several developing countries have cut back on their allocation to tertiary education particularly at the time that they should be making substantial investments in this area. While in the short term such cuts will help the fiscal budget the long term effect is great damage to social and economic welfare of such countries. Jamaica most assuredly fits the bill in making this mistake. Debt repayment is the priority of the national budget not education. The fact is that since the late 1970s the overall strategy of successive governments has been to attempt to fix the economy, while cutting back on social sector investments. This short-term expediency has become long term policy. The implications are disastrous. While lip service has been paid to the importance of education the reality is continuing decline in the public investment in education including support to UWI, which is the institution providing the highest personal and social rates of return on investments in education in Jamaica.

