



PERFORMANCE AUDIT

OF

THE MONTERRAT SECONDARY SCHOOL:

Governance, Effectiveness & Sustainability



OFFICE OF THE AUDITOR GENERAL
SEPTEMBER 2021

THE MONTSERRAT SECONDARY SCHOOL

This is a Report of a Performance Audit conducted by the Office of the Auditor General pursuant to Section 103 of the Montserrat Constitution Order 2010.

Marsha V. E. Meade
Auditor-General (Ag)
Office of the Auditor General
28 September 2021



PREAMBLE

Vision Statement

To be a proactive Supreme Audit Institution that helps the nation to make good use of its resources.

Mission Statement

The OAG is the national authority on public-sector auditing issues and is focused on assessing performance and promoting accountability, transparency and improved stewardship in managing public resources by conducting independent and objective reviews of the accounts and operations of central government and statutory agencies; providing advice; and submitting timely Reports to Accounting Officers and the Legislative Assembly.

The Goal

To promote staff development, enhance productivity, and maintain a high standard of auditing and accounting in the public sector, thereby contributing to the general efficiency and effectiveness of public finance management.

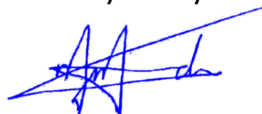
AUDITOR GENERAL'S OVERVIEW

This study examined the efficiency and the effectiveness of the management of the Montserrat Secondary School (hereinafter, the MSS). Overall, the evidence that we gathered shows that, following some weaknesses in earlier years, there is now an adequate framework of oversight and accountability for the MSS's activities. The Ministry of Education, Youth Affairs, and Sports (MOEYAS) provides direct oversight of all public funds that are spent by the MSS.

However, in terms of compliance with governance and best practice, we found areas requiring immediate improvement: e.g., (1) the MSS's prolonged non-compliance with its statutory requirements to maintain adequate records of its stores of supplies received and issued; (2) timely submission of various reports; (3) timely re-ordering of text-books and supplies; and (4) the handling of communication with students, with parents, and with teachers.

The Government of Montserrat's Sustainable Development Plan (2008 to 2020) identified tourism and information technologies among the four pillars for growing the island's economy. These sectors require a well-educated and digitally competent workforce; however, the MSS's students have had, on average, low rates of satisfactory graduation and/or limited prospects for on-island employment, spurring emigration. The MSS itself has very little revenue: apart from very small fees for students' lunches and for school bus tickets, its annual budget is entirely financed from the Government of Montserrat's (GOM's) Consolidated Fund. From time to time, over the years, sales of agricultural goods grown by the students at the MSS, private donations, and various fundraising activities have supplemented the GOM's funding. The MSS operated a bank account for these activities, but without the authorisation of the Accountant General. Though it was well intentioned, this was a violation of the Public Finance (Management and Accountability) Act. Notably, in some areas, staffing, equipment, and other resources have been inadequate to meet the MSS's requests for continuing and/or expanding various programmes and activities. Without sustained funding and other support, several earlier events and initiatives have been interrupted or discontinued over the years.

We have provided a number of recommendations that we feel would benefit the Government and the citizens of Montserrat once they are implemented. I wish to thank the Principal and the staff of the MSS, the Permanent Secretary and the staff of the MOEYAS, and all other persons who provided interviews, information, documents, and clarifications, or extended any courtesy to my staff during this audit assignment.



Marsha V. E. Meade
Auditor-General (Ag)
28 September 2021

ABBREVIATIONS

CARICOM	Caribbean Community
FCDO	Foreign, Commonwealth & Development Office (formerly DFID)
GDP	Gross Domestic Product
GOM	Government of Montserrat
HRMU	Human Resources Management Unit
INTOSAI	International Organisation of Supreme Audit Institutions
ISSAI	International Standards for Supreme Audit Institutions
MEU	Monitoring and Evaluation Unit, Office of the Premier
MOEYAS	Ministry of Education, Youth Affairs, and Sports
MOFEM	Ministry of Finance & Economic Management
MOHSS	Ministry of Health & Social Services
MPS	Montserrat Public Service
MSS	Montserrat Secondary School
OAG	Office of the Auditor General
OECS	Organisation of Eastern Caribbean States
OP	Office of the Premier
SDP	Sustainable Development Plan 2008 to 2020

Table of Contents

<i>PREAMBLE.....</i>	<i>4</i>
<i>AUDITOR GENERAL'S OVERVIEW.....</i>	<i>5</i>
<i>ABBREVIATIONS.....</i>	<i>6</i>
<i>EXECUTIVE SUMMARY.....</i>	<i>9</i>
Overview	9
Scope of Performance Audit.....	9
Objectives of the Audit.....	9
Main Findings.....	10
Key Recommendations	11
Audit Conclusion.....	12
<i>CHAPTER 1: INTRODUCTION.....</i>	<i>13</i>
Background.....	13
Overview of the MSS.....	13
Objectives of the Audit.....	13
Profile of the MSS	14
Profile of the MSS's Parents & Teachers Association (PTA)	16
<i>CHAPTER 2: GOVERNANCE FOR THE MANAGEMENT OF THE MONTserrat SECONDARY SCHOOL</i> <i>.....</i>	<i>17</i>
Overview	17
Findings.....	17
Recommendations	20
<i>CHAPTER 3: EFFICIENCY IN THE MANAGEMENT OF THE MONTserrat SECONDARY SCHOOL ...</i>	<i>23</i>
Overview	23
The MSS's and the MOEYAS's Objectives	23
Key Performance Indicators (KPIs).....	27
Uses of Management Information	29
Communication & Collaboration with Stakeholders.....	31
Recommendations	32
<i>CHAPTER 4: EFFECTIVENESS IN THE MANAGEMENT OF THE MONTserrat SECONDARY SCHOOL</i> <i>.....</i>	<i>35</i>
Overview	35

Part 1: Financial Management & MSS's Operations	35
Findings of the Audit.....	35
Recommendations	38
Part 2: Educational Outcomes and the Economic Impact of the MSS	40
Overview	40
Findings of the Audit.....	40
Recommendations	43
<i>CHAPTER 5: AUDIT CONCLUSION.....</i>	<i>45</i>
<i>CHAPTER 6: MANAGEMENT RESPONSE.....</i>	<i>46</i>
<i>APPENDIX 1: OFFICE OF THE AUDITOR GENERAL.....</i>	<i>85</i>
<i>APPENDIX 2: KEY REFERENCES</i>	<i>87</i>
<i>APPENDIX 3: TERMINOLOGY</i>	<i>89</i>
<i>APPENDIX 4: AUDIT FIELDWORK.....</i>	<i>91</i>
<i>APPENDIX 5: GOM'S POLICY AGENDAS.....</i>	<i>97</i>
<i>APPENDIX 6: THE MOEYAS'S OBJECTIVES (Ministry Headquarters).....</i>	<i>101</i>
<i>APPENDIX 7: THE MSS'S OBJECTIVES</i>	<i>104</i>

EXECUTIVE SUMMARY

Overview

The Montserrat Secondary School (MSS) is a public school that serves as the sole provider of secondary education on the island. Key operational oversight and funding for the MSS are provided by the Ministry of Education, Youth Affairs and Sports (MOEYAS). The MSS has a long history and the majority of residents have passed through it in their youth.

Scope of Performance Audit

The scope of this performance audit was a review to examine the MSS's planning, budgeting, use of resources, and performance over the past five years: i.e., during the fiscal years 2015/2016 to 2019/2020. Where we received information subsequent to our fieldwork, more recent updates are provided in some parts of the report. We interviewed teachers, students, and parents from the MSS and several officials from the MOEYAS in order to obtain their perspectives and experiences in working with the MSS directly and in relation to educational policies and youth development more broadly.

Objectives of the Audit

This audit sought to examine the management of the MSS, including the level of governance, the quality of the processes of planning and budgeting, the use of people and assets, and overall performance. The overall objective of the audit was to assess whether the MSS is providing value for money. To answer this overarching question, we considered 4 issues:

[a] Mandates: Does the MSS have clear objectives?

[b] Governance: Does the MSS have the governance and organisational structures that are needed to deliver its objectives?

[c] Efficiency: Is the MSS being efficient in the management of its resources to meet its objectives?

[d] Effectiveness: Is there effective management of the MSS's performance?

Main Findings

- 1. The MSS's performance framework has improved, but there were shortfalls in performance, recordkeeping, and reporting.** Overall, the MSS has clear objectives that are relevant to the GOM's Policy Agenda and to the Sustainable Development Plan. Several goals were not achieved. (See Chapter 3.) Each year, formal assessments were completed for only a small percentage of teachers and other employees. Some records were not kept or were not available upon request from the Ministry of Education or from the MSS during this audit. (See Chapter 2.)
- 2. Over the years, the MSS has repeatedly failed to comply with some statutory obligations.** The Public Finance (Management and Accountability) Act, 2008, states the record-keeping and reporting responsibilities of Accounting Officers in all public Departments. These include duties of care in recording receipts and issuances of items from storerooms; however, the MSS has a history of stores records that are missing, incomplete, inaccurate, and/or not up to date. The MSS also operated a bank account for sundry items, such as fundraising activities and private donations, but without the authorisation of the Ministry of Finance. (See Chapter 2.)
- 3. The MSS has had relatively low rates of satisfactory graduation.** Prior to year 2020, the available statistics show that, on average, the achievement of students in external examinations was below expectations. (See Chapter 4: Part 2.) The annual logical framework agreed between the GOM and the FCDO (previously DFID) has also shown that educational outcomes were among the weakest performance indicators for Montserrat.
- 4. The MSS depends almost entirely on public grants.** The GOM is the biggest source of the MSS's funding each year. MSS earns little direct revenue from its activities. Public education is provided at no charge to students and fees below cost are charged for books, for school meals, and for the school bus service. Over the years, donations, corporate support, sale of produce, and fundraising activities have been helpful, but are small and inconsistent. (See Chapter 4: Part 1.)
- 5. The GOM has good oversight of the MSS's budget and annual spending, but the MSS lacks resources in some areas.** The MOEYAS reviews the MSS's budgetary requests yearly and controls disbursements of the GOM's grants for the MSS. Financial performance for the MSS has been relatively stable, with total spending kept within its budgets. However, in some areas, staffing, equipment, and other resources have been inadequate to meet the MSS's requests for continuing and/or expanding various programmes and activities. The MSS relies on donations and corporate sponsorship to fill some of these gaps. (See Chapter 4: Part 1.)

Key Recommendations

6. Maintain and upgrade the MSS's aging infrastructure. To achieve the SDP Goals #1 & #4 (see Appendix 5), the MOEYAS and the MSS should plan and implement timely replacement of old assets, and adequate maintenance and upgrades to the infrastructure and to other items used in the educational setting. This supports both [1] the health and safety of the staff and the students (especially in a pandemic environment), and [2] the infrastructure for high standards of service and quality of experience for employees and for students. Improvements to the teaching and learning environment will contribute to better outcomes, addressing many of the students', parents', and teachers' complaints, while boosting goodwill, and improving the MSS's public image.

7. Ensure that the MSS meets all of its reporting and statutory obligations. These include [a] maintaining satisfactory records of assets and control of inventories in storerooms, [b] assessing and reporting of all employees' performance each year, and [c] timely reports and re-orders for books, for supplies, for equipment, and for furniture to meet the needs of teachers and of students. This will help to achieve the Policy Agenda items 4.1 and 4.2. (See Appendix 5.)

8. Improve communication and better address complaints. The MSS should review and improve its practices for handling stakeholders' feedback, requests, and complaints. E.g., Document verbal queries/complaints; log all inquiries/complaints; give timely acknowledgement of all inquiries/complaints; assign responsibility for verification and resolution of each matter; provide regular feedback to stakeholders on the status and the progress of their inquiries/complaints; track matters from receipt to conclusion. Communicate more frequently with parents and students; give earlier notice of events and changes; use digital channels more.

9. Strengthen the assessment and development of teachers and other employees. The MOEYAS should urgently review the existing practices and performance at the MSS to improve compliance with the GOM's Performance & Development framework and H.R. policies to ensure that best practices of governance and approved processes are consistently followed, including:

- [a] Reviewing the performance of all teachers and other employees least once per School Term;
- [b] Assessing, documenting and reporting each employee's performance and development at least once per year;
- [c] Developing and monitoring a personalised plan for each employee's learning and growth.

10. Strengthen the assessment, development, and employability of students. The MOEYAS and the MSS should urgently review the existing teaching practices and students'

performance to identify and to remove gaps/barriers to effective learning outcomes in each subject/programme. Much more needs to be done to track graduates, as well as to boost post-graduation employment. This will help to achieve the Policy Agenda items 2.4 and 2.8.

Audit Conclusion

11. Overall, the MSS has clear objectives that contribute to the GOM's Policy Agenda and the SDP. Its value for money has been moderate as it has been very efficient in managing its total spending within its budgets, but it has had low effectiveness in outcomes for the majority of its graduating students. A strong regulatory framework is in place, but, in practice, the MSS's compliance with relevant laws, regulations, and policies has some gaps: e.g., the MSS has habitually failed to meet some of its statutory obligations, including maintaining adequate records of goods received and goods issued from its stores, and it has not regularly assessed, documented, and reported most employees' performance and development. Over the past several years, the number of graduate teachers has been rising, but the percentage of untrained teachers has remained high.

12. In our surveys, the average level of satisfaction with the MSS, both among students and among teachers, was medium to low. Most of their reported issues and complaints were minor individually, but, with a pattern of no/slow responses and/or long delays in addressing them, many matters of dissatisfaction have accumulated over time. Weaknesses in primary education are evident in some students entering the MSS; these require extra teaching time, intervention by specialists, dedicated teachers, and special remedial programmes. Students' performances in external tests have, on average, been below expectations and the majority of school-leavers have fewer than desired numbers of subjects passed at Grades 1, 2 and 3, or passed at all. This contributes to low value for money for the Government of Montserrat and reduces the numbers of students who successfully complete tertiary education and gain suitable, long-term employment.

13. Subsequent events: Since March, 2020, the GOM's strict public health measures against COVID-19 shut down the entire sector of education, including the MSS, for several months. Teachers, students and parents all had to adapt quickly to a new online environment for virtual classes and remote learning. However, some teachers and many students did not have all the necessary equipment, reliable connectivity, and/or a suitable environment for continuing their education at home. These and other factors widened the gap between the highest performing students and the rest during the past year. Nevertheless, with the return to in person classes, along with additional support from the Ministry of Education, including the assignment of four Heads of Department at the School, and more training for employees (both at the School and at the Ministry), there are promising prospects for improved teaching and learning outcomes in the years to come.

CHAPTER 1: INTRODUCTION

Background

1.1 The MSS was established long before the volcanic crisis of the mid-1990s. Historically, it was one of two secondary schools on Montserrat. In 1938, the MSS was formed from the amalgamation of a public secondary school for boys and a private secondary school for girls. A massive exodus of population during the period 1995 to 2005 reduced the number of students to less than half the pre-crisis levels. The pool of local teachers was also reduced, necessitating immigration and recruitment within the region.

Overview of the MSS

1.2 The MSS is the only remaining secondary school operating on the island and intakes the graduates of all the island's primary schools. It serves over 300 students across five Forms (year-groups), generally spanning all children that are 11 to 16 years old. Students' five years of secondary education culminates with their preparation for the Caribbean Examination Council's regional examinations in the Fifth Form: the Caribbean Secondary Education Certificate (C.S.E.C.).

Objectives of the Audit

1.3 This performance audit sought to examine the management of the MSS, including the level of governance, the quality of the processes of planning and budgeting, the use of people and assets, and students' performance. The overall objective of the audit was to assess whether the MSS is providing value for money. To answer this overarching question, we considered 4 issues:

[a] Mandates: Does the MSS have clear objectives?

[b] Governance: Does the MSS have the governance and organisational structures that are needed to deliver its objectives?

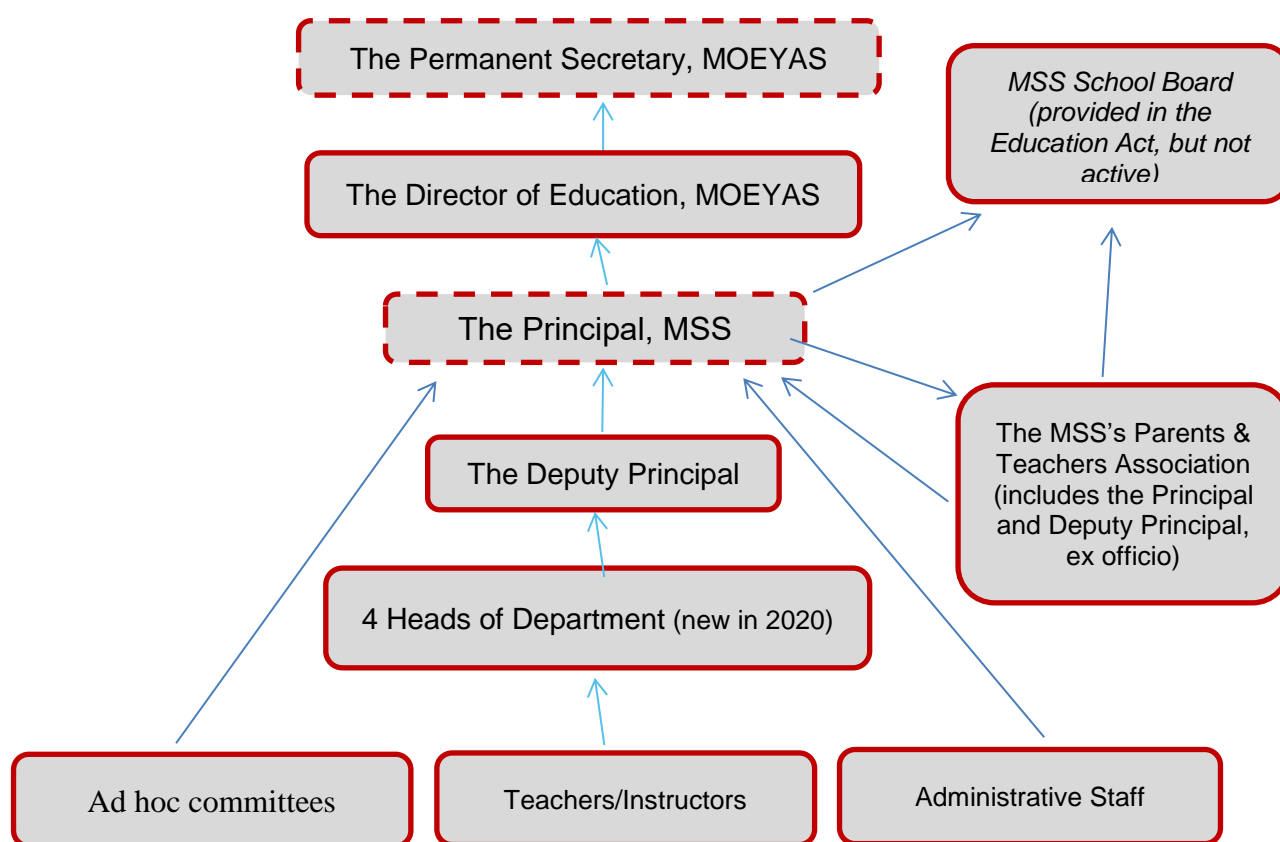
[c] Efficiency: Is the MSS being efficient in the management of its resources to meet its objectives?

[d] Effectiveness: Is there effective management of the MSS's performance?

Profile of the MSS

1.4 Structure. The MSS is managed by the Principal, who is assisted by the Deputy Principal and a small administrative/non-teaching staff. Through the approval of the MOEYAS and the recruitment activities of the GOM's Human Resources Management Unit, the MSS also employs 30 to 40 teachers (depending on vacancies) and instructors to deliver the assigned courses and classes to its more than 300 students. As of November, 2020, there were 37 teachers. The students are organised by year-group across five Forms and by Classes, based on academic ability, within Forms.

Diagram 1.1: Organisational chart of the Montserrat Secondary School



Sources: Documents from, and Interviews with, [a] officials at the MOEYAS, [b] the Principal of the MSS, and [c] the President of the MSS PTA.

Note: Arrows show the direction of accountability and/or lines of communication/reporting (e.g., committees/boards).

1.5 Roles and functions. The MSS serves as the only secondary school on the island. It intakes the graduating students from all of the island's primary schools (both private ones and public ones). Over the course of five Form-years, students are assessed yearly, are assigned to classes and subjects within the available range and according to their assessed ability, and are prepared for the external tests administered to Fourth-Form and Fifth-Form students by the Caribbean Examination Council (CXC). One of the key roles of the MSS is to prepare students for the world of work and, ultimately, to enable them to become productive, well balanced citizens.

1.6 Budget and resources. The MSS is responsible for Programme 402: Secondary Education. This Departmental budget forms part of the total budget of the MOEYAS, which is designated as Vote 40 in the GOM's Consolidated Estimates and the Public Accounts. A high-level five-year summary of these two levels of budgets is provided in Table 1.3 below. The budgeting and strategic planning for the MSS and for the MOEYAS will be discussed in Chapter 3. The operations and the finances of the MSS will be covered in more detail in Chapter 4.

Table 1.3: Overview of spending by Department/Stakeholder

	FY 2015/ 2016	FY 2016/ 2017	FY 2017/ 2018	FY 2018/ 2019	FY 2019/ 2020	5-year TOTAL
	E.C.\$	E.C.\$	E.C.\$	E.C.\$	E.C.\$	E.C.\$
Vote 40:						
Ministry of Education: Budgeted Spending	9,945,500	10,987,300	10,064,200	10,915,400	11,693,800	53,606,200
Actual Expenditure	9,806,009	10,839,753	9,742,830	10,833,569	11,305,648	52,527,809
Overspent / (Underspent)	(139,491)	(147,547)	(321,370)	(81,831)	(388,152)	(1,078.391)
Programme 402:						
Secondary School: *Budgeted Spending	2,750,300	3,155,700	3,343,100	3,351,400	3,559,500	16,160,000
Actual Expenditure	2,721,206	3,118,591	3,240,339	3,324,269	3,482,662	15,887,067
Overspent / (Underspent)	(29,094)	(37,109)	(102,761)	(27,131)	(76,838)	(272,933)

Sources: Government of Montserrat's Budgets and Public Accounts for years 2015/16, 2016/17, 2017/18, 2018/19, and 2019/20.

*Note: Budgeted spending here was adjusted to reflect final authorised amounts as there were often net downward revisions from the budgeted estimates to the final approved amounts.

Profile of the MSS's Parents & Teachers Association (PTA)

1.7 Structure. The MSS's PTA has a long history and is entirely composed of volunteers. All teachers at the MSS and all parents of students at the MSS are eligible to become members; indeed, Article 5 of the PTA's Constitution states that such teachers and parents are automatically members of the PTA. The Principal and the Deputy Principal of the MSS serve as ex-officio members of the PTA. The PTA is managed by an Executive Committee comprising part-time unpaid officers, who are elected from among the membership to fill these nine (9) roles: the President, the Vice President, the Teachers' Representative (nominated/elected by teachers), the Treasurer, the Assistant Treasurer/Fundraiser, the Secretary (a teacher nominated/elected by teachers), the Assistant Secretary, the Chairperson of the Parental Year Group Representatives, and the Communications Officer. A quorum of the Executive Committee's meetings is 5 persons.

1.8 Roles and functions. The PTA serves to bring together current MSS teachers and parents of current students at the MSS with a shared interest in the MSS and its students. The PTA's activities are governed by a formal Constitution (adopted at an Annual General Meeting on October 13th, 2010) and its existence is also enshrined in law by virtue of the Education Act (Chapter II, Part 2, paragraph 23). The PTA provides a forum for regular meetings and discussions among the main stakeholders of the MSS. Some of its objectives include: fundraising activities to support the school; social interaction among parents and between parents and teachers; maintaining relations with the MOEYAS, with the School Board, and with the Students Council; and public outreach and advocacy on matters affecting the interests and the welfare of the MSS's students, of the students' parents, of the MSS's teachers, of the school, and the quality of education generally.

CHAPTER 2: GOVERNANCE FOR THE MANAGEMENT OF THE MONTSERRAT SECONDARY SCHOOL

Overview

2.1 The MSS is a major national institution, having served generations of students in Montserrat. Directly or indirectly, the MSS touches the lives of almost all residents: either through the schooling of their children/relatives, or because adults have themselves experienced the MSS (e.g., as past students and/or as past/current teachers/employees). The daily operations of the MSS are directed by the Principal and the Deputy Principal. Operational oversight for a public school can also be provided by a Board of Management (per Chapter III, Part 2, of the Education Act), but this has not been implemented. Currently, the highest level of regulatory oversight is by the MOEYAS through its Permanent Secretary, who has primary responsibility for policies and for strategic planning, and through its Director of Education, who has overarching responsibility for education at all schools on the island (per Chapter I, Part 2, of the Education Act). The main source of funding for the MSS is provided by the GOM through the Ministry of Finance & Economic Management (MOFEM).

Findings

2.2 Oversight of the MSS has improved in recent years. From 2018 to present, there have been some notable improvements in the MOEYAS's oversight of the MSS's operations. For example, officers from the MOEYAS have done site-visits at MSS and inspections of the storerooms, providing more accountability for the MSS's record-keeping of items received and issued. In year 2020, the MOEYAS held the Principal to greater scrutiny to account for the operations of an unofficial bank-account, which was reportedly used over the years for managing funds from private donations, as well as cash from fundraising events, and the proceeds of the students' sale of produce from their agricultural programme at the MSS. Though it was well intentioned, this was a violation of the Public Finance (Management and Accountability) Act, which requires the prior approval of the Accountant General for the opening of bank-accounts by any Department in the public service, and regular reporting of the operations and balances of all accounts.

2.3 There are clear lines of reporting/accountability. The Principal has overall responsibility for the daily management of the MSS; all employees and teachers report to her. In

turn, the Principal has direct accountability to the Director of Education, in matters of education, as well as policy related and financial accountability to the Permanent Secretary of the MOEYAS, who is the ultimate Accounting Officer for all public schools. Central oversight for employee-related matters (e.g., recruitment, appointments, compensation, promotions, retirements, pensions, and gratuities) comes from the Human Resources Management Unit (HRMU) (one of the Departments under the Office of the Deputy Governor), which provides H.R. services for all of GOM's Ministries and Departments. Additional financial accountability is centralised within the MOFEM under the oversight of the Accountant General (e.g., accounting, payroll, and disbursements) and the Financial Secretary (e.g., final approval of budgets and strategic plans).

2.4 The MSS's management structure is in place, but had some weaknesses. For several years, the organisational structure and the daily norms of the MSS's operations have over-emphasised the role and the authority of the Principal. To avoid burnout and to improve succession-planning, the importance of delegating some responsibilities to the Vice Principal and to Heads of Department has long been acknowledged. However, Heads of Department were not assigned until the current school-year (2020/2021); moreover, the MOEYAS advised us that these are not formal appointments or permanent posts.

2.5 The performance of most teachers was not regularly assessed and/or reported. There is an official performance measurement system in place to assess all public officers' performance (at least twice per year) and to assist in their continuing development. However, available records and data from the MOEYAS showed that formal assessments (PDARs) were not done and/or were not reported each year for the majority of the MSS's teachers and other employees, including the Principal. For year 2017/2018, only 12 of 40 were completed; for year 2018/2019, only 14 of 41 were completed; for year 2019/2020, only 11 of 43 were completed. Similar patterns were noted for other schools/departments within the MOEYAS: for example, for year 2017/2018, only 42 were completed out of 140 posts (i.e., only 30% were done). (Source: MOEYAS' Quarterly Report, Q. 4, 2017/2018.) Interviewees observed that formal assessments tended to be done mostly when officers' contracts were concluding or when persons were eligible for increments. Hence, the motivation, in practice, has been strongly linked to gratuities/increments rather than the holistic long-term development of employees.

2.6 Internal controls are in place, but some practices are weak/inefficient. The internal procedures for the MSS's procurement and spending are directly accountable through the MOFEM and the Treasury Department. However, site-inspections, reviews of documents, and internal audits revealed that there was inadequate record-keeping for items received and issued from the MSS's storerooms. This was a clear violation of the requirements of the Public Finance (Management & Accountability) Act, 2008. For example, the MOEYAS conducted reviews of stores

and provided instructions on January 16 & June 10, 2020, but the MSS's office staff has made insufficient effort to correct gaps in practice. It is also clear that too many processes and procedures remain heavily based on paper and manual practices, which are costly and inefficient.

2.7 Years of some records were unavailable. For example, Absence Monitoring Reports, which are standard monthly reporting requirements for all Departments in the GOM, were not made available to us for the MOEYAS, including the MSS, for years 2018 and 2019. In this audit, such reports were provided by the MOEYAS only for the year 2020. This, along with other gaps/delays in requested documents, raises concerns with [a] adequacy, completeness, and timeliness of record-keeping, [b] continuity and effective hand-over procedures when there are changes of employees, and [c] weak accountability for the School and for each of its employees.

2.8 Limited term-contracts affect teachers' availability and turnover. Whilst the majority of public employees have permanent contracts, several teachers are appointed each year with fixed-term contracts. For the school years 2017/2018 to 2019/2020, data from the MOEYAS showed that 13 of 41 (about 33%) teachers were in this category; 3 others were in the category of Substitutes. In all, fully 40% of teachers were not given permanent contracts. This results in a continual need to hire/appoint new teachers. It also results in the simultaneous expiry of several contracts each school year, contributing to periodic vacancies, significant amounts of lost teaching time, and gaps in students' learning, until reappointments/replacements are confirmed. Importantly, owing to the scarcity of some skills and qualifications on the island, as well as the small local pool of willing and available trained graduate teachers, regional recruitment is a recurring necessity.

2.9 Adverse effects of vacancies/turnover/retirement of teachers/staff. Frequent changes of teachers have several negative impacts: they affect the quality of teaching/learning; they require a significant period of time for new recruits to adapt to the MSS and, for immigrant teachers, to adapt to a new country and new culture; and they interrupt the building of effective long-term relationships among colleagues and between teachers and their students. Likewise, interviewees observed that, over the years, issues of recruitment, periods of vacancies, and changes in administrative staff have posed difficulties for continuity of good record-keeping, for succession-planning, and for consistency of practices and procedures. The retirement of veteran teachers further reduces the local pool of available teachers and adds to the need for continual recruitment and training of new teachers.

Recommendations

2.10 Strengthen the oversight of all teachers'/employees' performance and development. To honour the GOM's Policy Agenda: items 4.1 and 4.2, the MOEYAS, supported by the ODG/HRMU which has oversight of all public servants, should urgently review existing practices for reviewing and assessing the performance and the development of all officers within the MOEYAS, including the MSS. Hence, develop, document, and enforce suitable policies and processes to ensure that best practices of governance and approved processes for H.R. management are consistently followed, including but not limited to the following steps:

[a] Set clear, mutually agreed, written goals and criteria with, and for, each employee at the beginning of each school-year;

[b] Develop a documented plan for each employee's continued personal and professional development each year;

[c] Ensure that the Principal, the Heads of Department, and other senior officers within the MOEYAS/MSS are held accountable for regularly reviewing and assisting the performance and development of each employee that reports to them (e.g., including this as a target/deliverable in every supervisor's own annual review);

[d] Review and record the performance and the development of all teachers and other employees each Term of the school-year and formally report each employee's assessments and progress at least annually;

[e] Include mutual accountability such as a mechanism for each officer to provide feedback on his/her supervisor's performance and regarding his/her working relationship with the assessing supervisor; for teachers, this could be enriched by also incorporating feedback from students and from periodic survey-results (e.g., annually).

[f] Provide comprehensive induction and on-boarding for all newly appointed/promoted officers, and assign a mentor to provide continuing guidance and support to each one. Continually improve these processes based on feedback and experience.

[g] Dispelling commonly expressed views that reviews tend to be done only when persons are nearing the end of the term of their contracts and/or coming due for increments/gratuities: e.g., Making clear that the purpose of review and assessment is, more importantly, to give each officer

timely feedback and guidance, to recognise his/her strengths and achievements, to remedy his/her weaknesses, and to support his/her continued development and long-term career-path.

2.11 Improve the long-term retention of high-performing teachers. Given the long history of turnover of teachers at the MSS, the MOEYAS, with the necessary support from the ODG and the HRMU, should urgently reform its planning, its budgeting, and its recruitment strategy so that it can provide stronger support and encouragement for effective teachers to remain in their posts. This recommendation includes such initiatives as these: [a] reviewing, enhancing, and ultimately shortening the process of recruitment, [b] improving further the terms and conditions of teachers to address past and current issues and complaints, [c] clarifying and developing the career-path for all new teachers, and [d] providing enhanced on-boarding, induction, and other continuing support for new appointees and, particularly, for new immigrant recruits to address their unique needs. This will contribute to the achievement of GOM's SDP Goals #2, #4, and #5.

2.12 Stagger the number and terms of fixed-term contracts. The MOEYAS should seek the GOM's support to gradually extend the term of teachers' renewed contracts in line with good performance. Stagger the terms of employees' contracts so that no more than 1/3 of term-contracts expire in each school year. Provide a clear pathway for those with fixed-term contracts to qualify for permanent posts within a reasonable time (e.g., 3 to 5 years of satisfactory service). This will make it easier for the MOEYAS and for the HRMU to plan for recruitment, for appointments, and for retention of talent in line with the Policy Agenda's items 2.4, 4.2, and 5.2.

2.13 Strengthen the MSS's record keeping and reporting for decision making. [1] The MSS should ensure that records are consistently kept: e.g., for inventories, for all employees' attendance, for teachers' performance and development, for meetings, and for other important activities to document decisions, responsibilities assigned, actions agreed, and progress. [2] All required reports should be submitted timely. [3] Embed and track these responsibilities in the assessment and development of relevant clerical officers, teachers, principals, and other officers.

2.14 Strengthen the management of information and communication. To honour the Policy Agenda's items 4.1 and 4.2, the MOEYAS and the MSS should work together in improving the management of their information, records, and communication, addressing such issues as:

[a] Over-reliance on manual or informal processes, paper, printing, and physical delivery;

[b] Lack of electronic versions and/or backups for some records,

[c] The loss or unavailability of some historical data, documents, and reports,

[d] Maintaining data for business continuity, for annual audits, and for timely and complete statutory compliance,

[e] Safeguarding and organising of documents to facilitate effective succession-planning, including ensuring that persons appointed to posts, or acting temporarily, can easily locate necessary information from predecessors, while leaving a clear trail for those coming after them to follow,

[f] Inadequate reviews of documents to detect errors and omissions and to correct them before issuance of documents to others either internally or externally.

2.15 Improve the transition, succession, and engagement of retiring teachers.

Given the long institutional memory and wealth of experience in long-serving teachers, the MSS and the MOEYAS should endeavour to put in place effective programmes to pair veteran teachers with junior teachers. This could enhance the transferral of knowledge and skills to younger teachers, while providing a richer on-the-job experience both for mentors and for mentees. It will also assist in better planning for succession for older teachers and contribute to professional development and career-planning for younger teachers.

2.16 Improve the (re-)engagement of retired teachers. In addition to pre-retirement programmes, it is important for the MSS and the MOEYAS to collaborate to create more (types of) opportunities for retired teachers to serve, including part-time and short-term capacities (e.g., as coaches for teachers/students, as mentors for teachers/students, as trainers/assessors for teachers, as after-school tutors for students, and as substitute teachers when substantive teachers are sick or are overseas for studies, and for the period that teaching posts are vacant). The trends towards (1) online teaching, (2) virtual training, (3) electronic communication, and (4) work-at-home arrangements within the public service, all serve to increase the number of ways that both active and retired teachers can be retained and engaged for the benefit of both teachers and students. Just as better terms and conditions can encourage active teachers to remain in teaching, so an improved relationship with veteran teachers in their pre-retirement years will likely increase their willingness to be available to serve in various ways after their official retirement. These measures can help to expand the effective local pool of talent available on the island, while improving the development of younger teachers in full-time service, and better utilising the skills and wisdom of elders, who are living longer and becoming greater in number in an aging society. In turn, fulfilling activities and service to society in retirement years contribute to a higher quality of life, and improve the health-outcomes of senior citizens, thus reducing loneliness, illness etc.

CHAPTER 3: EFFICIENCY IN THE MANAGEMENT OF THE MONTSERRAT SECONDARY SCHOOL

Overview

3.1 The MSS's annual budget is fully funded by the GOM under the MOEYAS. Within the GOM, each Accounting Officer is responsible for producing the budgets and plans, including for projects and capital assets, for his/her Ministry/Department. As the Accounting Officer for the MOEYAS, the Permanent Secretary oversees the strategic plans and budgets for all of the MOEYAS's Departments. Within this framework, the MSS presents its plans and budgetary requests to the MOEYAS, which then reports to the Permanent Secretary for final approval. The MOEYAS, like all other Ministries of the GOM, then presents its plans and budgets to the Ministry of Finance and Economic Management (MOFEM) for assessment, for ranking of spending requests by the Cabinet's priorities (see Appendix 5), and for the ultimate allocations of the GOM's funds for each fiscal year.

The MSS's and the MOEYAS's Objectives

3.2 Overview. Strategic planning sets the direction for each Department and how it uses resources. Effective budgeting determines the sources and the uses of funds and holds each Department accountable for its performance. Criteria used for assessing objectives in this audit were: (1) Are there clear, stated objectives that are aligned to the overall strategy?; (2) Are there plans detailing how the objectives will be met?; (3) Are the related Key Performance Indicators (KPIs)/metrics defined and explained?

3.3 GOM's Policy Agenda. The Cabinet's Policy Agenda is based on the 5 overarching strategic objectives from the *SDP: (1) economic development, (2) social development, (3) environmental management and sustainability, (4) improved governance, and (5) rebuilding of the population (*See Appendix 5). These correspond with the United Nations' Sustainable Development Goals to which all countries are committed (see paragraph 3.4 below). In turn, the MOFEM's central framework for strategic planning and budgeting requires all Departments to show clear links between their budgets and strategic plans and the *Policy Agenda.

3.4 The United Nations' Sustainable Development Goals. An important overarching framework is the G.O.M.'s obligations and targets under the U.N.'s global S.D.G.s with a timeframe

of years 2015 to 2030 for implementation. The G.O.M.'s S.D.P. (2008 to 2020) is parallel to this U.N. framework and the indicators in the national S.D.P. can be cross-referenced to the relevant indicators and targets within each S.D.G. in the unifying global framework. Each Government is, therefore, being assessed in terms of its progress towards its national targets, as well as how adequate the national targets are vis-à-vis the S.D.G. targets. Most relevant to the MSS and the MOEYAS is the S.D.G. #4, focusing on education and development for all. (See Table 3.0 below.) Two of the key principles of the S.D.G. framework are: [a] both in policies/planning/budgeting and in implementation, to leave no person (e.g., no student) behind; and [b] during implementation, to focus policies and actions firstly on those that are furthest behind the desired outcomes and targets.

Table 3.0: Extract of the national targets agreed by all Governments under the U.N. S.D.G. #4: Quality Education:

Primary Targets for S.D.G. #4:
4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and Goal-4 effective learning outcomes.
4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education.
4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university .
4.4 By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship .
4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations .
4.6 By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy .
4.7 By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development , including, among others, through education for sustainable development and sustainable lifestyles , human rights, gender equality, promotion of a

culture of peace and non-violence, **global citizenship** and appreciation of **cultural diversity** and of **culture's contribution to sustainable development**.

Supplementary Targets for S.D.G. #4:

4.A Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, nonviolent, inclusive and effective learning environments for all.

4.B By 2020, **substantially expand** globally the **number of scholarships** available to developing countries, in particular least developed countries, **small island** developing States and African countries, for enrolment in higher education, **including vocational training and information and communications technology, technical, engineering and scientific programmes**, in developed countries and other developing countries.

4.C By 2030, **substantially increase the supply of qualified teachers**, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States.

Source: <https://www.un.org/sustainabledevelopment/education/>

3.5 Framework for strategic planning. In line with the GOM's standard framework, the MOEYAS has a rolling three-year Strategic Plan that outlines strategic priorities, policy-based goals, and KPIs. Each Department's budget and strategic plan are reviewed and revised every year. The Departments (including the MOEYAS and the MSS) report regularly to the MOFEM, which a previous audit confirmed has a PEFA-compliant framework for assessing and for prioritising Departments' requests for new spending. Thus, the MSS's budget is subject to this process each year to arrive at the actual funding that the GOM will provide to the MSS.

Table 3.1: The MOEYAS's Vision, Mission, and Strategic Objectives

Vision
Developing the ideal Montserrat citizen.
Mission
To focus relentlessly on raising standards in learning and teaching so that students will be successful in the knowledge, functional skills and

understandings, essential to the pursuit of their career aspirations. Students will possess the values, attitudes and behaviours which will enable them to choose healthy and fulfilled lives; make a positive contribution to society and national development; and adapt to a constantly changing local and global environment.

Strategic Priorities: Fiscal Year 2019/2020

Against the background of the Sustainable Development Plan (2008-2020) (SDP), the Medium-Term Development Strategy 2013-2017 (MTDS), and the Government of Montserrat's Policy Agenda, the MOEYAS's stated strategic priorities were:

1. **Leadership and Management:** Excellence for all students, achieved by effective education leadership and management at Ministry and school levels.
2. **Teaching Standards:** Teaching shows continuous improvement as determined by quality assurance mechanisms.
3. **Curriculum Reform:** Learning, teaching and assessment are planned effectively against a coherent and relevant curriculum that focuses on progression in learning outcomes for each level of education.
4. **The Teaching Learning Environment:** A modern, enriching, child centred learning community, with a nurturing teaching and learning environment, created to respond to the changing and diverse school population.
5. **Development Partners:**
 - o Partnerships and involvement with parents and other stakeholders strengthened, to determine goals and provide resources for the delivery of educational services and programmes
 - o Ensuring that all residents have access to information to meet their needs and interests, facilitate lifelong learning and promote cultural development through collaborative exhibits and other programs
 - o Greater acknowledgement and promotion of the health, education and social benefits of sport and active recreation

(Sources: [1] The Vision and the Mission on the MOEYAS's website; [2] The strategic priorities are extracted from the MOEYAS's section of the GOM's Budget for 2019/20 to 2021/22, page 143.)

3.6 Policy-links exist for most objectives/strategies, but are not always stated.

Each Department within the MOEYAS, including the MSS, has developed a set of objectives, which are also called “Strategic Priorities” and “Key Strategies” in its plans and budgets. (E.g., See Table 3.1 and Appendices #6 & #7.) In the Draft Estimates for 2017/2018, for example, these all had clearly stated links to the Policy Agenda. (E.g., See page 149 re MSS and page 145 re MOEYAS headquarters.) However, in the Estimates for 2018/2019, the objectives are clearly stated, but with no references to the Policy Agenda/the SDP. (E.g., See page 151/211 re MSS and page 146/211 re MOEYAS headquarters.)

Key Performance Indicators (KPIs)

3.7 Overview. Key performance indicators are important for measuring progress towards strategic plans, budgets, and related objectives. Indicators measure such variables as (a) inputs, (b) outputs, (c) outcomes, (d) milestones, (e) activities, and (f) the impacts of policies and of processes. Well-designed indicators enable easy monitoring and reporting of performance. Criteria used for assessing indicators in this audit were: (1) Are KPIs clearly stated?; (2) Are the KPIs correctly classified?; (3) Are the KPIs appropriate?; (4) Are the KPIs measurable and effective?

3.8 The MOEYAS has a framework for measuring performance against its objectives, but it needs improvement. The MOEYAS has set budgets, objectives, and accompanying KPIs as part of its Strategic Plans. Each Department, including the MSS, in turn, has a number of indicators that measure outputs and outcomes. However, over the past several years, some objectives did not have appropriate KPIs and/or there was little/no reporting against them. For example, for fiscal year 2017/2018, the Q. 4 Quarterly Report [a] had no comments for any of the MSS’s actual spending versus budget for that year; [b] had no comments or progress shown for 40% of the Key Strategies listed for the MSS; and [c] had no comments for any of the KPIs listed for the MSS, and showed actual data versus target/KPI for only one of them. E.g., #2: for fiscal year 2019/2020, 3 of the 5 stated Key Strategies for the MSS had no corresponding items in the KPI sections listed below them (Budget Speech and Estimates 2019/2020: p. 191).

3.9 In other cases, where KPIs were stated, the KPIs did not all provide sufficient clarity to allow stakeholders to determine the MOEYAS’s and the MSS’s performance against their objectives. Clear, timely, and useful assessment against these metrics was also sometimes poor. No targets or methods of measurement were specified for some of the outcome indicators mentioned in strategic

plans or budgets. For instance, one of the KPIs required by the Financial Aid Logical Framework (between the GOM and the DFID [now FCDO]) was to track students' performance (in external examinations) to the number/percentage of students by the primary language spoken at their home. This would enable stakeholders to see how well the MOEYAS and the MSS were serving students whose first language was French or Spanish (versus the majority of students, whose main language is English). However, these data were neither collected nor reported, thus neglecting and underrepresenting the important minorities on the island.

3.10 Classification of KPIs. Over the fiscal years that we reviewed, the MOEYAS had a large number of indicators related to education, youth development, and culture. However, the majority of the indicators measured activities and outputs rather than strategic impacts and outcomes. (See the Table 3.3 below.) The number of indicators increased dramatically in fiscal year 2019/2020. (See Tables 3.2 and Table 3.3.) In fiscal years from 2017/2018 onward, the MOEYAS presented its KPIs as measures of outputs and measures of outcomes; however, we assessed that, in some cases, these indicators were misclassified: e.g., some measures of outcomes were actually measures of outputs and, for MSS, the percentage of trained teachers was shown both as an output indicator and as an outcome indicator for fiscal year 2019/2020. This could indicate a lack of understanding about the difference between measures of outputs and measures of outcomes.

Table 3.2: The MSS's Performance Indicators – Classification

	Financial Year		
	2017/18	2018/19	2019/20
Number of Output indicators	2	2	7
Number of Outcome/Performance indicators	2	2	9
Total	4	4	16

Sources: [a] Budget Speech and Estimates for fiscal year 2019/2020: p. 191; [b] Estimates for fiscal year 2018/2019: p. 149; [c] MOFEM: Draft Estimates for fiscal year 2017/2018.

Table 3.3: The MOEYAS's Performance Indicators – Classification

	Financial Year		
	2017/18	2018/19	2019/20
Number of Output indicators & sub-indicators (across all six Departments)	3 + 2 + 2 + 2 + 6 + 2 = 17	3 + 2 + 2 + 2 + 6 + 2 = 17	12 + 7 + 7 + 5 + 5 + 8 = 44
Number of Outcome / Performance indicators & sub-indicators (across all 6 Departments)	6 + 4 + 2 + 2 + 1 + 2 = 17	6 + 4 + 2 + 2 + 1 + 2 = 17	7 + 10 + 9 + 5 + 2 + 4 = 37
Total	34	34	81

Sources: [a] Budget Speech and Estimates for fiscal year 2019/2020: pp. 187 to 197; [b] Estimates for fiscal year 2018/2019: pp. 145 to 155; [c] MOFEM: Draft Estimates for fiscal year 2017/2018.

Note: The totals of indicators are shown in the order of the corresponding departments in the Estimates: Headquarters; Primary Education; Secondary Education (MSS); Library; Early Childhood; Youth & Sports. E.g., for the year 2017/18, the first numbers (in each set of 6 shown numbers) mean that there were 3 output indicators and 6 outcome indicators for MOEYAS Headquarters.

3.11 Some KPIs were unclear, inappropriate, or mismatched. Our analysis of the MOEYAS's and the MSS's KPIs for the fiscal years 2017/2018 to 2019/2020 showed that some of them were not clear, appropriate, and/or measurable. For example, in the Q. 4 Quarterly Report for fiscal year 2019/2020, "To strengthen school management team" was a commendable objective, but it was not clearly defined, and the stated indicator was irrelevant and/or mismatched: "% of teachers trained", which is more appropriately an indicator for a different objective such as "To improve teaching quality". Another example of an unclear and inappropriate KPI was "No. of students enrolled", which did not logically relate to the stated objective "To implement a monitoring and evaluation system for the comprehensive whole school behaviour management strategy, by April 2020". It was also unclear which kind of system would be implemented, how, and by whom, and how progress would be defined or measured.

Uses of Management Information

3.12 Overview. Information is useful to the extent that it is (a) relevant to objectives, (b) timely, (c) accurate and reliable, and (d) clearly reported to the appropriate stakeholders. Criteria used for assessing the use of information in this audit were:

- (1) Is there a clearly defined system of accountability?
- (2) Are the MOEYAS and the MSS regularly reporting their progress against their budgets and strategic plans?
- (3) Do reportees give appropriate and timely feedback to reporters?
- (4) Is there evidence of an effective feedback-loop whereby the measuring, the reporting and the monitoring of progress (or lack of it) result in timely actions and better decision-making?

3.13 Uses by the MOEYAS. Reports are primarily used internally for financial management. Beyond this, some data are being used to assess the quality of teaching and the students' performance, and to inform policies about education, youth, sports, and community development. For example, during years 2020 and 2021, the MOEYAS developed three major new policies and invited stakeholders' feedback.

3.14 Uses by the MSS. The MSS primarily focuses on financial information to support its requests for funds from the GOM via the MOEYAS. We found some gaps in record-keeping and in reporting by the MSS to the MOEYAS. A number of requests to the MSS were not met within expected timeframes or at all: e.g., allocation of teachers' time-slots and workloads; accounting and orders for supplies; inventories of text-books; and timely orders for text-books. These are examples of basic aspects of the MSS's operations that require complete, accurate and timely records and reporting, but they were not consistently done in time for ensuring adequate supplies of stationery, books, tools, equipment, etc. for teachers and for students throughout each school-year. Hence, there are concerns with the quality of clerical and administrative support at the MSS.

3.15 Uses by the GOM. The MOEYAS sends quarterly reports (1) to the MOFEM and (2) to the Monitoring and Evaluation Unit (MEU) (within the Office of the Premier). Formats for these reports have also been changed over time. During fiscal years 2014/2015 to 2018/2019, we found no consolidated monitoring and evaluation reports regarding the GOM's progress in achieving the SDP. However, in year 2019, the MEU made public its first national report on progress towards the SDP's objectives as of fiscal year 2017/2018. In year 2020, it produced another report on progress towards the SDP's objectives as of fiscal year 2018/2019. In April, 2021, subsequent to our fieldwork, the MEU published its National Performance Report for the fiscal year 2019/2020. There continues to be a long lag between the year-end to which each report relates and the date that it becomes widely available to the public, journalists, and others.

3.16 Uses by the FCDO (U.K. Government). Like all other Ministries of the GOM, the MOEYAS reports to the FCDO twice a year: (a) before the annual Financial Aid Mission and (b) again to confirm the final budget before the new fiscal year begins each April. The main use of these reports is to negotiate budgets and to allocate funding support for the MOEYAS's strategic plans. This process ultimately determines the GOM's funding for the MSS through the MOEYAS.

Communication & Collaboration with Stakeholders

3.17 Limited involvement of the parents. Although the P.T.A. has made some effort in collaborating with all of the MSS's stakeholders, there is a lack of attendance and participation by the majority of students' parents. Limited participation, in turn, affects the P.T.A.'s ability to fill all of its posts and roles. Surveyed teachers also observed that too few parents attended scheduled meetings with their students' teachers. It is also clear from the MOEYAS's Quarterly Reports that these meetings are infrequent: for example, the report for Q. 4, 2017/2018 (effectively the whole year) mentioned meetings of parents with their students' teachers only in Q. 3 of that fiscal year.

3.18 No surveys of teachers/students/parents had been done. Neither the MOEYAS nor the MSS has done regular surveys or comprehensive engagements of its key stakeholders to get their perspectives, feedback and inputs. Historically, there has been a primary focus on teachers' assessment of students, and a secondary focus on the Principal's/MOEYAS's assessment of teachers, but little or nothing has been done to facilitate students' and their parents' regular assessments of teachers or of the School. This contributes to a top-down culture and a one-sided approach to most communication. Surveyed students, parents and teachers often felt that their concerns were belittled or ignored, or that they were not being truly heard and/or engaged in the management of the MSS and the development of policies, programmes, and activities.

3.19 The overwhelming majority of parents have areas of dissatisfaction with the School. Among surveyed parents, only 16% were satisfied or very satisfied with the education that their children were receiving at the School. Attitudes expressed ranged from benign tolerance to outrage, and especially when complaints were either ignored or not addressed in a satisfactory manner. The results of the survey of parents were reinforced by our review of samples of parents' letters/complaints to the Principal/MOEYAS.

3.20 Limited engagement of stakeholders. Both the MOEYAS and the MSS have had initiatives of public outreach and engagement of stakeholders. However, these have mostly been

ad-hoc and occasional efforts (e.g., regarding a draft for a new policy) rather than regular programmes for multi-stakeholder engagement. The evidence that we gathered points to an organisational culture that treats the engagement of stakeholders more as a special formal event rather than as a vital part of the normal schedule of activities and a key objective of everyday communication.

3.21 Limited engagement of potential employers and the private sector. Over the years, the MSS has maintained relations with various businesses (e.g., Bank of Montserrat Limited has sponsored the MSS's annual basketball tournament), with other Departments of the GOM, and with potential employers. Occasionally, they are invited to give educational presentations and to interact with students about prospective jobs and possible careers. On a very limited basis, some graduating students in the Fifth Form are given a brief internship with participating Departments or private employers to give them an exposure to the world of work.

Recommendations

3.22 Link the objectives for the MOEYAS and for the MSS more clearly to the Policy Agenda. At every stage of planning and reporting, from annual Budgets and Strategic Plans to the Quarterly Reports, each Department, Unit, and employee should show a clear understanding of the GOM's Policy Agenda and the SDP. This shared understanding is essential to ensure coherence and cooperation within and between Departments and employees at all levels of the educational sector and between it and the rest of the public service. It should be stated clearly that each objective, each strategy, each programme, each project, and each priority relate to the GOM's Policy Agenda. It should also be stated clearly how each one fulfils the relevant part(s) of the GOM's Policy Agenda and the SDP.

3.23 Ensure that every objective for the MOEYAS and for its related Departments, including the MSS, has KPIs and that all KPIs clearly support objectives. This will improve transparency of objectives and subsequent actions and provide accountability for progress towards stated objectives. Suitable KPIs also help to clarify exactly what is expected and how outputs, outcomes, and impact will be measured. Coherence of policies and practice, as well as improved communication with all stakeholders, will increase as the MSS and the MOEYAS clarify the linking of policies and objectives to specific actions, each of which must be assigned to specified responsible officers. In turn, it must be shown that each action supports the stated objectives, which, in turn, must contribute to the Ministry's strategic plan and to the Cabinet's Policy Agenda.

3.24 Continue to improve the MOEYAS's and the MSS's KPIs. Firstly, the MOEYAS and the MSS should make their KPIs clearer, more measurable, more relevant to objectives, and focused more on strategic outcomes. Secondly, all key stakeholders (e.g., students, teachers, and parents) should be regularly informed about what the KPIs are, what they mean, why they are important, and how they are relevant to each stakeholder. It will be difficult for the MOEYAS/MSS to achieve a KPI that its stakeholders (a) do not know exists, (b) do not understand, (c) had no input into its formulation, and/or (d) get no feedback on its purpose and its outcomes.

3.25 Improve the assessment and the reporting of performance. The MOEYAS should ensure that all of its Departments, including the MSS, regularly measure, monitor and report against all of their objectives and KPIs. To be most useful, the Quarterly Reports, for instance, should be complete and timely. All employees' Performance and Development Agreements and periodic reviews/assessments should be regularly completed and reported timely. More timely feedback at all levels can lead to faster and better interventions and support wherever individual and/or departmental performance is below expectations. This increases psychological safety and the telling of the truth when the emphasis is on genuine listening, remediation and improvement, rather than a culture that fears reprisals or discrimination against those who speak up or speak out.

3.26 Do annual surveys and communicate through multiple channels. The MOEYAS and the MSS should collaborate to do annual surveys of their employees, of their students, of their students' parents, and of other stakeholders (e.g., former students, partners in apprenticeships, partners in internships, and employers). The MOEYAS, the MSS, and other key stakeholders should likewise collaborate in outreach to stakeholders and to the public, using all available channels: e.g., websites, social media, telephone, mobile marketing, email, radio, news-broadcasts, audio, video, and other media. Among other opportunities, the MOEYAS/MSS could (a) highlight students' and graduates' achievements, (b) celebrate successful programmes and initiatives in education, and (c) make use of inputs and feedback from a much wider spectrum of stakeholders. Multiple channels for communication and feedback will likely improve the degree of participation and inclusion, while increasing the response-rate and the number/quality of inputs and feedback from all stakeholders.

3.27 Document feedback and complaints and their outcomes. Given the patterns of reported dissatisfaction from teachers, from students, and from parents over the years, the MOEYAS and the MSS should review the policies and practices for receiving, recording, acknowledging, documenting/investigating, and resolving stakeholders' feedback and complaints. All non-written complaints/issues/queries should be transcribed and logged appropriately. It should be clear to whom responsibility has been assigned for investigating and resolving each complaint/query. Standards should be set, among other aspects, for reasonable response-times so

that every communication is respected and no stakeholder feels ignored or that his/her matter has been forgotten. At suitable intervals (e.g., quarterly, semi-annually, annually), appropriate senior officials from the MOEYAS should review a summary of (i) the number, (ii) the nature, and (iii) the status of reported feedback/complaints. Hold accountable the Principal, the Deputy Principal, and the Heads of Department for those complaints relating to their respective areas of responsibility.

3.28 Develop a strategic approach to marketing, sponsorship, and relations with stakeholders. In order to maximise the value of the MSS to the students, to the private sector, and to the GOM, the MSS, along with the MOEYAS, must develop formal policies and strategies for communication, for marketing, and for engagement of employers, of sponsors, and of other stakeholders. In particular, with each contributor or sponsor, the MSS and the MOEYAS should seek to build long-term relationships and agreements, and should develop clear targets, indicators, and outcomes for each such relationship. This will provide more consistent and reliable engagement, support, and resourcing for each initiative.

3.29 Improve the measuring and monitoring of key data and indicators. The MSS should diligently collect, measure, assess, and track key data for improved management of the school and for better delivery of support, service, and teaching methods to students. For example, start identifying and tracking the progress of students in key areas relevant to the GOM's Policy Agenda, the FCDO's Logical Framework for the GOM, and the United Nation's S.D.P. #4: e.g. (a) those with special needs, (b) those whose first language is not English, and (c) those with disabilities. In turn, accurate, complete, and up-to-date data and monitoring in such key data and indicators will empower the MSS and the MOEYAS to improve the development of curricula, policies, teaching methods, and the assessment of performance for both teachers and students. These steps can help to address the social needs, the cultural differences, and the performance gaps identified in students in the category of English as a second language.

3.30 Apply data and metrics to improve learning and teaching at all levels. This follows practically from the foregoing recommendation (paragraph 3.29). E.g. #1, Whilst Spanish is being offered within the taught subjects at the MSS, few students achieve fluency. Effective teaching and learning could be enhanced by including oral practice, cultural activities, and real-life sharing with students (and, by extension, communities) whose native language is Spanish. E.g. #2, Likewise, French is not being offered at the MSS, but it is a major language of the Caribbean and of the Americas, and could be enhanced by including students (and, by extension, communities) whose native language is French. Native speakers can help non-native students (and teachers) in each case, while being made to feel more respected and better included within the educational setting.

CHAPTER 4: EFFECTIVENESS IN THE MANAGEMENT OF THE MONTSERRAT SECONDARY SCHOOL

Overview

4.1 The MSS has major tangible assets, including a large campus with multiple buildings at Salem. Human resources include nearly 40 teachers and a small number of non-teaching employees. The MSS engages in regular procurement of books, supplies, furniture, equipment, and materials. Other required labour, equipment and materials are procured and outsourced through contractors (e.g., maintenance). Financial management and various aspects of the MSS's operations are discussed in Part 1 of this chapter. However, beyond internal uses of resources, the MOEYAS's policies and oversight, together with the MSS's operations, and the number and quality of graduates, have a broad impact on the economy, and they make a major long-term contribution to the workforce and to tertiary education especially. (See Part 2 of this chapter.)

Part 1: Financial Management & the MSS's Operations

Findings of the Audit

4.2 The MSS depends almost entirely on public funding. Despite decades of existence, the MSS earns very little revenue from its activities. By virtue of the Education Act, it has been the GOM's policy that public primary schooling and public secondary education are provided at no charge to students. Over the years, this social policy has created upward mobility, has promoted universal literacy and numeracy, and has reduced inequality by giving children from all socio-economic circumstances free access to education. Hence, the GOM has remained the biggest source of the MSS's funding each year. (Refer to Table 1.3 in Chapter 1.) Small amounts (well below costs) are paid by students towards the text-book scheme, the school meals, and the school bus service. However, these amounts are promptly accounted to the MOEYAS headquarters and remitted to the Treasury Department to reimburse the GOM, which centrally funds these three heavily subsidised programmes. Therefore, they are not available to the MSS directly to supplement any of its programmes or activities. Fundraising activities and donations are small and ad hoc.

Table 4.1: Summary of the MSS's Budgeted Spending: Years 2017 to 2019**Montserrat Secondary School - Vote 40 – Programme 402**

	Fiscal Year		
Structure of the MSS's Recurrent Budgets (Amounts per the Estimates)	2017/2018	2018/2019	2019/2020
	\$	\$	\$
Total Recurrent Expenditure	3,300,800	3,458,700	3,492,900
Expenditure on the Staff:			
Total *Personal Emoluments, of which:	2,751,300	2,874,700	2,915,900
Current Salaries	2,476,600	2,553,500	2,780,300
% Total staffing costs to total spending	83%	83%	83%
% Salaries to total staff benefits	90%	89%	95%
Other Expenditure:			
Total other expenditure	549,500	584,000	577,000
% Total other spending to total spending, of which:	17%	17%	17%
(a) Supplies & Materials	75,000	85,000	80,000
% of total expenditure	2%	2%	2%
(b) Furniture/Equipment	75,000	75,000	72,000
% of total expenditure	2%	2%	2%
(c) Maintenance Services	110,000	120,000	120,000
% of total expenditure	3%	3%	3%

Source: Auditors' analysis of the GOM's Budget Estimates for the indicated fiscal years.

Note: *Total Personal Emoluments include salaries, wages, allowances, pensions & gratuities.

4.3 The GOM has good oversight of the MSS's budget. The MOFEM, through the MOEYAS, reviews the MSS's budgetary requests yearly. The structure of the MSS's budgets was remarkably steady since fiscal year 2015/2016. For example, its budget for total recurring (operational) expenses trended in a narrow range: e.g., (a) \$3.30 million for fiscal year 2017/2018, (b) \$3.46 million for fiscal year 2018/2019, and (c) \$3.49 million for fiscal year 2019/2020. (See Table 4.1 above.)

4.4 Non-staff items get low levels of funding. Our review and analysis of budgets for the past several years showed that, each year, well over 80% of the MSS's funding and spending goes towards staffing costs. Effectively, this leaves only small amounts/percentages for other key operating items such as supplies and materials (2%), furniture and equipment (2%), and repairs and maintenance (3%). (See Table 4.1 above.) Furthermore, despite the many complaints of teachers (see paragraph 4.23 below) and of students (see paragraphs 4.7 and 4.20 below), and the growing years long backlog of items to be maintained, to be repaired or to be replaced (see paragraph 4.6) (including two blocks of classrooms, which have, therefore, been out of use for several years), we observed the following: [a] the budget for supplies and materials was cut in fiscal year 2019/2020; [b] the budget for furniture and equipment was also cut in fiscal year 2019/2020; [c] the budget for maintenance services was unchanged in fiscal year 2019/2020. (See Table 4.1 above.)

4.5 Effective financial control: Trend of slight underspending versus budgets. The MSS had a consistent pattern of a small net underspending versus its budgets during the years 2015 to 2020. Overall, this meant that it controlled its spending well and remained within the total annual amounts approved by the Legislative Assembly. (Refer to Table 1.3 in Chapter 1.)

4.6 Aging infrastructure; inadequate supplies. The MSS has aging buildings, furniture and equipment. Both students and teachers' reports and our own site-surveys revealed that many items reflect deterioration or damage and/or are no longer usable: e.g., chairs, desks, electric fans, exposed electrical sockets, doors, missing/damaged window-louvres, washrooms, and classrooms. There are frequently late or inadequate supplies of several items for teachers and for students. These include basic items such as stationery, chalk for blackboards, and markers for white boards. Interviewed teachers reported having to provide their own supplies and/or using some of their own equipment for their classes. Access to printing in the central office has sometimes been limited.

4.7 Many areas of dissatisfaction for students. Students that we interviewed listed a wide variety of complaints about aspects of their day-to-day observations and experiences at the MSS: e.g., the limited range of subjects; the unavailability of some subjects/teachers during each Term/school year; even where subjects are available, students are not being allowed to choose all of the subjects that they want to study; unsanitary conditions in classrooms; unsanitary conditions in and around toilets and bathrooms; littering on the premises; sightings of rodents and insects, including in classrooms; and continual infestation of mosquitoes (which pose both risks to health and distractions from learning); lack of a cafeteria or lunchrooms for students; not enough seating for students around the campus outside of classrooms; only one block of washrooms for students for the entire campus; school-meals do not provide adequate variety or enough healthful items.

4.8 The Textbook Scheme is very important, but has some gaps. In recent years, the MOEYAS's launch of a Textbook Scheme for students has been a very good initiative and it is widely welcomed by stakeholders. However, surveyed students indicated that it has not provided books satisfactorily for all students, thus creating inequities in access, resulting in extra personal costs for some students to acquire books independently, and undermining some students' learning and performance. This is especially important for new students and for recent immigrants arriving at the MSS at various times throughout the school-year, including delays related to quarantine periods.

4.9 Lack of support or inconsistent funding/supplies to maintain/expand some key programmes. Surveyed students and teachers gave several examples of this: e.g., Clothing & Textiles; Food & Nutrition; Agriculture; rearing of chickens/husbandry; other vocational/technical subjects that support students' careers, including self-employment and business-development. These programmes are geared towards practical and marketable skills and knowledge, but are not consistently or adequately available, staffed, funded, supplied, and/or equipped to accommodate all of the students who are interested in these subjects. Hence, a number of programmes have been suspended, interrupted, or abandoned over the years.

Recommendations

4.10 Improve the MSS's planning and reporting of supplies and materials. The MSS should review its approach to planning and reporting of inventories to minimise the delays and shortfalls in required items experienced over the past several years. Realistic figures should be used for estimating costs and quantities of items needed each Term. A prudent approach also includes making provision for contingencies within the budget for each year, thus minimising the need for frequent requests for supplementary funds or for virements. The MSS should report to the MOEYAS its list of requested items well in advance of the start of the school-year to allow adequate time for re-ordering and receipt of items.

4.11 Improve the ordering of items to save costs. Bulk purchasing coordinated by the MOEYAS could provide significant savings each year to each public school, including the MSS. The MOEYAS should also identify, review and assess the available storage capacity and the options for expanding it to achieve greater savings from consolidated re-ordering of commonly used items.

4.12 Improve the management of the Text-Book Scheme. The MOEYAS should review the implementation of the Text-Book Scheme at the MSS to ensure that all students are supplied timely and adequately with the necessary items for their courses. The MSS should do a comprehensive review of its inventory of all text-books at least once a year and then make timely reporting to the MOEYAS for all missing, damaged, or unusable items needing to be replaced. Where new items are added to the curriculum, or replacements of books are required, the MSS should ensure that the orders/re-orders are placed early enough and in sufficient quantities to supply all relevant students before the start of the school-year.

Part 2: Educational Outcomes and the Economic Impact of the MSS

Overview

4.13 Education and training underpin the size and the productivity of the workforce both in the public sector and in the private sector. For example, passing Grades in a minimum of 3 C.X.C. subjects are required for entry into the public service, which is the biggest employer on the island. Many jobs require considerably more than 3 passes at the secondary level, as well as post-secondary education. In turn, admission to tertiary education has higher requirements in many instances. Hence, the basic aim of the MSS is to maximise the number of students graduating with at least 5 C.X.C. passes, including English and Mathematics. This goal encompasses functional literacy and numeracy, along with at least one science, one subject from the arts, and one language. Thus, the MOEYAS's effective management of the GOM's policies and initiatives for education, youth, sports, and community development, and the impact of the MSS's operations in secondary education, also directly contribute to the economy and to the society, helping to achieve various objectives stated in the Cabinet's Policy Agenda and in the SDP.

Findings of the Audit

4.14 The number of students enrolled in secondary education has decreased since year 2015. In the past several years, enrollment at the MSS has declined from a peak of 350 in school-year 2014/2015 to a low of 310 in school-year 2019/2020. This is parallel to a gradual decline in the island's population, as revealed in data from each Census since year 1990. Meanwhile the number of teachers has remained steady at 36 to 37 for the past several years (2016/2017 to 2019/2020). This means that, on average, the ratio of teachers to students has also slowly improved since year 2015, although the number of students in some classes remains quite large (25 to 30 students).

4.15 Weaknesses in primary education affect students entering MSS. The MSS conducts initial assessments of all new students to identify a baseline measurement for their relative levels of knowledge and competency in each fundamental subject area (particularly literacy and numeracy). Regular re-assessments are done within each school year to measure each

student's progress. These assessments assist in decisions about where best to place students by Class within each Form-year. Each year, weaknesses in primary education are evident in several students entering the MSS; these children then require extra teaching time, intervention by specialists, dedicated teachers, and special remedial programmes. In our interviews with students, with parents, and with teachers, it was identified that some special needs are not being addressed well and/or some relevant specialists/services were not available at the MSS and/or in Montserrat.

4.16 The national unemployment-rate is low, but youth unemployment-rate is high. The latest Census (September 2018) pointed to a higher rate of participation in the labour-market since the Census of year 2011. The most recent data published by the Statistics Department (from a survey in September, 2020) again showed that the participation rate reached a very high level: 89% of working age persons were in the labour force. However, this year-2020 Labour Force Survey also showed that, whilst the national rate of unemployment was 8.7%, the rate of unemployment among those who were under 25 years old was an average of 20.9%: 18.7% for young males (versus 10.7% for all males) and 24.2% among young females (versus 6.6% for all females). These facts show the urgent need for better training and support for graduating students.

4.17 The rate of satisfactory grades has trended downward in several courses, while improving in only a few. Among the Fifth Form students, a minority performs very well each year, gaining at least five satisfactory passes. However, overall performances in final external examinations have been moderate to weak in most subjects and have trended downward in several instances. For example, in the C.X.C.'s (Caribbean Certificate of Secondary Level Competence) examinations, the percentage of students with failing grades in English rose from 11% in year 2017 to 24% in year 2018. In Integrated Science, the pass-rate declined from 100% in year 2017 to 50% in year 2018. Mathematics was an exception to this trend: the pass-rate doubled from 50% in year 2017 to 100% in year 2018. [Sources: 2018/2019 Education Digest: table 59a and table 59b.]

4.18 Small numbers of students per course are entered for external tests. For example, the number of students attempting the Mathematics examination plummeted from 10 in year 2017 to only 4 in year 2018. Likewise, the pass-rate in Spanish was 100% in year 2018; however, only 4 students attempted the Spanish examination in year 2018 versus zero entries for that examination in year 2017. [Sources: 2018/2019 Education Digest: table 59a and table 59b.] This means that most students are not being entered for external examinations in all of their courses; this also means that the effective pass-rate among enrolled students at the MSS is much lower than that reported for the few students actually tested externally per subject for that year.

4.19 The overall percentage of satisfactory grades in the Fifth Form has also declined. This declined from 82% in year 2015 to 68% in year 2018. [See (our correction of) the 2018/2019 Education Digest: table 63, which had originally reported only 48% for year 2018.] Over a five-year period, both the overall number of C.C.S.L.C. passing grades and the overall quality of the pass-rate for the School declined: from 54 (6 rated Master; 48 rated Competent) of a total of 71 subject-entries in year 2014 to 37 (8 rated Master; 29 rated Competent) of a total of 43 subject-entries in year 2018. [See the 2018/2019 Education Digest: table 60b.]

4.20 Students reported average to low levels of satisfaction. Among the students that we surveyed, 66% were satisfied (48%) or very satisfied (18%) with their education at the M.S.S., but only 38% of them had an overall rating of very good (30%) or excellent (8%) for their school. This means that, across indicators, no more than 1 or 2 students among every 10 students were highly satisfied at the MSS. This is consistent with the many specific examples and areas of dissatisfaction mentioned by the students. Prevailing sentiments that they expressed were [1] reluctant acceptance of the status quo as being unlikely to improve much, [2] disappointment with longstanding issues affecting teaching, learning, classrooms, books, supplies, equipment, and the conditions of the school's infrastructure generally, and [3] unhappiness with slow/no progress to address these issues.

4.21 Percentage of trained teachers has improved, but remains far below target. The percentage of trained teachers at the MSS declined from 72% in school-year 2016/2017 to 46% in school-year 2018/2019. This was far below the target of 94% for school-year 2018/2019 (GOM's Budget Estimates for year 2018/2019, p. 149/199). The percentage of trained teachers recovered to 64% in school-year 2020/2021, but this was still well below the target for the MSS.

4.22 Percentage of graduate teachers has improved, but was well below target. The number of graduate teachers at the MSS versus non-graduate teachers improved from 26 in school-year 2014/2015 to 30 in school-year 2017/2018. However, a large percentage of these graduate teachers were untrained teachers: from 68% in school-year 2015/2016 to 43% in school-year 2017/2018. Subsequent to our fieldwork, we received data showing that there was further improvement in school-year 2019/2020: 30 graduates among 37 teachers; thus, 81% of teachers were graduate teachers. [See the 2019/2020 Education Digest: table 56.] Nevertheless, after several years of reporting these key performance indicators, this actual percentage remains well below the goal that up to 100% of teachers be graduates and trained teachers at the level of secondary education. Indeed, among these graduate teachers, 33% were untrained teachers, both among female teachers and among male teachers. [See the 2019/2020 Education Digest: tables 59 to 61.]

4.23 Teachers reported average to low levels of satisfaction. Key findings were: [1] 50% of surveyed teachers were “Satisfied” as teachers/employees at the school, but not a single teacher was “Very Satisfied”; [2] In terms of their overall perception of the school, almost 90% chose only “Average” and none chose “Very good” or “Excellent”. Samples of written complaints from teachers to the Principal/MOEYAS indicated a wide range of issues affecting teaching and learning, and acute frustration with the perceptions [a] that either little or nothing is done to solve problems and to address concerns, and/or [b] that M.S.S. and/or MOEYAS take too long to take corrective action or even to respond/acknowledge complaints.

4.24 Most school-leavers struggle to find full-time employment. Available data from the MOEYAS showed that, for the 60 school-leavers in year 2019, only 8 had full-time employment (under 15%), whilst only 11 were full-time students at colleges (under 20%). The MSS itself has no tracing programme for its students after they graduate, emigrate, or otherwise leave the school. This was further confirmed in our interviews with the P.S., MOEYAS, and with the Principal, M.S.S., during this study. This is hindering progress towards honouring the GOM’s commitments under S.D.G. #4: sub-goal 4.4, as well as falling short of the MOEYAS’s objectives, and the GOM’s Policy Agenda. [See table 3.0 above, Appendix 5, and Appendix 6.]

Recommendations

4.25 Review the MSS’s curricula and activities for improved value and outcomes to students and employers. In particular, there should be more focus at the MSS on programmes that expand the range of internships and employment opportunities on the island. Secondly, to achieve the GOM’s Policy Agenda and its obligations regarding SDG #4, the MOEYAS should revise all curricula, activities and teaching methods at the MSS: [a] towards making them more relevant to current trends and technologies, and [b] towards making students better prepared for, and aligned to, the skills, the values, and the practices that employers and the economy require. [See the references in Appendix 2 for examples.]

4.26 Review and better integrate primary and secondary curricula and teaching methods. Given the identified weaknesses in many students coming to the MSS, the MOEYAS should do a thorough review of the pre-secondary curricula and teaching methods to ensure that they are effective in preparing primary-school graduates for the First Form at the MSS. There also

needs to be review of the range of subjects and activities available at the primary level to provide students earlier exposure to possible careers and to the subjects and activities available at the MSS.

4.27 Schedule adequate timely maintenance and upgrades of the MSS's facilities.

To maintain a safe, healthy, and productive environment for all the MSS's employees, students, parents, visitors, and service providers, the MOEYAS should plan and implement the timely and satisfactory maintenance and upgrades of buildings and premises across the MSS's infrastructure. The Principal of the MSS should develop a prioritised list of maintenance, repairs and upgrades, and update it timely for each school-year to support the annual budgeting and planning with MOEYAS. In turn, this will improve the conditions in which the clients (students) and other stakeholders receive services. Examples of some of the basics requiring continuing review and management to match relevant local, regional and international standards, as well as to meet the needs and the rising expectations of stakeholders include:

- [a] Expanded, better equipped, and more comfortable classrooms (including having enough chairs for all students in each classroom, as well as other needed tools/furniture/equipment);
- [b] Improved washrooms and other amenities;
- [c] Enhanced sanitation and hygiene indoors and outdoors across the MSS's campus;
- [d] Better variety of, and easier access to, healthful food and beverages, including provision of cafeterias and adequate seating and tables for students and for teachers during breaks and lunchtimes; and
- [e] Better amenities for, and accessibility to, persons with special needs.

CHAPTER 5: AUDIT CONCLUSION

- 5.1** Overall, the MSS has clear objectives that contribute to the GOM's Policy Agenda and the SDP. Its value for money has been moderate as it has been very efficient in managing its total spending within its budgets, but it has had low effectiveness in outcomes for the majority of its graduating students. A strong regulatory framework is in place, but, in practice, the MSS has habitually failed to meet some of its statutory obligations, including maintaining adequate records of goods received and goods issued from its stores, and it has not regularly assessed, documented, and reported most employees' performance and development. Over the past several years, the number of graduate teachers has been rising, but the percentage of untrained teachers has remained high.
- 5.2** In our surveys, the average level of satisfaction with the MSS, both among students and among teachers, was medium to low. Most of their reported issues and complaints were minor individually, but, with a pattern of no/slow responses and/or long delays in addressing them, many matters of dissatisfaction have accumulated over time. Students' performances in external tests have, on average, been below expectations and the majority of school-leavers have fewer than desired numbers of subjects passed at Grades 1, 2 and 3, or passed at all. This contributes to low value for money for the Government of Montserrat and reduces the numbers of students who successfully complete tertiary education and gain suitable, long-term employment.
- 5.3** **Subsequent events:** Since March, 2020, the GOM's strict public health measures against COVID-19 shut down the entire sector of education, including the MSS, for several months. Teachers, students and parents all had to adapt quickly to a new online environment for virtual classes and remote learning. However, some teachers and many students did not have all the necessary equipment or connectivity for continuing their education at home. These and other factors widened the gap between the best students and the rest during the past year. Nevertheless, with the return to in-person classes, along with additional support from the Ministry of Education, including the assignment of four Heads of Department at the School, and more training for employees (both at the School and at the Ministry), there are promising prospects for improved teaching and learning outcomes in the years to come.

CHAPTER 6: MANAGEMENT RESPONSE

Audit Recommendations & Follow-up Actions Re: Performance Review of the Montserrat Secondary School August, 2021

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>2.5 The performance of most teachers was not regularly assessed and/or reported. There is an official performance measurement system in place to assess all public officers' performance (at least twice per year) and to assist in their continuing development.</p> <p>However, available records and data from the MOEYAS showed that formal assessments (PDARs) were not done and/or were not reported each year for the majority of the MSS's teachers and other employees, including the Principal.</p>	<p>2.10 Strengthen the oversight of all teachers'/employees' performance and development. To honour the GOM's Policy Agenda: items 4.1 and 4.2, the MOEYAS, supported by the ODG/HRMU which has oversight of all public servants, should urgently review existing practices for reviewing and assessing the performance and the development of all officers within the MOEYAS, including the MSS. Hence, develop, document, and enforce suitable policies and processes to ensure that best practices of governance and approved processes for H.R. management are consistently</p>	<p>The Ministry of Education agrees with the findings of 2.5. The following actions are recommended:</p> <ol style="list-style-type: none"> 1. MoEYAS is currently updating the Teachers' Manual outlining all regulations and requirements for teaching and learning. After the necessary consultation this document will serve as a supplemental framework in colleague with General Orders for teacher accountability. 	<ul style="list-style-type: none"> • Drafting of the Teachers' Manual is pending. 	<p>January, 2022</p>

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>For year 2017/2018, only 12 of 40 were completed; for year 2018/2019, only 14 of 41 were completed; for year 2019/2020, only 11 of 43 were completed.</p> <p>Similar patterns were noted for other schools / departments within the MOEYAS: for example, for year 2017/2018, only 42 were completed out of 140 posts (i.e., only 30% were done). (Source: MOEYAS' Quarterly Report, Q. 4, 2017/2018.)</p> <p>Interviewees observed that formal assessments tended to be done mostly when officers' contracts were concluding or when persons were eligible for increments.</p> <p>Hence, the motivation, in practice, has been strongly linked to gratuities / increments rather than the</p>	<p>followed, including but not limited to the following steps:</p> <p>[a] Set clear, mutually agreed, written goals and criteria with, and for, each employee at the beginning of each school-year;</p> <p>[b] Develop a documented plan for each employee's continued personal and professional development each year;</p> <p>[c] Ensure that the Principal, the Heads of Department, and other senior officers within the MOEYAS/MSS are held accountable for regularly reviewing and assisting the performance and development of each employee that reports to them (e.g., including this as a target/deliverable in every supervisor's own annual review);</p>	<p>2. Heads of Departments for the MSS were initially recommended in year 2013 but did not come to fruition until year 2020/2021. This has increased accountability, and will continue to notably increase it. These positions are currently by internal assignment of senior teachers and will require additional training before leading to their formal appointments. Financial resources are required to achieve this response action.</p> <p>3. MoEYAS has developed an Education Mid-Level Management training programme to address educational leadership, GoM procedures and management development. The programme will commence in October 2021</p>	<ul style="list-style-type: none"> • Assignment of Heads of Department began during school-year 2020-2021. Funding is required to advance to appointments. • Two (2) members of the MSS's staff were registered for the GoM's Senior Leaders training programme 	<p>The official appointment of the Heads of Department is conditional on funding.</p> <p>MoEYAS's Mid-level Training Programme to begin in October, 2021.</p>

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
holistic long-term development of employees.	<p>[d] Review and record the performance and the development of all teachers and other employees each Term of the school-year and formally report each employee's assessments and progress at least annually;</p> <p>[e] Include mutual accountability such as a mechanism for each officer to provide feedback on his/her supervisor's performance and regarding his/her working relationship with the assessing supervisor; for teachers, this could be enriched by also incorporating feedback from students and from periodic survey-results (e.g., annually).</p> <p>[f] Provide comprehensive induction and on-boarding for all newly appointed/promoted officers, and assign a mentor to provide continuing guidance and support to</p>	<p>to develop future leaders in the sector and familiarize staff with GoM procedures.</p> <p>4. PDA/R completion-rates will continue to be recorded in the Quarterly Reports to provide updates on their completion. Reviews of Job Descriptions are necessary to ensure that expected tasks and operational culture will be achieved.</p> <p>5. The MoEYAS will action the re-establishment of an Education Officer, Secondary/Tertiary. This individual's role will seek to provide technical consultation in key areas of (a) development of secondary education, (b) development of vocational education, and (c) operational oversight.</p>	<ul style="list-style-type: none"> PDA/R tracking was added to the MoEYAS's Quarterly Report from Q. 2 of Fiscal Year 2021/2022. <p>The Director of Education conducted open discussions with relevant staff about how their tasks' execution will be measured using a checklist.</p>	Executive Officer Secondary/Tertiary January, 2022

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	<p>each one. Continually improve these processes based on feedback and experience.</p> <p>[g] Dispelling commonly expressed views that reviews tend to be done only when persons are nearing the end of the term of their contracts and/or coming due for increments/gratuities: e.g., Making clear that the purpose of review and assessment is, more importantly, to give each officer timely feedback and guidance, to recognise his/her strengths and achievements, to remedy his/her weaknesses, and to support his/her continued development and long-term career-path.</p>	<p>6. Leadership Evaluations will be conducted every 2 to 3 years. This will allow for critical feedback, development plans, and staff development to occur at the school.</p> <p>7. All PDARs will highlight an objective(s) to measure the extent of accountability across Sectors.</p> <p>8. Internal School-based formal classroom supervision is to be conducted each Term. The PDARs are to be completed annually with a focus on job-embedded functions that are aligned with the Ministry's strategic goals.</p> <p>9. Draft of an Induction framework for all new employees, including those</p>	<p>A formal supervision-framework is in place at all schools. A performance-appraisal system is in place for employees across the system. These are conducted by Sector Officers / Senior Management. Need for consistent follow up.</p> <p>An initial Induction Framework is in draft – Director and Education Officers</p>	

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
		<p>with less than 3 years of working experience established. After the necessary consultation, this induction will become mandatory.</p> <p>The PDAR process is to be updated to develop the practice of conducting mid-year performance-reviews with documented supporting mechanisms for employees to improve in the execution of their workload.</p>		Mid-October, 2021
2.8 Limited term-contracts affect teachers' availability and turnover. Whilst the majority of public employees have permanent contracts, several teachers are appointed each year with fixed-term contracts.	2.10 Improve the long-term retention of high-performing teachers. Given the long history of turnover of teachers at the MSS, the MOEYAS, with the necessary support from the ODG and the HRMU, should urgently reform its planning, its budgeting, and its recruitment strategy so that it can provide	<p>The Ministry of Education agrees with the findings of 2.8.</p> <p>The following actions are to be actioned by the Director of Education, by relevant support staff, and by the MoEYAS's Strategic Management.</p>		

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>This results in a continual need to hire/appoint new teachers.</p> <p>It also results in the simultaneous expiry of several contracts each school-year, contributing to periodic vacancies, significant amounts of lost teaching time, and gaps in students' learning, until reappointments/replacements are confirmed.</p> <p>Importantly, owing to the scarcity of some skills and qualifications on the island, as well as the small local pool of willing and available trained graduate teachers, regional recruitment is a recurring necessity.</p>	<p>stronger incentives for effective teachers to remain in their posts. This recommendation includes such initiatives as these:</p> <p>[a] reviewing, enhancing, and ultimately shortening the process of recruitment,</p> <p>[b] improving further the terms and conditions of teachers to address past and current issues and complaints,</p> <p>[c] clarifying and developing the career-path for all new teachers, and</p> <p>[d] providing enhanced on-boarding, induction, and other continuing support for new appointees and, particularly, for new immigrant recruits to address their unique needs.</p>	<ol style="list-style-type: none"> 1. Development of Workforce Development Plan to prescribe development and training needs as well as retirement forecasts. 2. Development of formal Staff Induction training is required for teaching and administrative staff. 3. 40% of the MSS's teachers are on contract. Consideration must be given to 2+1 contract-options to reduce turnover. Inter -departmental collaboration with the HRMU to develop a working document that outlines the processes in relation to the staggering of fixed-term contracts leading up to the options for permanent and pensionable status. 	<p>Data-collection has begun for the development of a Workforce Development plan.</p>	<p>December, 2021</p> <p>Induction to be conducted annually prior to teachers' training week.</p>

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	These measures will contribute to the achievement of GOM's SDP Goals #2, #4, and #5.	<p>4. After consultation with the HRMU, no written framework exists as a standard for the recommendation of teachers to permanent and pensionable posts.</p> <p>A salary-study is needed to advise the Cabinet for compensation and classification changes.</p> <p>The teaching Establishment is to be updated to match the O.E.C.S.'s Teaching Standards classification.</p>	The MoEYAS is to author a suitable internal framework.	
2.8 Limited term-contracts affect teachers' availability and turnover.	<p>2.12 Stagger the number and terms of fixed-term contracts.</p> <p>The MOEYAS should seek the GOM's support to gradually extend the term of teachers' renewed contracts in line with good performance.</p>			

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	<p>Stagger the terms of employees' contracts so that no more than 1/3 of term-contracts expire in each school-year.</p> <p>Provide a clear pathway for those with fixed-term contracts to qualify for permanent posts within a reasonable time (e.g., 3 to 5 years of satisfactory service).</p> <p>This will make it easier for the MOEYAS and for the HRMU to plan for recruitment, for appointments, and for retention of talent in line with the Policy Agenda's items 2.4, 4.2, and 5.2.</p>			
<p>2.6 Internal controls are in place, but some practices are weak/inefficient.</p> <p>The internal procedures for the MSS's procurement and</p>	<p>2.13 Strengthen the MSS's record keeping and reporting for decision making.</p> <p>[1] The MSS should ensure that records are consistently kept: e.g., for inventories, for all employees'</p>	<p>The Ministry of Education agrees with the findings of 2.6. The following actions are recommended:</p> <ol style="list-style-type: none"> 1. The Director of Education will be publishing an academic and operational 	<p>External Hard drive has been purchased for the school to save documents</p> <p>Discussion has begun with DITES regarding incorporating the MSS</p>	<p>October, 2021</p> <p>January, 2022</p>

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>spending are directly accountable through the MOFEM and the Treasury Department.</p> <p>However, site-inspections, reviews of documents, and internal audits revealed that there was inadequate record-keeping for items received and issued from the MSS's storerooms.</p> <p>This was a clear violation of the requirements of the Public Finance (Management & Accountability) Act, 2008.</p>	<p>attendance, for teachers' performance and development, for meetings, and for other important activities to document decisions, responsibilities assigned, actions agreed, and progress.</p> <p>[2] All required reports should be submitted timely.</p> <p>[3] Embed and track these responsibilities in the assessment and development of relevant clerical officers, teachers, principals, and other officers.</p>	<p>calendar each year to identify events and deliverables for all sectors.</p> <p>2. Findings support the need for an Education Officer, Secondary/ Tertiary Education.</p> <p>3. The MoEYAS is currently awaiting project-funding for the revised development of an Education Management Information System (EMIS). This commissioned software will facilitate electronic document-</p>	<p>campus into the GoM's network systems</p> <p>Spot checks are conducted regularly to examine stores and stocks. Reports are provided to management for improvement.</p> <p>Members of the MSS's office-staff in place at the time of the audit-report have all been changed, effective October 1st, 2021.</p> <p>E.U. Resembid grant concept-note was approved. Awaiting project-funding for the I.C.T. upgrades.</p>	<p>Ongoing</p> <p>October, 2021</p> <p>October, 2021</p>

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>For example, the MOEYAS conducted reviews of stores and provided instructions on January 16 & June 10, 2020, but the MSS's office staff has made insufficient effort to correct gaps in practice.</p> <p>It is also clear that too many processes and procedures remain heavily based on paper and manual practices, which are costly and inefficient.</p>		management and more timely record-keeping.		
2.6 Internal controls are in place, but some practices are weak/inefficient.	2.14 Strengthen the management of information and communication. To honour the Policy Agenda's items 4.1 and 4.2, the MOEYAS and the MSS should work together in	The Ministry of Education agrees with the findings of 2.6 and 2.7. The following actions are recommended:		

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>2.7 Years of some records were unavailable.</p> <p>For example, Absence Monitoring Reports, which are standard monthly reporting requirements for all Departments in the GOM, were not made available to us for the MOEYAS, including the MSS, for years 2018 and 2019.</p> <p>In this audit, such reports were provided by the MOEYAS only for the year 2020.</p> <p>This, along with other gaps/delays in requested documents, raises concerns with</p> <p>[a] adequacy, completeness, and timeliness of record-keeping,</p> <p>[b] continuity and effective hand-over procedures when there are changes of employees, and</p>	<p>improving the management of their information, records, and communication, addressing such issues as:</p> <p>[a] Over-reliance on manual or informal processes, paper, printing, and physical delivery;</p> <p>[b] Lack of electronic versions and/or backups for some records,</p> <p>[c] The loss or unavailability of some historical data, documents, and reports,</p> <p>[d] Maintaining data for business continuity, for annual audits, and for timely and complete statutory compliance,</p> <p>[e] Safeguarding and organising of documents to facilitate effective succession-planning, including ensuring that persons appointed to</p>	<p>1. Data-entry clerks are needed to update the planned E.M.I.S. system with historical information, once it will be operational. Specific attention is needed for pre-volcanic forms and materials.</p> <p>2. The Clerical Officer's and Executive Officer's job-descriptions are to be updated to reflect the MSS's unique site needs. Consideration is to be given for a Senior Clerical Officer post, within financial restrictions.</p> <p>Consultation is required with the Montserrat Public Library and with the Montserrat National Trust for a digital archiving project.</p>	<p>Preliminary discussions with I.T. contractors to develop an E.M.I.S. for Education</p>	<p>September, 2022</p>

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
[c] weak accountability for the School and for each of its employees.	<p>posts, or acting temporarily, can easily locate necessary information from predecessors, while leaving a clear trail for those coming after them to follow,</p> <p>[f] Inadequate reviews of documents to detect errors and omissions and to correct them before issuance of documents.</p>			
<p>3.3 GOM's Policy Agenda.</p> <p>The Cabinet's Policy Agenda is based on the 5 overarching strategic objectives from the *SDP:</p> <p>(1) economic development,</p> <p>(2) social development,</p> <p>(3) environmental management and sustainability,</p>	<p>3.22 Link the objectives for the MOEYAS and for the MSS more clearly to the Policy Agenda.</p> <p>At every stage of planning and reporting, from annual Budgets and Strategic Plans to the Quarterly Reports, each Department, Unit, and employee should show a clear understanding of the GOM's Policy Agenda and the SDP.</p> <p>This shared understanding is essential to ensure coherence and cooperation</p>	<p>The Ministry of Education agrees with the findings of 3.3 and 3.6. The following actions are recommended.</p> <p>1. Education Mid-Level Management training will include staff development on the Cabinet's Policy Agendas and linkages to School Improvement Plans and to the GoM's other policies.</p>	<p>A draft of the Strategic Plan is in the final stage of development.</p>	<p>Fiscal Year 2021/2022: Quarter #3</p>

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>(4) improved governance, and</p> <p>(5) rebuilding of the population (*See Appendix 5).</p> <p>In turn, the MOFEM's central framework for strategic planning and budgeting requires all Departments to show clear links between their budgets and strategic plans and the *Policy Agenda.</p> <p>3.6 Policy-links exist for most objectives / strategies, but are not always stated.</p>	<p>within and between Departments and employees at all levels of the educational sector and between it and the rest of the public service.</p> <p>It should be stated clearly that each objective, each strategy, each programme, each project, and each priority relate to the GOM's Policy Agenda.</p> <p>It should also be stated clearly how each one fulfils the relevant part(s) of the GOM's Policy Agenda and the SDP.</p>	<p>2. The MoEYAS is currently updating its Strategic Plan. Linkages between each policy and related actions are to be included.</p> <p>The MSS's Leadership Team is to receive training to develop linkages with the MOEYAS's Strategic Plan and with the Cabinet's Policy Agenda to inform the development of their School Improvement Plans.</p>		
<p>3.7 The MOEYAS has a framework for measuring performance against its objectives, but it needs improvement.</p>	<p>3.22 Ensure that every objective for the MOEYAS and for its related Departments, including the MSS, has KPIs and that all KPIs clearly support objectives.</p> <p>Added details: See the Supplementary</p>	<p>The Ministry of Education agrees with the findings of 3.7. The following actions are recommended.</p> <p>1. Preparation for the annual Financial Aid Mission (FAM) will include the revision of the KPIs and of the Logical</p>	<p>Updated KPIs and Logframe discussed with the Foreign and Commonwealth Development Office (FCDO) (U.K. Government)</p>	<p>March, 2022</p>

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	Recommendation 3.23 in the latter part of this Matrix.	<p>Framework (Logframe). The School's leadership will be engaged in the development of these.</p> <p>2. The MSS's Heads of Department will be tasked to educate all teachers on their performance-indicators.</p>		
<p>3.10 Classification of KPIs.</p> <p>3.11 Some KPIs were unclear, inappropriate, or mismatched.</p>	<p>3.24 Continue to improve the MOEYAS's and the MSS's KPIs.</p> <p>Firstly, the MOEYAS and the MSS should make their KPIs clearer, more measurable, more relevant to objectives, and focused more on strategic outcomes.</p> <p>Secondly, all key stakeholders (e.g., students, teachers, and parents) should be regularly informed about what the KPIs are, what they mean, why they are important, and how</p>	<p>The Ministry of Education agrees with the findings of 3.10 and 3.11. The following actions are recommended:</p> <p>1. Stakeholders' engagement is needed to do the update of future KPIs; e.g., the Montserrat Union of Teachers (MUT), the MSS's parents & teachers association (PTA), and Teachers</p> <p>2. Employees' Job-Descriptions need to be updated to align them to KPIs</p>	<p>The MSS's PTA's annual elections are pending. The new Executive is to be engaged in overall planning for the MSS.</p> <p>The Workforce Development Plan is to</p>	September, 2022

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	<p>they are relevant to each stakeholder.</p> <p>It will be difficult for the MOEYAS/MSS to achieve a KPI that its stakeholders (a) do not know exists, (b) do not understand, (c) had no input into its formulation, and/or (d) get no feedback on its purpose and its outcomes.</p>	<p>and to the Cabinet's Policy Agenda.</p> <p>3. A Public Relations subcommittee is needed at the MSS to inform stakeholders of plans and activities.</p>	include Job-Description updates	
	<p>3.25 Improve the assessment and the reporting of performance.</p> <p>The MOEYAS should ensure that all of its Departments, including the MSS, regularly measure, monitor and report against all of their objectives and KPIs.</p> <p>To be most useful, the Quarterly Reports, for instance, should be complete and timely.</p>	<p>The Ministry of Education agrees with the findings of 3.25.</p> <p>The following actions are recommended:</p> <p>1. Heads of Department require further training from the HRMU in the completion of PDARs. Training is to be concluded during the mid-level managers' course.</p>	<p>Mid-Level managers' training is planned for commencement in October, 2021.</p>	December, 2022

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
4.23 Teachers reported average to low levels of satisfaction.	<p>All employees' Performance and Development Agreements and periodic reviews/assessments should be regularly completed and reported timely.</p> <p>More timely feedback at all levels can lead to faster and better interventions and support wherever individual and/or departmental performance is below expectations.</p> <p>This increases psychological safety and the telling of the truth when the emphasis is on genuine listening, remediation and improvement, rather than a culture that fears reprisals or discrimination against those who speak up or speak out.</p>	<p>2. The previously mentioned academic and programmatic calendar will assist with the timely completion of reports.</p> <p>The MoEYAS is to adopt the O.E.C.S.'s updated teacher-observation framework.</p>	A draft of the Academic & Programmatic Calendar was prepared by the Director of Education.	April, 2022
3.16 Limited involvement of the parents.	<p>3.25 Do annual surveys and communicate through multiple channels.</p> <p>The MOEYAS and the MSS should collaborate to do annual surveys of</p>	The Ministry of Education agrees with the findings of 3.16, 3.17, and 4.23. The following actions are recommended:	A draft of the Communication Strategy completed.	January, 2022

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>3.17 No surveys of teachers/students/parents had been done.</p> <p>4.23 Teachers reported average to low levels of satisfaction.</p>	<p>their employees, of their students, of their students' parents, and of other stakeholders (e.g., former students, partners in apprenticeships, partners in internships, and employers).</p> <p>The MOEYAS, the MSS, and other key stakeholders should likewise collaborate in outreach to stakeholders and to the public, using all available channels: e.g., websites, social media, telephone, mobile marketing, email, radio, news-broadcasts, audio, video, and other media.</p> <p>Among other opportunities, the MOEYAS/MSS could (a) highlight students' and graduates' achievements, (b) celebrate successful programmes and initiatives in education, and (c) make use of inputs and feedback from a much wider spectrum of stakeholders.</p>	<p>1. Biannual surveys and informal engagements are to be institutionalised for stakeholders' engagement. Resource reprioritisation is to be conducted to respond to identified needs and safety issues.</p> <p>2. Identify responsible staff member to facilitate stakeholders' engagement.</p> <p>3. Re-institute the use of School Self-Assessment which collects data on all 5 core areas of Education:</p> <p>(a) Leadership & Management,</p> <p>(b) Curriculum and Policy Reform,</p> <p>(c) Teaching Standards and Student Performance,</p>		

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	Multiple channels for communication and feedback will likely improve the degree of participation and inclusion, while increasing the response-rate and the number/quality of inputs and feedback from all stakeholders.	<p>(d) Classroom Resources and</p> <p>(e) Physical Environment and Education Partners.</p> <p>4. Completion of a draft of the Communication Strategy.</p> <p>5. Press Update on Education matters particularly for the MSS is to be conducted quarterly.</p>		
<p>3.18 The overwhelming majority of parents have areas of dissatisfaction with the School.</p> <p>3.19 Limited engagement of stakeholders.</p> <p>4.7 Many areas of dissatisfaction for students.</p>	<p>3.27 Document feedback and complaints and their outcomes.</p> <p>Given the patterns of reported dissatisfaction from teachers, from students, and from parents over the years, the MOEYAS and the MSS should review the policies and practices for receiving, recording, acknowledging, documenting/investigating, and resolving stakeholders' feedback and complaints. All non-written complaints/issues/queries should be transcribed and logged appropriately.</p>	<p>The Ministry of Education agrees with the findings of 3.18, 3.19, 4.7, and 4.23. The following actions are recommended:</p> <p>1. The MSS's administration to improve engagement of the PTA and to form parent-groups to disseminate information and to facilitate discussion.</p>	<p>The MSS's P.T.A.'s annual executive elections are pending.</p> <p>Monthly meetings are to be scheduled.</p>	October, 2021

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
4.23 Teachers reported average to low levels of satisfaction.	It should be clear to whom responsibility has been assigned for investigating and resolving each complaint/query. Standards should be set, among other aspects, for reasonable response-times so that every communication is respected and no stakeholder feels ignored or that his/her matter has been forgotten. At suitable intervals (e.g., quarterly, semi-annually, annually), appropriate senior officials from the MOEYAS should review a summary of (i) the number, (ii) the nature, and (iii) the status of reported feedback/complaints. Hold accountable the Principal, the Deputy Principal, and the Heads of Department for those complaints relating to their respective areas of responsibility.	<p>2. Recommendation to be made to the Minister of Education to mobilise a Board of Management as outlined by the Education Act.</p> <p>3. The MSS's office management is to establish a complaints / grievance process for stakeholders. Data are to be tracked and reported to the MOEYAS's HQ. Training is required in the investigation of incidents.</p> <p>4. Resolution of complaints is to be included in the evaluation of the Principal, of the Deputy Principals, and of the Heads of Department.</p>		

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>3.20 Limited engagement of stakeholders.</p> <p>3.21 Limited engagement of potential employers and the private sector.</p>	<p>3.28 Develop a strategic approach to marketing, sponsorship, and relations with stakeholders.</p> <p>In order to maximise the value of the MSS to the students, to the private sector, and to the GOM, the MSS, along with the MOEYAS, must develop formal policies and strategies for communication, for marketing, and for engagement of employers, of sponsors, and of other stakeholders. In particular, with each contributor or sponsor, the MSS and the MOEYAS should seek to build long-term relationships and agreements, and should develop clear targets, indicators, and outcomes for each such relationship.</p> <p>This will provide more consistent and reliable engagement, support, and resourcing for each initiative.</p>	<p>The Ministry of Education agrees with the findings of 3.20 and 3.21. The following actions are recommended:</p> <p>1. Re-organisation of the School's management has been proposed to consider the audit-recommendations. This includes:</p> <p>(a) A post of Vice Principal of Teaching and Learning,</p> <p>(b) A post of Vice Principal of Student Development, and</p> <p>(c) teachers' assignments for supporting roles.</p> <p>2. Development of a Master Plan for the MSS.</p>	<p>A paper for the Cabinet is pending the publication of this audit-report to seek financial resources to update the MSS's operations.</p> <p>The Director of Education conducted a Master Plan consultation with the MSS's staff.</p>	<p>September, 2022</p>

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>3.12 Uses by the MOEYAS.</p> <p>3.13 Uses by the MSS.</p> <p>3.14 Uses by the GOM.</p> <p>3.15 Uses by the FCDO (U.K. Government).</p>	<p>3.29 Improve the measuring and monitoring of key data and indicators.</p> <p>The MSS should diligently collect, measure, assess, and track key data for improved management of the school and for better delivery of support, service, and teaching methods to students.</p> <p>For example, start identifying and tracking the progress of students in key areas relevant to the GOM's Policy Agenda, the FCDO's Logical Framework for the GOM, and the United Nation's S.D.P. #4: e.g.</p> <p>(a) those with special needs,</p> <p>(b) those whose first language is not English, and</p> <p>(c) those with disabilities.</p>	<p>The Ministry of Education agrees with the findings of 3.12, 3.13, 3.14, and 3.15.</p> <p>The following actions are recommended:</p> <ol style="list-style-type: none"> 1. The MSS is to review timelines for completion of report-cards and data collected to inform decision-making. 2. The E.M.I.S. system implementation is to notably affect / improve data-collection and analysis. 		

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	<p>In turn, accurate, complete, and up-to-date data and monitoring in such key data and indicators will empower the MSS and the MOEYAS to improve the development of curricula, policies, teaching methods, and the assessment of performance for both teachers and students.</p> <p>These steps can help to address the social needs, the cultural differences, and the performance gaps identified in students in the category of English as a second language.</p>			
<p>3.20 Limited engagement of stakeholders.</p> <p>3.21 Limited engagement of potential employers and the private sector.</p> <p>4.23 Teachers reported average to low levels of satisfaction.</p>	<p>3.30 Apply data and metrics to improve learning and teaching at all levels. This follows practically from the foregoing recommendation (paragraph 3.29).</p> <p>E.g. #1, Whilst Spanish is being offered within the taught subjects at the MSS, few students achieve fluency. Effective teaching and learning could be enhanced by</p>	<p>The Ministry of Education agrees with the findings of 3.30.</p> <p>The following actions are recommended:</p> <p>1. A systematic review is required to provide an updated approach to timetable planning, to remedial education, and to</p>	<p>Conversational French and Spanish will be included in the National Education Curriculum work.</p>	<p>September, 2022</p>

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	<p>including oral practice, cultural activities, and real-life sharing with students (and, by extension, communities) whose native language is Spanish.</p> <p>E.g. #2, Likewise, French is not being offered at the MSS, but it is a major language of the Caribbean and of the Americas, and could be enhanced by including students (and, by extension, communities) whose native language is French.</p> <p>Native speakers can help non-native students (and teachers) in each case, while being made to feel more respected and better included within the educational setting.</p>	<p>the delivery of modern languages.</p> <p>2. The introduction of Modern Languages is necessary at the level of Primary Schools to support the ease of students' acquisition of other languages.</p>		
4.6 Aging infrastructure; inadequate supplies.	<p>4.10 Improve the MSS's planning and reporting of supplies and materials.</p> <p>The MSS should review its approach to planning and reporting of</p>	<p>The Ministry of Education agrees with the findings of 4.6, 4.7, and 4.9.</p> <p>The following actions are recommended:</p>		

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>4.7 Many areas of dissatisfaction for students.</p> <p>4.9 Lack of support or inconsistent funding / supplies to maintain / expand some key programmes.</p>	<p>inventories to minimise the delays and shortfalls in required items experienced over the past several years.</p> <p>Realistic figures should be used for estimating costs and quantities of items needed each Term.</p> <p>A prudent approach also includes making provision for contingencies within the budget for each year, thus minimising the need for frequent requests for supplementary funds or for virements.</p> <p>The MSS should report to the MOEYAS its list of requested items well in advance of the start of the school-year to allow adequate time for re-ordering and receipt of items.</p>	<p>1. The MoEYAS is to explore the development of a master-plan for the current plan for development and upgrades of the MSS's infrastructure.</p> <p>2. The MSS's office-staff is to update the process of managing stores and resources.</p> <p>3. Timely reporting is to be incorporated into the P.D.A.R. process.</p>	<p>A structural assessment of the remaining buildings is to be included in the Government's national Capital Investment Programme for Resilient Economic Growth (C.I.P.R.E.G.) project.</p>	
<p>4.7 Many areas of dissatisfaction for students.</p>	<p>4.11 Improve the ordering of items to save costs.</p>	<p>The Ministry of Education agrees with the findings of 4.7.</p>	<p>A training course for junior public officers is</p>	<p>January, 2022</p>

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	<p>Bulk purchasing coordinated by the MOEYAS could provide significant savings each year to each public school, including the MSS.</p> <p>The MOEYAS should also identify, review and assess the available storage-capacity and the options for expanding it to achieve greater savings from consolidated re-ordering of commonly used items.</p>	<p>The following actions are recommended:</p> <ol style="list-style-type: none"> 1. In-service training for clerical officers on internal controls and operational processes. 	pending through the H.R.M.U.	
<p>4.7 Many areas of dissatisfaction for students.</p> <p>4.8 The Textbook Scheme is very important, but has some gaps.</p>	<p>4.12 Improve the management of the Text-Book Scheme.</p> <p>The MOEYAS should review the implementation of the Text-Book Scheme at the MSS to ensure that all students are supplied timely and adequately with the necessary items for their courses.</p>	<p>The Ministry of Education agrees with the findings of 4.7 and 4.8.</p> <p>The following actions are recommended:</p> <ol style="list-style-type: none"> 1. The textbook programme requires an internal review and adjustment. 		September, 2022

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	<p>The MSS should do a comprehensive review of its inventory of all text-books at least once a year and then make timely reporting to the MOEYAS for all missing, damaged, or unusable items needing to be replaced.</p> <p>Where new items are added to the curriculum, or replacements of books are required, the MSS should ensure that the orders/re-orders are placed early enough and in sufficient quantities to supply all relevant students before the start of the school-year.</p>	<p>2. Specifically, the anticipated adoption of the new National Education Curriculum will require a review of prescribed texts for relevance.</p> <p>3. The position paper will need to be advanced to the Cabinet to update the challenges and the annual cost of the project's operations.</p>		
<p>4.7 Many areas of dissatisfaction for students.</p> <p>4.16 The national unemployment-rate is low, but youth unemployment-rate is high.</p>	<p>4.25 Review the MSS's curricula and activities for improved value and outcomes to students and employers.</p> <p>In particular, there should be more focus at the MSS on programmes that expand the range of internships and</p>	<p>The Ministry of Education agrees with the findings of 4.7, 4.16, 4.17, 4.18, 4.21, 4.22, 4.23, and 4.24. The following actions are recommended:</p> <p>1. The proposed post of Vice Principal of Student Development includes strategic partnerships and creating</p>		September, 2022

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>4.17 The rate of satisfactory grades has trended downward in several courses, while improving in only a few.</p> <p>4.18 Small numbers of students per course are entered for external tests.</p> <p>4.21 Percentage of trained teachers has improved, but remains far below target.</p> <p>4.22 Percentage of graduate teachers has improved, but was well below target.</p> <p>4.23 Teachers reported average to low levels of satisfaction.</p> <p>4.24 Most school-leavers struggle to find full-time employment.</p>	<p>employment opportunities on the island.</p> <p>Secondly, to achieve the GOM's Policy Agenda and its obligations regarding the S.D.G. #4, the MOEYAS should revise all curricula, activities and teaching methods at the MSS:</p> <p>[a] towards making them more relevant to current trends and technologies, and</p> <p>[b] towards making students better prepared for, and aligned to, the skills, the values, and the practices that employers and the economy require.</p> <p>[See the references in Appendix 2 for examples.]</p>	<p>opportunities for internship and for early employment.</p> <p>2. Intervention- programmes are required to support low-performing students while overall intervention mobilises at the primary level. The L.E.A.P. programme needs to be re-designed to meet this need.</p> <p>3. Trained teachers have increased and will continue to advance with the availability of funding. However, all variables affect the quality of learning. Resources for Teachers need to be procured to assist them (a) in providing differentiated learning to students and (b) in the use of I.C.T. in the classrooms.</p> <p>4. The School Leavers' programme needs to be</p>		

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
		<p>expanded further than the 1-week programme by the Department of Community, Youth, & Sports Services (D.C.Y.S.S.) to include an incremental 2-year intervention during Form 4 & Form 5.</p> <p>5. A developmental pathway for teachers is required to improve their internal development and to facilitate their upward mobility.</p>		
<p>4.7 Many areas of dissatisfaction for students.</p> <p>See Supplementary Finding 4.15 in the latter part of this Matrix.</p> <p>4.17 The rate of satisfactory grades has trended downward in several courses, while improving in only a few.</p>	<p>4.26 Review and better integrate primary and secondary curricula and teaching methods.</p> <p>Given the identified weaknesses in many students coming to the MSS, the MOEYAS should do a thorough review of the pre-secondary curricula and teaching methods to ensure that they are effective in preparing primary-school graduates for the First Form at the MSS.</p>	<p>The Ministry of Education agrees with the findings.</p> <p>The following actions are recommended:</p> <p>1. The new National Education Curriculum is being reviewed and is in the developmental stage. It will</p>	<p>The phase of writing a new Curriculum is ongoing.</p>	<p>September 2022</p>

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>4.21 Percentage of trained teachers has improved, but remains far below target.</p> <p>4.21 Percentage of graduate teachers has improved, but was well below target.</p> <p>4.23 Teachers reported average to low levels of satisfaction.</p>	<p>There also needs to be review of the range of subjects and activities available at the primary level to provide students earlier exposure to possible careers and to the subjects and activities available at the MSS.</p>	<p>address issues raised in these recommendations.</p>		
<p>4.7 Many areas of dissatisfaction for students.</p> <p>4.20 Students reported average to low levels of satisfaction.</p> <p>4.23 Teachers reported average to low levels of satisfaction.</p>	<p>4.27 Schedule adequate timely maintenance and upgrades of the MSS's facilities.</p> <p>To maintain a safe, healthy, and productive environment for all the MSS's employees, students, parents, visitors, and service providers, the MOEYAS should plan and implement the timely and satisfactory maintenance and upgrades of buildings and premises across the MSS's infrastructure.</p> <p>The Principal of the MSS should develop a prioritised list of</p>	<p>The Ministry of Education agrees with the findings of 4.7.</p> <p>The following actions are recommended:</p> <ol style="list-style-type: none"> 1. A Master plan for the MSS needs to be prioritised and approved to advance work on the School's infrastructure. 		

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	<p>maintenance, repairs and upgrades, and update it timely for each school-year to support the annual budgeting and planning with MOEYAS.</p> <p>In turn, this will improve the conditions in which the clients (students) and other stakeholders receive services.</p> <p>Examples of some of the basics requiring continuing review and management to match relevant local, regional and international standards, as well as to meet the needs and the rising expectations of stakeholders include:</p> <p>[a] Expanded, better equipped, and more comfortable classrooms (including having enough chairs for all students in each classroom, as well as other needed tools / furniture / equipment);</p>	<p>2. The use of a checklist for inventory to highlight and to prioritise maintenance issues.</p>		

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	<p>[b] Improved washrooms and other amenities;</p> <p>[c] Enhanced sanitation and hygiene indoors and outdoors across the MSS's campus;</p> <p>[d] Better variety of, and easier access to, healthful food and beverages, including provision of cafeterias and adequate seating and tables for students and for teachers during breaks and lunchtimes; and</p> <p>[e] Better amenities for, and accessibility to, persons with special needs.</p>			
SUPPLEMENTARY FINDINGS:	SUPPLEMENTARY RECOMMENDATIONS:			
2.9 Adverse effects of vacancies / turnover / retirement of teachers / staff.	2.15 Improve the transition, succession, and engagement of retiring teachers.			

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>Frequent changes of teachers have several negative impacts:</p> <p>(a) they affect the quality of teaching/learning;</p> <p>(b) they require a significant period of time for new recruits to adapt to the MSS and</p> <p>(c) for immigrant teachers, to adapt to a new country and new culture; and</p> <p>(d) they interrupt the building of effective long-term relationships among colleagues and between teachers and their students.</p> <p>(e) Likewise, interviewees observed that, over</p>	<p>Given the long institutional memory and wealth of experience in long-serving teachers, the MSS and the MOEYAS should endeavour to put in place effective programmes to pair veteran teachers with junior teachers.</p> <p>This could enhance the transferral of knowledge and skills to younger teachers, while providing a richer on-the-job experience both for mentors and for mentees.</p> <p>It will also assist in better planning for succession for older teachers and contribute to professional development and career-planning for younger teachers.</p> <p>2.16 Improve the (re-) engagement of retired teachers.</p>			

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>the years, issues of recruitment, periods of vacancies, and changes in administrative staff have posed difficulties for continuity of good record-keeping, for succession-planning, and for consistency of practices and procedures.</p> <p>(f) The retirement of veteran teachers further reduces the local pool of available teachers and adds to the need for continual recruitment and training of new teachers.</p>	<p>In addition to pre-retirement programmes, it is important for the MSS and the MOEYAS to collaborate to create more (types of) opportunities for retired teachers to serve, including part-time and short-term capacities (e.g., as coaches for teachers &/or students, as mentors for teachers &/or students, as trainers &/or assessors for teachers, as after-school tutors for students, and as substitute teachers when substantive teachers are sick or are overseas for studies, and for the period that teaching posts are vacant).</p> <p>The trends towards (1) online teaching, (2) virtual training, (3) electronic communication, and (4) work-at-home arrangements within the public service, all serve to increase the number of ways that both active and retired teachers can be retained and engaged for the</p>			

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	<p>benefit of both teachers and students.</p> <p>Just as better terms and conditions can encourage active teachers to remain in teaching, so an improved relationship with veteran teachers in their pre-retirement years will likely increase their willingness to be available to serve in various ways after their official retirement.</p> <p>These measures can help to expand the effective local pool of talent available on the island, while improving the development of younger teachers in full-time service, and better utilising the skills and wisdom of elders, who are living longer and becoming greater in number in an aging society.</p> <p>In turn, fulfilling activities and service to society in retirement years contribute to a higher quality of life, and improve the health-outcomes of</p>			

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	senior citizens, thus reducing loneliness, illness etc.			
<p>3.4 The United Nations' Sustainable Development Goals.</p> <p>An important overarching framework is the G.O.M.'s obligations and targets under the U.N.'s global S.D.G.s with a timeframe of years 2015 to 2030 for implementation.</p> <p>The G.O.M.'s S.D.P. (2008 to 2020) is parallel to this U.N. framework and the indicators in the national S.D.P. can be cross-referenced to the relevant indicators and targets within each S.D.G. in the unifying global framework.</p> <p>Each Government is, therefore, being assessed in terms of its progress towards its national targets, as well as how adequate the national</p>	<p>3.29 Improve the measuring and monitoring of key data and indicators.</p> <p>The MSS should diligently collect, measure, assess, and track key data for improved management of the school and for better delivery of support, service, and teaching methods to students.</p> <p>For example, start identifying and tracking the progress of students in key areas relevant to the GOM's Policy Agenda, the FCDO's Logical Framework for the GOM, and the United Nation's S.D.P. #4: e.g.</p> <p>(a) those with special needs,</p> <p>(b) those whose first language is not English, and</p>			

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>targets are vis-à-vis the S.D.G. targets.</p> <p>Most relevant to the MSS and the MOEYAS is the S.D.G. #4, focusing on education and development for all. (See Table 3.0.)</p> <p>Two of the key principles of the S.D.G. framework are:</p> <p>[a] both in policies / planning / budgeting and in implementation, to leave no person (e.g., no student) behind; and</p> <p>[b] during implementation, to focus policies and actions firstly on those that are furthest behind the desired outcomes and targets.</p>	<p>(c) those with disabilities.</p> <p>In turn, accurate, complete, and up-to-date data and monitoring in such key data and indicators will empower the MSS and the MOEYAS to improve the development of curricula, policies, teaching methods, and the assessment of performance for both teachers and students.</p> <p>These steps can help to address the social needs, the cultural differences, and the performance gaps identified in students in the category of English as a second language.</p>			
4.15 Weaknesses in primary education affect students entering MSS.				

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>The MSS conducts initial assessments of all new students to identify a baseline measurement for their relative levels of knowledge and competency in each fundamental subject-area (particularly literacy and numeracy).</p> <p>Regular re-assessments are done within each school-year to measure each student's progress.</p> <p>These assessments assist in decisions about where best to place students by Class within each Form-year.</p> <p>Each year, weaknesses in primary education are evident in several students entering the MSS; these children then require extra teaching time,</p>				

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
<p>intervention by specialists, dedicated teachers, and special remedial programmes.</p> <p>In our interviews with students, with parents, and with teachers, it was identified that some special needs are not being addressed well and/or some relevant specialists/services were not available at the MSS and/or in Montserrat.</p>				
	<p>3.23 Ensure that every objective for the MOEYAS and for its related Departments, including the MSS, has KPIs and that all KPIs clearly support objectives.</p> <p>Added details: This will improve transparency of objectives and subsequent actions and provide accountability for progress towards stated objectives.</p>			

<i>Finding</i>	<i>Recommendation</i>	<i>Management Response</i>	<i>Action Undertaken To Date (if any) & Responsibility</i>	<i>Date of Planned Implementation</i>
	<p>Suitable KPIs also help to clarify exactly what is expected and how outputs, outcomes, and impact will be measured.</p> <p>Coherence of policies and practice, as well as improved communication with all stakeholders, will increase as the MSS and the MOEYAS clarify the linking of policies and objectives to specific actions, each of which must be assigned to specified responsible officers.</p> <p>In turn, it must be shown that each action supports the stated objectives, which, in turn, must contribute to the Ministry's strategic plan and to the Cabinet's Policy Agenda.</p>			

Permanent Secretary (Ag)
Ministry of Education, Youth Affairs, and Sports
20 September 2021

APPENDIX 1: OFFICE OF THE AUDITOR GENERAL

Functions

By the authority of *The Montserrat Constitution Order 2010*, the O.A.G. is established and upheld in its independence and in its functions within the public sector of Montserrat. The relevant section states as follows below:

“Functions of Auditor-General

103.—(1) The Auditor General shall audit and report on the public accounts of Montserrat and of **all public offices**, including the courts, the central and local government administrations, universities and higher education institutions, and any **public corporations or other bodies** or organisations established by an Act of the Legislature, and may conduct financial and value for money audits in respect of **any project involving public funds**.

(2) The Auditor General shall submit to the Legislative Assembly annually a report of the accounts audited by him or her under subsection (1) for the immediately preceding financial year.

(3) For the purposes of subsection (1), **the Auditor General and any person authorised by him or her shall have a right of access at all reasonable times to all such documents** as appear to him or her to be necessary for the purposes of the audit, and shall be entitled to **require from any person** holding or accountable for any such documents such information and explanation as he or she thinks necessary for those purposes.

(4) In the exercise of his or her functions, the Auditor-General shall not be subject to the direction or control of any other person or authority.”

The independence of both (a) the functioning of the Auditor General and (b) the budgetary allocations from the Government’s national Consolidated Fund to finance the Office of the Auditor General are clearly stated and emphatically declared as follows below:

“National Audit Office

104.—(1) **The Legislature shall by law make provision for the establishment of an independent National Audit Office** headed by the Auditor General.

(2) **The budget for the National Audit Office** shall be charged on and paid out of the Consolidated Fund, and **must at all times be adequate** to enable the full performance of the functions conferred on the Auditor General by this Constitution or any other law.

(3) The accounts of the National Audit Office shall be audited and reported on by an auditor appointed by the Legislative Assembly.” [Bold and underlined emphases added throughout.]

In line with international standards for public-sector auditors and global best practices for Supreme Audit Authorities, the O.A.G. of Montserrat espouses the following values and priorities:

Our Values

Respect. We seek to build productive professional associations and cordial personal working relationships with colleagues internally as well as with other public servants externally.

Honesty. We tell the truth even when it is unpleasant or embarrassing. Accurate self-assessment is vital for every person and for every unit of Government to acknowledge its strengths and its weaknesses, and to begin to address performance-gaps and shortfalls from relevant policies, from applicable standards, and from currently binding laws and regulations.

Transparency. Our work is in the service of the Government and the people of Montserrat. Therefore, all of our final reports on engagements undertaken are made available to all stakeholders, to the public and to any other interested parties via publication on our website.

Confidentiality. In the course of our duties, we protect the identity of all persons who reveal secret information or private details. Our reports disclose general conclusions and focus on practicable solutions rather than highlighting any person or department directly.

Accountability. By definition, the work of the O.A.G. is to hold accountable all public-sector Ministries, Departments, agencies, public-private partnerships, and State-owned enterprises. In turn, we are accountable (a) to colleagues through quality-control procedures and through peer-review, (b) to local, regional and multinational professional accounting and auditing bodies, and (c) to global standards-setting bodies. Finally, the O.A.G. itself is subject to annual audits by an independent external audit-firm of the highest repute.

Objectivity. Auditors must remain impartial, devoid of partisan bias, without membership of political parties, and otherwise focused on the truth and the facts, rather than personal opinions, emotions, or self-interest. All of our analyses, conclusions and recommendations are based on facts and verifiable and auditable evidence, supported by retained audit-papers and work-in-progress files throughout each and every audit-engagement. Information is gathered solely for the purposes of the official audit and never to be used for personal advantage of either the auditors themselves or of any other person, party, entity, or enterprise.

Independence. Vitally important to the respectability of the O.A.G. is the independence of the Auditor-General and of his/her staff both in appearance and in fact, both in public discourse and in social intercourse. Auditors must avoid any potentially compromising personal relationships or business activities with any public-sector auditee. Where he/she has (i) any material private indirect interest and/or (ii) any direct financial or other interest in an auditee and/or (iii) in or with any of its employees, suppliers, investors, creditors, or other related parties, an auditor must either refrain from any part of an audit of such entity and/or disclose the nature and the extent of such actually or potentially compromising interest whatsoever it be.

APPENDIX 2: KEY REFERENCES

- SDP (2010). **Montserrat Sustainable Development Plan 2008 to 2020: Journey to Sustainable Prosperity**. Ministry of Economic Development and Trade, Government of Montserrat. [hard copy]
- Development of the Policy Agenda** (2015, November 11). The Policy & Planning Division, Office of the Premier, Government of Montserrat. Retrieved from <https://www.slideshare.net/AstleyHenry/presenting-the-government-of-montserrats-policy-agenda>
- GOM's Policy Agendas** (2017 to 2020). Cabinet, Legislative Assembly, Government of Montserrat.
- Citizen's Guide to the Budget for Fiscal Year 2016/2017** (2016, October). Cabinet, Legislative Assembly, Government of Montserrat. Retrieved from <http://finance.gov.ms/wp-content/uploads/2016/10/Citizens-Guide-Montserrat-2016-2017.pdf>
- Citizen's Guide to the Budget for Fiscal Year 2017/2018** (2017, September). Cabinet, Legislative Assembly, Government of Montserrat. Retrieved from <http://finance.gov.ms/wp-content/uploads/2017/09/Citizens-Guide-Montserrat-2017-2018.pdf>
- Citizen's Guide to the Budget for Fiscal Year 2018/2019** (2018, May). Cabinet, Legislative Assembly, Government of Montserrat. Retrieved from <http://finance.gov.ms/wp-content/uploads/2018/05/Citizens-Guide-Montserrat-2018-19.pdf>
- Montserrat Energy Policy 2016 – 2030: The Power to Change**. Government of Montserrat. Retrieved from https://www.dropbox.com/s/6klinip1du98ok6/The%20Power%20to%20Change%20MEP%20-VersionALL_IN_Jan19th.pdf?dl=0
- Budget Preparation Manual** (2014, August). Ministry of Finance and Economic Management, Government of Montserrat. Prepared by the International Monetary Fund's Caribbean Regional Technical Assistance Centre (CARTAC).
- Review Report for Medium Term Development Strategy 2008-2012** (July, 2013). Policy & Planning Unit, Cabinet Secretariat, Office of the Premier, Government of Montserrat. Retrieved from <http://www.gov.ms/wp-content/uploads/2014/05/Review-Report-for-Medium-Term-Strategy.pdf>
- General Orders for the Montserrat Public Service** (1986). Government of Montserrat.
-

Amended in March, 2017. Retrieved from <https://discovermni.com/2017/03/24/cabinet-approves-amendments-to-gom-general-orders/>

Development Tracker. Project-reporting website, Department for International Development, U.K. Government. Retrieved from <https://devtracker.dfid.gov.uk/projects/GB-1-202824/documents>

Education Digest (2016/2017). Ministry of Education, Youth Affairs & Sports. Government of Montserrat.

Education Digest (2017/2018). Ministry of Education, Youth Affairs & Sports. Government of Montserrat.

Education Digest (2018/2019). Ministry of Education, Youth Affairs & Sports. Government of Montserrat.

Education Digest (2019/2020). Ministry of Education, Youth Affairs & Sports. Government of Montserrat.

Education Act (Act No. 4 of 2003) (Revised Edition: January, 2008). Government of Montserrat.

M.S.S. P.T.A. (2010, October 13). Constitution. The Montserrat Secondary School's association of parents and teachers.

Implications for Education/Training and Links to the S.D.P.'s Pillars of Tourism and Information Technology:

Discover Montserrat (2020, November 10). **95% Drop in Montserrat's Tourism Spend, Division to Push Virtual Visibility.** Retrieved from <https://discovermni.com/2020/11/10/95-drop-in-montserrats-tourism-spend-division-to-push-virtual-visibility/>

Discover Montserrat (2020, October 28). **Montserrat Carnival 2020 to be a Virtual & Community Affair.** Retrieved from <https://discovermni.com/2020/10/28/montserrat-carnival-2020-to-be-a-virtual-community-affair/>

Skift Research (2020, September). **The Travel Industry Turned Upside Down.** Skift Research in partnership with McKinsey & Company. Retrieved from <https://www.mckinsey.com/~media/McKinsey/Industries/Travel%20Transport%20and%20Logistics/Our%20Insights/The%20travel%20industry%20turned%20upside%20down%20Insights%20analysis%20and%20actions%20for%20travel%20executives/The-travel-industry-turned-upside-down-Insights-analysis-and-actions-for-travel-executives.pdf>

I.T., Innovation, and Economic Links in Education:

Euronews (2021, August 13). **Denmark is opening a new school with classrooms without**

desks to encourage creativity. Retrieved from
<https://www.euronews.com/next/2021/08/13/denmark-to-open-up-school-without-desks-to-encourage-creativity?>

Euronews (2017, January 31). **Classroom robots prepare pupils for high-tech industry.**
Retrieved from <https://www.euronews.com/next/2017/01/31/classroom-robots-prepare-pupils-for-high-tech-industry>

Euronews (2018, April 17). **Why are Denmark's apprenticeships so effective?** Retrieved
from <https://www.euronews.com/next/2018/04/17/why-are-denmark-s-apprenticeships-so-effective>

Euronews (2018, November 05). **Digital technology goes back to school.** Retrieved from
<https://www.euronews.com/next/2018/11/05/digital-technology-goes-back-to-school>

Euronews (2021, June 11). **More and more UK parents are opting to homeschool their kids because of the COVID pandemic.** Retrieved from
<https://www.euronews.com/next/2021/06/11/more-and-more-parents-are-opting-to-homeschool-their-kids-following-the-covid-pandemic>

Euronews (2020, October 23). **E-learning: boosted by the pandemic, where is the teaching method headed?** Retrieved from
<https://www.euronews.com/next/2020/10/23/e-learning-boosted-by-the-pandemic-where-is-the-teaching-method-headed>

Euronews (2020, February 07). **The age of AI: supercharging Europe's tech transformation.**
Retrieved from <https://www.euronews.com/next/2020/02/07/accelerating-europe-s-tech-transformation>

Euronews (2020, July 16). **The Huawei DigiTruck - a driving force for digital literacy.**
Retrieved from <https://www.euronews.com/next/2020/07/16/huawei-digitrucks-a-driving-force-for-digital-literacy>

O.E.C.S. (2021, September 03). **Launch of the O.E.C.S. Programme for Educational Advancement and Relevant Learning.** Organisation of Eastern Caribbean States. Webinar retrieved from:
<https://fb.watch/7N-zdyjG-e/>

APPENDIX 3: TERMINOLOGY

Efficiency. Efficiency is measured as the ratio of inputs per given or desired unit of output. The performance goal is to minimise inputs and/or input-costs per unit of output.

Productivity. Productivity is measured as the ratio of actual units of output per given unit of each input. The performance goal is to maximise output per unit of each input.

Effectiveness. Effectiveness is measured as the ratio of actual units/costs of all outputs to the desired units/costs of output. The performance goal is to minimise gaps between desired output(s) and actual output(s), subject to the desired quality of that output.

Value for money. This is the *desired surplus and/or value of benefits* derived from actual output(s), deliverable(s), or outcome(s). It is measured as the consumer's utility or economic surplus: i. e., (1) the actual (and/or user perceived) value of all benefits of each unit of output, minus (2) the actual costs per unit of each input required to produce and to enjoy the benefits of that unit of output. The performance goal is to maximise the total value of incremental benefits (minus marginal costs) derived from all units of output (e. g., public services or public goods), subject to the desired quality of that output, and to any applicable standards, regulations, contractual obligations, client-service objectives, or legal requirements.

Performance. This concept defines observable behaviours in respect of a specified function or activity. In practical terms, performance is measured as the comparison of *ex post* actual outcomes with *a priori* desired or pre-agreed outcomes. This lends itself very well to objective definition, measurement, monitoring, reporting, feedback, and recommendations for improvement, wherever gaps are identified between (a) desired behaviours and outcomes and (b) actual behaviours and outcomes. Learning, for instance, is measured by improved behaviours.

Performance audits. Performance audits are objective, external, and independent reviews of activities, processes, organisations, financial statements, and/or other objects of interest, having explicit regard to such parameters as (i) applicable laws, (ii) external regulations, (iii) internal policies, (iv) internal rules, (v) international treaties, (vi) bilateral or multilateral agreements, (vii) industrial benchmarks, (viii) contracts, (ix) codes of conduct, (xi) ethics, (xii) morals, and/or (xiii) professional standards. Performance audits go well beyond (1) *financial audits* and (2) *internal audits*, for instance, to examine the actual, observable, and measurable behaviours, outputs, efficiency, effectiveness, and value for money of an entity, a programme, an agency, a statutory corporation, or an entire public sector, as the case might be. In this regard, performance auditing is inherently more far-reaching, more strategic, and more consultative than other types of audit. When it is well executed by the auditor(s), and when, thereafter, its findings are wisely attended and its recommendations expeditiously implemented, a performance audit in the public sector has the potential to offer the greatest value for money to the Government and, ultimately, to the people of Montserrat. In short, it pays for itself many times over.

APPENDIX 4: AUDIT FIELDWORK

Background

This performance audit focused on (1) the structure of the MSS and its processes for acquiring and using human resources and other assets, (2) the GOM's policy framework for education, and (3) the MSS's efficiency, effectiveness, and accountability in its use of resources. These connected dimensions have implications (a) for governance, (b) for departmental effectiveness and efficiency, and (c) for the quality of teaching, of students' outcomes, and of the delivery of educational services to the public. In turn, the MSS's policies, operations, and graduates impact the number and the quality of persons entering the workforce, including most public employees, and, thus, are key long-term factors in the provision of public services that affect the entire economy and society of Montserrat. This is important since, in the post-1995 era, 100% of secondary education is in the public sector, and since the central GOM and the wider public sector constitute about 75% of GDP and roughly 65% of full-time employment in the national economy, and they have numerous multiplier effects.

Objectives of the Audit

Purpose and mandate. The audit sought to examine efficiency and effectiveness in the management of secondary education by the MSS and the MOEYAS, including the level of governance and the quality of the processes of planning, budgeting, and use of people and assets. We considered (a) the quality of internal records, monitoring, and reporting, (b) the management of finances, of employees and of other resources, (c) interviewees' reported issues, limitations, and challenges and their causes, and (d) their impact on the efficiency and effectiveness of the MSS in meeting its objectives. Finally, the study aimed to assess the students' outcomes and the value for money of the MSS in relation to major policies and strategic plans, including [1] the GOM's Policy Agenda, and [2] the Montserrat Sustainable Development Plan (SDP) 2008 to 2020. In particular, we sought to identify the major planning challenges, budgeting deficiencies, and operational issues facing the MSS, and, hence, opportunities and recommendations for improving the outputs and outcomes for all stakeholders in the School.

Key questions. This study arose from a special request by the MOEYAS. It is also one of the topics of keen interest to the public in recent years, and it contributes to the OAG's mandate to provide assurance about the efficiency and the effectiveness of the GOM's spending. The overall objective of the audit was to assess whether the MSS is managed efficiently and effectively, thus providing value for money. To answer this overarching question, we considered 4 issues:

[a] Mandates: Does the MSS have clear objectives?

[b] Governance: Does the MSS have the governance and organisational structures that are needed to deliver its objectives?

[c] Efficiency: Is the MSS being efficient in the management of its resources to meet its objectives?

[d] Effectiveness: Is there effective management of the MSS's performance?

Criteria used.

Criteria used for assessing the strategic objectives in this audit were:

- (1) Are there clear, stated objectives that are aligned to the overall strategy?
- (2) Are there plans detailing how the objectives will be met?
- (3) Are the related KPIs/metrics defined and explained?

Criteria used for assessing the key performance indicators (KPIs) in this audit were:

- (1) Are KPIs clearly stated?
- (2) Are KPIs correctly classified?
- (3) Are KPIs appropriate?
- (4) Are KPIs measurable and effective?

Criteria used for assessing the use of information in this audit were:

- (1) Is there a clearly defined system of accountability?
- (2) Are Departments regularly reporting their progress against budgets and strategic plans?

(3) Do reportees give appropriate and timely feedback to reporters?

(4) Is there evidence of an effective feedback-loop whereby measuring, reporting and monitoring of progress (or lack of it) results in timely actions and better decision-making?

Scope of the Performance Audit

The scope of this performance audit was to examine the history and the status of the MSS over the past decade. We emphasised the past 5 years' trends of planning, budgeting, and use of resources within the MSS and the MOEYAS. We included the MSS's P.T.A., teachers, students, and students' parents in our interviews of stakeholders in order to assess the perspectives and the experiences of stakeholders regarding the MSS vis-à-vis their needs and expectations and the MSS's mandate, structure, efficiency, quality of outputs, communication, quality of service, and overall performance. Financial and other data-analyses focused mostly on the prior 3 years (i.e., fiscal years 2017/2018 to 2019/2020). Where we received information subsequent to our fieldwork, more recent updates are provided in some parts of the report.

Scale of the Performance Audit

The scale of this performance audit included [a] the MOEYAS's headquarters and [b] the MSS. Prior performance audits by the OAG, as well as past audits by the GOM's Internal Audit Department, provided additional data and perspectives of many other stakeholders in the public sector, as well as the private sector, in areas relevant to the background of this study (e.g., absenteeism, training, tourism, I.T., governance, employees' conditions of work, public buildings and maintenance).

What We Excluded from this Audit

We excluded data preceding those of the year 2010, except for background knowledge and local context (e.g., the history of secondary education pre-1995 versus post-1995). We excluded comparative analyses and other cross-country reviews. We also largely excluded regional and international data sets, except for background information, thus emphasising Montserrat-specific current and recent historical data-sets. We did consider the annual O.E.C.S. Education Digests.

Why We Performed This Audit

Accountability to external donors. In Montserrat, the public sector is largely funded by the UK Government through its Foreign, Commonwealth & Development Office (FCDO). Therefore, those providing aid have requested a series of performance reviews to provide greater assurance about public planning, budgeting, and implementation, including the efficient and effective use of people and other assets, all of which directly affect both the public sector and the private sector.

Development of Education. As most of the island's employment since year 1995 has been within the public sector, the SDP aims at developing the private sector, including tourism and information technology as two of four primary pillars of economic redevelopment. These require a well-educated and digitally agile workforce. The COVID-19 pandemic has highlighted how important I.T. is both for education and for a productive workforce. All of the SDP's five goal-clusters [(1) the economy, (2) the society, (3) governance, (4) environment / resilience / sustainability, and (5) population growth) have implications for the educational sector and either depend on, or relate to, its inputs and its outputs.

Governance & Investment. Over 60% of the GOM's recurrent spending and about 90% of its capital spending are funded [1] by external aid from the UK Government and [2] by grants from multilateral institutions. Hence, the MPS faces increasing scrutiny and accountability [a] for the management of public funds, [b] for the execution of strategic plans, and [c] for the delivery of programmes, of projects, of outputs, and of outcomes. As it is entirely funded by the GOM through the MOEYAS, the M.S.S. is accountable for the use of the public funds as the island's only remaining secondary school. Over the years, there have been many complaints about the quality of students' outcomes, about conditions of work for teachers, about inadequate supplies/books/tools for students/teachers, and about inadequate or deteriorating buildings, equipment, furniture, et cetera.

How We Performed This Audit

Interviews & site-visits. Initially, we engaged in interviews with senior public-sector officials from the MOEYAS and the Principal of the M.S.S., including site-visits to see the premises that they use. The list of interviewees is provided at the end of this Appendix. With the guidance provided by these meetings and inspections, we proceeded to devise questionnaires and data gathering techniques suitable for the purpose of assessing (i) the governance of the M.S.S., including strategic planning, budgeting, and organisational structure, (ii) the efficiency and the effectiveness of data gathering, reporting, human resources (primarily teachers), communication with/between

stakeholders (especially MOEYAS, teachers, students, and parents), and co-operation related to the use of resources, and (iii) the recent trends, outputs, and outcomes of the M.S.S.'s use of resources.

Reviews of relevant law, regulations and literature. Before and during our fieldwork, we researched the GOM's policies, laws, and regulations related to education, in order to establish the legislative framework for our performance audit. The programme of research also included literature on such relevant subjects as (a) governance, (b) strategic planning and national budgeting, (c) public sector efficiency and effectiveness, (d) monitoring and implementation, including project management and capital assets, and (f) performance benchmarks and standards of service. These sources supplemented our reviews of various internal and external documents related to the MOEYAS's and the MSS's policies, structures, and operations affecting the issues of public planning, budgeting, procurement, and deployment of resources in the development of the educational sector and in the delivery of secondary education, respectively.

Internal & External Evidence. Various requests for information were made during August to October, 2020. Owing to several incomplete and/or late responses, as well as some non-responses, the fieldwork and analysis extended into March, 2021. Emphasis was placed on factors affecting the MSS's and the MOEYAS's governance, planning, budgets, implementation, asset management, efficiency, and performance. In particular, we sought to know (a) whether there were adequate staffing, skills and other resources during the past several years, (b) issues affecting the Departments' processes, progress, outputs, and outcomes (especially students' test-results), (c) the quality of reporting, communication, and co-operation among the stakeholders (especially with and between teachers, students, and parents), and (d) recommendations and opportunities for improvements.

Standards used. This audit was conducted according to standards promulgated by the International Organisation of Supreme Audit Institutions (INTOSAI) for performance audits. Those standards require that we plan and perform our audit in order to obtain sufficient and appropriate evidence to reach a reasonable conclusion about the performance of the entities/areas studied with regard to [a] their governance and [b] their management during the period under review. The international standards used to perform this audit-engagement and to assess the findings of this audit include ISSAI-P 12, ISSAI 100, ISSAI 3000, and GUID 3910.

Questionnaire for Interviewees

Correspondents & Interviewees

- (1) The Permanent Secretary, MOEYAS
- (2) The Director of Education, MOEYAS
- (3) The Principal, M.S.S.
- (4) The President, M.S.S.'s P.T.A.
- (5) 50 students at the M.S.S.
- (6) 9 Teachers at the M.S.S.
- (7) 12 parents of students at the M.S.S. (i.e., those who completed and returned survey-forms among all of those parents that were invited to participate)

APPENDIX 5: GOM'S POLICY AGENDAS

SAMPLE #1: YEAR 2017

Government of Montserrat Policy Agenda 2016/17 – 2018/19 and Priority Ranking from Cabinet Workshop on July 7th, 2017, and Follow-on Survey, All Responses

Goal 1: Prudent Economic Management	Cabinet Votes	Priority
1.1 To change the development focus from post-volcano mode to developing and implementing plans focused on sustainable self-sufficiency that capture the spirit of Montserrat's past and preserve Montserrat's culture including enhancing relationships within the region and with key development partners.	2	6
1.2 Priority sectors for generating foreign direct investment identified including those that leverage Montserrat's unique assets and character and implement appropriate sector strategies.	1	7
1.3 Identification of obstacles to doing business and sequenced plans implemented for their removal and mitigation.		8
1.4 Priority infrastructure for generating economic growth identified and plans put in place to deliver.	8	1
1.5 Local resources unlocked to stimulate growth in domestic business.	6	2
1.6 The diaspora and the expatriate community engaged in national development.		8
Goal 2: Enhanced Human Development		
2.1 Increased access to essential medical services through leveraging technology as well as direct service provision.	5	3
2.2 Increased and expanded health promotion services to reduce public health concerns, to reduce the incidence and effect of non-communicable diseases, to improve the care of the elderly and including a focus on vector-borne diseases.		8
2.3 Strengthened community-based treatment programs for vulnerable groups of society.	1	7
2.4 Education provision improved to raise educational outcomes to be regionally and internationally competitive and equip people for sustainable livelihoods.	5	3

2.5 An equitable social protection framework which transitions those able to work back into the labour market while adequately supporting those unable to work.	1	7
2.6 Improved access to affordable housing for low- and middle-income residents.	4	4
2.7 Increased social housing stock supported by an equitable allocation policy.	5	3
2.8 Enhanced youth development through national programs including sports.	5	3
2.9 Increased protection of our children and vulnerable youth.	2	6
2.10 Montserrat strives to promote gender equality, equity and social justice to improve the quality of life for all its citizens.	3	5
Goal 3: Sustainable Environmental Management and Appropriate Disaster Management Practices		
3.1 Improved legislation, governance framework, capacity, scientific monitoring and outreach to sustainably manage environmental resources (terrestrial and marine) and make the island a centre of excellence in environmental and volcanic research.		8
3.2 Increased focus on mitigating disasters in addition to strengthening preparedness and emergency response.	1	7
3.3 Physical infrastructure, including housing, designed and built for resilience against disasters and climate change conditions.		8
Goal 4: Good Governance		
4.1 Strengthened transparency, accountability and public engagement within the national Governance Framework.	1	7
4.2 Public Service reformed to improve efficiency and effectiveness in the provision of essential public services.	8	1
4.3 Montserrat's reputation preserved as a just, safe and secure place to live and visit.	3	5
Goal 5: Increased Population		
5.1 Rebuilt communities which embrace diversity and enable population growth to develop a sustainable Montserrat.		8
5.2 Essential skills attracted and retained through immigration management and training.		8

SAMPLE #2: YEAR 2019

DRAFT Government of Montserrat Policy Agenda 2019/20 – 2021/22

Agenda Item	Rank
1.7 Advance strategic actions for strengthening accessibility to the island (to include infrastructure considerations)	1st
2.1 Increased access to essential and specialised medical services through leveraging technology as well as direct service provision.	1st
2.8 Enhanced youth development through national programs including sports.	2nd
1.1 Advance the development focus from recovery mode to developing and implementing plans focused on sustainable self-sufficiency [that capture the spirit of Montserrat's past and preserve Montserrat's culture]	3rd
1.5 Operationalisation of plans to deliver priority infrastructure for generating economic growth	3rd
2.4 Education provision improved to raise educational outcomes to be regionally and internationally competitive and equip people for sustainable livelihoods.	3rd
3.3 Physical infrastructure, in particular housing and communication technology, designed and built for resilience against disasters and climate change conditions.	3rd
4.2 Public Service reformed through institutional strengthening (processes, tools, legal framework, procedures, policies) to improve efficiency and effectiveness in the provision of ALL public services.	3rd
1.4 Develop strategies for addressing obstacles to doing business and implement sequenced plans for the removal and mitigation of these obstacles.	4th
1.6 Sectoral resources unlocked for business development, investment promotion and trade facilitation aimed at stimulating economic growth.	4th
2.2 Increased and expanded health promotion services to reduce public health concerns, to reduce the incidence and effect of non-communicable diseases, to improve the care of the elderly and including a focus on vector-borne diseases	4th
2.5 An equitable social protection framework which transitions those able to work back into the labour market while adequately supporting those unable to work.	4th
2.6 Improved access to affordable housing for low- and middle-income residents.	4th
2.10 Promotion of gender equality, equity and social justice to improve the quality of life for all its citizens.	4th
3.1 Improved legislation, governance framework, capacity, scientific monitoring and outreach to sustainably manage environmental resources (terrestrial and marine)	4th

and make the island a centre of excellence in environmental and volcanic research.	
3.2 Increased focus on mitigating disasters in addition to strengthening preparedness and emergency response.	4th
4.1 Strengthened transparency, accountability and public engagement within the national governance framework.	4th
1.2 Develop stronger strategic relationships within the region and with key development partners.	5th
1.3 Develop and implement appropriate sector strategies for priority sectors aimed at generating foreign direct investment to leverage Montserrat's unique assets and character.	5th
1.8 Incorporation of the 'Innovation for Development' concept into sector development strategies	5th
1.9 Enhance the national capacity building programme and policy to address sectoral needs	5th
1.10 The diaspora and the expatriate community engaged in national development.	5th
2.3 Strengthened community-based treatment programs for vulnerable groups of society.	5th
2.7 Increased social housing stock supported by an equitable allocation policy.	5th
2.9 Increased protection of our children and vulnerable youth.	5th
4.3 Montserrat's reputation preserved as a just, safe and secure place to live and visit.	5th
5.1 Development and implementation of social cohesion initiatives which embrace diversity and enable population growth.	5th
5.2 Skills gaps reduced through attraction and retention of appropriate persons through immigration management and diaspora outreach	5th

APPENDIX 6: THE MOEYAS'S OBJECTIVES (Ministry Headquarters)

Table 6.1: MOEYAS central: Programme 400: Key Strategies for Fiscal Year 2017/2018		
Number	Objective	Links to Policy Agenda's Objectives
1	To embed performance management system at the organisational and individual levels towards improving governance in the public service. (4.1; 4.2).	4.1; 4.2
2	To manage the available resources so that the country gets maximum value for the money expended. (4.1; 4.2).	4.1; 4.2
3	To build capacity for the use of ICT for teaching and learning and for management in all of our schools. (4.1; 4.2; 2.4; 2.9).	4.1; 4.2; 2.4; 2.9
4	Ensure that teaching and learning are driven by well-articulated curricula which is an essential prerequisite to achieve. (2.4).	2.4
	Additional 2017/2018 objective for 2018/2019 and 2019/2020:	
5	To improve the environment for teaching and learning by providing improved accommodation (building, furniture and equipment) for more effective delivery of education and educational services. This is in line with 4.1 under Governance of the Policy Agenda 2016/17 in terms serving the public well. However, this is to be partly (New HQ but not New MSS Campus) funded from the Deputy Governor's budget.*.	4.1

Table 6.2: MOEYAS central: Programme 400: Key Strategies for Fiscal Year 2019/2020.

Number	Objectives for Fiscal Year 2019/2020	Links to Policy Agenda's Objectives
1	Review policies in key areas to ensure they reflect current practices, revising as needed.	No link was stated
2	Review staffing and the human structure to ensure the optimal distribution of human resources.	No link was stated
3	Expand training for personnel in each programme to build on 21st Century skills, competencies and technology.	No link was stated
4	To improve the effective delivery of human development services through the provision of quality resources and accommodation (buildings, facilities, furniture and equipment)*.	No link was stated
5	Develop NVQ curriculum/programme.	No link was stated
6	Develop referral system/procedures.	No link was stated
7	Support training of staff in Child Protection programmes and protocols.	No link was stated
8	Develop after school and community programme framework	No link was stated
9	Promote local cultural and historic events and celebrations, and inclusion of immigrants.	No link was stated

10	Promote key immigrant celebrations.	No link was stated
11	Support language programmes and enhanced ESL training and interventions within the schools and community.	No link was stated
12	Procedure Manual Published.	No link was stated
13	MOU with partners for case management protocol.	No link was stated

APPENDIX 7: THE MSS'S OBJECTIVES

SECONDARY EDUCATION: Programme 402:

PROGRAMME OBJECTIVE (2017/2018):

To provide appropriate learning experiences which prepare young persons for the world of work or to access tertiary education opportunities.

Table 7.1: SECONDARY EDUCATION: Programme 402: Key Strategies for Fiscal Year 2017/2018		
Number	Objective	Links to Policy Agenda's Objectives
1	To improve teaching by implementing appropriate performance management initiatives. (4.1, 4.2).	4.1; 4.2
2	To review and adjust lower school curriculum in core subject areas. In order to deliver on GoM's Policy Agenda 2016/17: 2.4, this element of the strategy is a necessary prerequisite.	2.4
3	To develop and implement a comprehensive whole school behaviour management strategy. (2.4, 2.8, 2.9)	2.4; 2.8; 2.9
4	To provide appropriate learning interventions to struggling students. (2.4)	2.4
5	To expand availability of ICT and computer-based systems in order to improve education outcomes in secondary education (2.4).	2.4
	Additional 2017/2018 objective for 2018/2019 and 2019/2020:	
6	Implement a crop production course leading to the granting of CVQs by CXC (to be funded by BNTF). (2.4, 1.1, 1.2, 1.3, 2.2).	4.1

Table 7.2: SECONDARY EDUCATION: Programme 402: Key Strategies for Fiscal Year 2019/2020.

PROGRAMME OBJECTIVE (amended re 2019/2020):

To provide high quality secondary education services through a modern, relevant and holistic curriculum that fosters academic, skills development, positive social and cultural development and assist students in preparation for successful post-secondary education and employment.

Number	Objectives for Fiscal Year 2019/2020	Links to Policy Agenda's Objectives
1	To provide appropriate learning interventions to struggling students through implementation of co-curricular support programmes in key subject areas preparation for CXC CSEC exams.	No link was stated
2	To strengthen school management team by re-establishing Department Heads by Sept 2019.	No link was stated
3	To expand availability of ICT and computer-based systems in order to improve education outcomes in secondary education by March, 2020.	No link was stated
4	To implement a monitoring and evaluation system for the comprehensive whole school behaviour management strategy, by April 2020	No link was stated
5	Co-curricular activity designed & tested by Dec 2019 for Maths/English.	No link was stated

