Universal Primary Education in Asia and the Pacific

Report of a Commonwealth Regional Seminar

Bangladesh 3-14 December 1979

Commonwealth Secretariat

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INTRODUCTION

The achievement of Universal Primary Education in developing countries has been set as an educational goal by a number of high level international meetings since the 1960s. Some individual member states have declared as long ago as the nineteenth century their determination to provide primary education for every child. Yet for a great many of them this goal has remained stubbornly unattainable.

In recognition of the continuing efforts by member governments to make progress towards that objective, the Seventh Commonwealth Education Conference in Accra (1977) recommended, inter alia, that "the Commonwealth Secretariat, in consultation with the governments concerned, should assemble information on the steps being taken to implement programmes of universal primary education in member countries and make this information available to other countries." As a response to this recommendation, the Secretariat commissioned and published in 1979, a study entitled "Progress Towards Universal Primary Education: A Commonwealth Survey".

A further recommendation of the Accra Conference was that "the Secretariat be asked to consider arranging a series of meetings on universal primary education, beginning with countries that are farthest from achieving it. The regional seminar in Dacca, Bangladesh of which this is the Report, was the first of such meetings. It brought together representatives from member countries in Asia and the Pacific to examine progress towards UPE in their regions, formulate possible conclusions concerning the educational and administrative implications of UPE and consider alternative strategies through which it may be more effectively achieved in member countries.

As will be seen from the Report, the discussions pointed to a number of factors that make UPE particularly difficult to implement. Some of these factors are common to every country, others are peculiar to the countries concerned. But it was evident that given sufficient political will and adequate advance planning, UPE could be achieved with enrolments maintained at a level as high as 90% and above.

This report presents a summary of the deliberations at the seminar and recommendations which participants believed would go a long way in facilitating progress towards UPE. It is offered to member states as part of the Secretariat's continuing efforts to encourage the exchange of educational information and Commonwealth experience.

Rex E. O. Akpofure
Director, Education Division,
Commonwealth Secretariat

RECOMMENDATIONS

RECOMMENDATIONS ADDRESSED TO THE COMMONWEALTH SECRETARIAT AND TO OTHER INTERNATIONAL AND REGIONAL ORGANIZATIONS

It is recommended that International Organizations should recognize the importance for equity in national development of UPE and should consider ways in which they might assist governments to implement programmes such as in:

(a) Provision of research assistance for data collection and analysis.

(b) Assistance with planning UPE.

(c) The design and erection of school buildings and other physical facilities.

(d) Support for incentive programmes such as feeding, transport, and boarding.

(e) Establishing new techniques for teacher training such as distance teaching.

(f) The development of low cost instructional materials, including those for handicapped children.

(g) Evaluation and research.

RECOMMENDATIONS ADDRESSED TO GOVERNMENTS

1. In view of the importance and magnitude of UPE, a firm political commitment is essential for successful implementation, and so it is recommended that governments:

(a) Express a positive policy with clearly defined aims.

(b) Convey this policy and its aims vigorously and persuasively to all strata of the people, particularly the decision makers, to mobilize popular enthusiasm and to gear all agencies to appropriate action.

(c) Formulate an implementation plan based on adequate and reliable data, assistance for which might be sought from international agencies.

(d) Provide adequate, realistic and continuing budget support.

2. Mobilization of local community understanding and support is essential for successful implementation of UPE. Therefore, it is recommended that

Governments should ensure:

(a) Publicity and action using all mass media to enlighten the population.

(b) Enlistment of support of religious and community leaders.

(c) Development of government/community partnership, using incentives where appropriate.

3. In order to ensure the implementation of UPE, necessary measures should be taken to attract and retain all children of school going age until at least the end of the primary level of education. It is recommended that such measures should include:

(a) Provision of schooling facilities within reasonable reach of all children wherever they may live.

(b) Adequate steps should be taken to ensure compulsory attendance wherever feasible.

(c) The minimizing of repetition, enabling every child to progress normally through the school; this implies special provision for slow learners.

(d) The minimizing of drop-outs by creating a school atmosphere conducive to learning; offering such incentives as school meals, transport, boarding facilities, free textbooks, stationery and uniforms, particularly to disadvantaged groups.

(e) Special provision, such as the training and appointment of more women teachers, school "mothers" and creches should be made to overcome social inhibitions affecting girls' enrolment/ retention.

4. For countries in which there is an acute need for an increased and improved teaching force to implement UPE, it is recommended that the following measures should be taken:

(a) Recruitment of educated personnel, including the retired, the unemployed and religious leaders or teachers.

(b) Strengthening of normal pre-service teacher education.

(c) Development of short-courses of in-service teacher education, using such techniques as distance teaching.

(d) Including elements of teacher education in the High School curriculum.

(e) Strengthening the capacity of teacher training institutions for accommodating female students.

5. In order to provide accommodation for the maximum number of children, it is recommended that policies should be formulated to ensure that:

(a) Existing school facilities should be used to the maximum extent.

(b) Suitable additional facilities such as temples, mosques, churches and community halls should also be utilized for schooling;

(c) The twin criteria of low cost and durability should be observed in planning new school buildings or extending existing facilities.

(d) Every school should have a minimum of equipment including at least:

- blackboards
- seating
- teaching aids (including a radio)
- storage facilities
- a library
- recreational facilities/play ground
- drinking water
- latrines
- a garden

6. It is recommended that, although the initiative in curriculum formulation is normally taken at the national level, provision should be made to involve all concerned individuals and organizations, particularly at the grass-roots level, in order to allow for local variation, and to ensure the relevance and flexibility of the curriculum. It is further recommended that to ensure continual review of the curriculum, a well-structured pattern of subject panels and committees should be formed at local, state and national levels.

7. In order to ensure effective administration, at local and national levels, it is recommended that Governments give serious consideration to strengthening an adequately and appropriately decentralized system of administration for UPE.

8. Provision should be made for continuous evaluation and monitoring of pupil progress and for feedback concerning problems for remedial action. To improve teaching and learning, much higher levels of internal and external supervision and advice are essential. Therefore, it is recommended that Governments take appropriate steps to ensure this.

9. In addition to the evaluation built into the design of a UPE programme, that Governments should invite periodic independent and comprehensive programme evaluation.

10. It is recommended that Governments build a research capability into programmes for UPE using local expertise and, where necessary, international assistance.

RECOMMENDATIONS ADDRESSED TO EDUCATIONAL INSTITUTIONS

It is recommended that those specialist bodies engaged in educational research should contribute significantly to the improvement of UPE in their countries. Action research should feature as an important part of their contributions.

SUMMARY OF DISCUSSIONS

Progress towards UPE: what the survey reveals about UPE in Asia and the Pacific

PLENARY SESSION

THE CASE IN FAVOUR OF UPE

In view of certain doubts on the desirability of UPE, Mr Smith introduced his paper by presenting delegates with a number of arguments in favour of UPE.

(a) The history of now-rich countries shows that development of the base of the educational pyramid always comes before development of secondary and higher education. In the less developed regions, the opposite has been true.

(b) The 'social rate of return' on investment in primary education has been shown to be higher than that on investment in secondary and higher levels; and the per capita expenditure at the primary level is much less than that at other levels. Secondary and higher education may be 40 or 50 times as expensive as primary schooling and can lead to graduate unemployment.

(c) Access to education is a right guaranteed by the constitutions of most countries although many countries have yet to adjust their budgets to reflect this.

(d) Equity - the equal distribution of opportunities - is a strong moral argument in favour of UPE. At present, access to top posts in most countries is limited to the relatively small number of people whose primary education had enabled them to go on to secondary and higher education.

(e) A political argument in favour of UPE is that participation in schooling helps to develop a sense of national belonging or identity: It may be the only means of developing national unity.

THE PROBLEM OF FINANCE FOR UPE

Since the education systems of many developing countries show imbalances in favour of secondary and higher education, Mr Smith gave the following suggestions for correction of these imbalances.

(a) More money might be supplied to primary education at the national level. But this is an unrealistic strategy in view of the large amounts already granted to education in many

national budgets.

(b) Funds might be directed to primary education from secondary and higher education.

(c) The rates of growth of secondary and higher education might be reduced in proportion to the rate of growth of primary education.

(d) Teachers' salaries might be reduced. Direct cuts are not likely to be acceptable but indirect ways of reducing the amounts paid to teachers might be tried. These include:

(i) Reducing the level of professionalization by shortening the length of training and lowering the entry qualifications.

(ii) Using monitors or other less qualified helpers to assist the teacher.

(iii) Increasing class sizes.

(iv) Introducing multiple shifts or double sessions.

(v) Reducing the amount of time children spend in school each day.

MAJOR CHALLENGES TO BE OVERCOME IN IMPLEMENTING UPE

(a) Pupils

(i) In some countries the exact number of pupils who will enrol for UPE is not known.

(ii) Enrolment and retention of girls in school poses a big challenge because of the need to change the attitudes of society.

(iii) Access to education alone does not ensure UPE. More needs to be done to upgrade delivery and to encourage students to attend school, for example, through provision of transport, free books and food.

(iv) Decisions need to be made regarding entry and leaving ages and whether or not pupils will be allowed to complete their studies by returning to school after "dropping-out".

(b) Teachers

Ways need to be found to persuade teachers to work in rural areas. Similarly, the use as teachers of people already living in rural areas needs examination. The entry qualifications of teachers - in particular, how many years schooling beyong their prospective pupils teachers should have, also should have closer examination. The question of using locally available but under-qualified people as teachers also deserves consideration.

(c) Buildings

Policies need to be worked out as to what types of building are required for specific purposes and how fuller use can be made of existing buildings. The question might be raised as to whether special school buildings are really needed at all.

(d) Teaching Methods

Development of traditional learning patterns should be explored: these might include peer group teaching, monitorial systems and different groupings of pupils e.g. family grouping, with older children helping the younger ones.

(e) Materials and Curricula

The following issues were raised:

(i) To what should the curriculum be relevant?

(ii) Should it be designed primarily with the present in mind or the child's future needs?

(iii) Who should design curricula? Should classroom teachers be involved?

(iv) Should there be different curricula for urban and rural pupils?

(v) How can the contents of the curriculum be made intrinsically interesting to the pupils?

ADMINISTRATION AND CONTROL

Mr Smith raised the following issues:

(a) Should administration be decentralized, and if so, to what extent?

(b) Does decentralization ensure local participation in education?

(c) What should be the extent of parental involvement in educational control?

SUPERVISION AND SUPPORT OF TEACHERS

This is one of the most essential issues and the question "How can teachers be given the best kind of professional support?" must be asked.

DATA GATHERING

What data is needed regarding attendance, pupil retention, number of children available, etc?

NON FORMAL LINKS

It is important to introduce non formal links with UPE. To this end, the following questions must be posed:

(a) Should schools be separate from other development agencies?

(b) What might drop-outs be involved in? Could employers help with literacy work?

(c) How might the mass media and other kinds of distance teaching be integrated with formal education?

CONCLUSIONS

Mr Smith said the case for UPE was unanswerable but ways must be found to implement it effectively. The main issues to be dealt with include:

(a) How to cut costs.

(b) How to develop quality (specifically how to increase relevance, efficiency and equity in UPE).

(c) How to solve the dilemma of terminal and continuing education within one system.

(d) The necessity for all government policy to support UPE and link it with other development areas.

GROUP SESSIONS

The following guidelines, under 7 themes, were prepared by Mr Smith for group discussion and distributed to members:

1. Pupils

- What measures might be taken to encourage girls' attendance and the attendance of other under-represented groups?
- Can fees be suspended or ameliorated for the poor?
- How can nomadic groups be catered for with respect to access or delivery?
- Is there a place for transporting pupils and feeding them at school?
- Can school timetables be made more flexible?
- What are the advantages and disadvantages of shift systems?
- Would alterations to entry and leaving ages be advantageous?

2. Teachers

- What level of qualification is essential?
- Is there more than one way of training teachers?
- Can auxiliary teachers be recruited from the rural community?
- What arrangements can be made for in-service training?
- Is there a place for "mobile" teachers?

3. Buildings

- Are "good" buildings used to capacity? Could more than one school meet on the same premises?
- What level of building is essential?
- Are churches, mosques, or meeting halls available for use with portable equipment, or mobile teachers?
- To what extent might the homes, gardens and workshops of the community be used as teaching spaces?

4. Teaching Methods

- How might peer-group and collaborative learning methods be used?
- How are children best grouped - horizontally or otherwise?
- What useful new media are being developed, e.g. modules, work cards, self-instructional materials?
- What school-community links are being developed?

5. Materials and Curriculum

- How "local" are teaching materials and what might usefully be "borrowed" from other countries?
- How are materials distributed and teachers kept up-to-date?
- What are the links between the curriculum and pupils' experience and probable future?
- Which groups are able to contribute to the curriculum development process?

6. Administration

- Is schooling organized for delivery or for access?

- To what extent are parents and local leaders involved in school administration and support?

- Is the inspectorate sufficiently well-trained and numerous, and is it supported by advisers and co-ordinators?

- Do financial arrangements such as salary payments, orders and requisitions, work satisfactorily?

- Is there adequate machinery for gathering accurate statistical data?

- To what extent can additional school financing be raised by (local) taxation, levies or employers etc.?

7. Out-of-School Education

- Do any agencies successfully provide compensatory programmes for school-leavers, "drop-outs" or adult learners?

- Are employers encouraged to operate literacy and skill training schemes?

- To what extent are mass media and distance teaching used to promote out-of-school programmes?

- Once out of school, is it possible for pupils to return?

- Are groups of parents, employers and students ready to be mobilized to extend the school system?

In discussing these questions, seminar participants should be prepared to share their own experiences, seek means of co-operation and develop plans for continued mutual support.

REPORT OF THE SMALL COUNTRIES GROUP (Chaired by Mr S Prasad)

The group decided to concentrate on only four of the themes suggested by Mr Smith.

At the very out-set, the group expressed the view that it firmly believed in the implementation of programmes of universal primary education and that member countries of the Commonwealth should continue to take appropriate steps towards achieving universal primary education as soon as possible. The group was aware that in most smaller Commonwealth countries UPE had already been almost achieved. This was mainly due to the smaller size of their school population and the easier availability of necessary resources and manpower. However, there were still many areas within their UPE programmes where action was necessary to improve the quality of education. Members appreciated the problems that larger Commonwealth countries, especially India and Bangladesh, were facing within the implementation of this programme and agreed that because of the enormous size of these problems, it was necessary for them to accelerate the provision of conventional schooling and also look into other alternatives such as "out-of-school programmes".

The group recognized that many countries are economically handicapped because of illiteracy; it also recognized that primary education plays a more important general role in society than secondary and tertiary education.

Therefore the view was expressed that a small reduction in high school and university education expenditure should be considered so as greatly to expand the provision of primary education.

The fact that in a number of Commonwealth countries girls' education is lagging far behind that of boys' caused the group to discuss measures that might be taken to encourage girls' attendance and also the attendance of other under-represented groups. The need for adult education was felt to be urgently needed, not only in countries where school enrolment was low, but also in those countries in which UPE was already a reality. The group believed that it was because of certain prejudices, including cultural differences, customs and beliefs, that many parents were unwilling to send girls to school. In such countries, there was a need to launch suitable adult programmes to help parents to appreciate the need for education for their girls and appropriate steps need to be taken to get as many girls as possible enrolled in schools. To make such an adult education programme successful, it was necessary that as many educational agencies as possible be involved in the programme. Adequate publicity should be given through the various media in encouraging parents to respond to the need for UPE, especially in communities where parents are unwilling to send girls to school.

UPE cannot succeed only by enrolling all pupils. It must be made a practicable proposition. In this regard the group strongly felt that measures should be taken to reduce the costs of education to parents, especially poor parents. Financial assistance should be considered by:

(a) Providing exemption of tuition fees. Some countries have introduced fee-free education scheme in stages. There are also schemes such as full or part-remission of fees.

(b) Providing transport facilities, especially in inaccessible areas.

Other matters discussed and conclusions reached were as follows:

(a) Pupils

- Teachers should be made available to the children in remote places where there is no school and for this they might be given a special allowance. School holidays should be arranged according to the needs of the community particularly for children in rural areas.

- School meals may be arranged, particularly in areas where children suffer from malnutrition.

- There should be enough flexibility in the school timetable to allow lessons to be presented in as relevant a manner as possible.

- Where there is a shortage of accommodation, a shift system should be considered.

- There should be flexibility in the age of children entering and leaving school.

(b) Teachers

- People best qualified for the skills they actually have to perform should be employed as teachers.

- Teachers should all be trained, though all may not necessarily be trained in the same way.

- Auxiliary teachers should be recruited from persons who are likely to be dedicated to their work.

- Teacher training courses incorporating teaching skills might be introduced into the curriculum of Higher Secondary Schools to help solve the teacher shortage problem.

- In-service training should be made available for all teachers using the resources that are available within the school system. Regular in-service courses of appropriate duration should be organized to up-date teachers' knowledge and enable them to teach new curricula as they are developed.

- Staff in teachers' colleges should be involved in organizing in-service education.

- Teachers' Associations should be encouraged to organize in-service education for their members.

(c) Teaching Methods

- Peer-group methods may be applied to enable pupil teacher ratios to be improved.

- Horizontal grouping of children should be reviewed in order to adjust the unequal distribution of children in upper classes where drop-out occurs.

- New media, like modules and self-instructional materials should be developed.

- Meaningful school-community links should be encouraged.

- Teaching aids should be made by teachers, students and others using locally available low cost materials.

- Schools should be made available for community education when children are not in session.

(d) Administration

- For administration and support of the school, community involvement is necessary. For this to succeed, adult education is necessary for parents and others in the community.

- Parents should be offered adult education to enable them to give their children support in the things they are learning at school.

- Publicity should be arranged to make parents aware of what is going on in the school and also of their duties with regard to helping the school to fulfil its purpose.

REPORT OF THE LARGE COUNTRIES GROUP (Chaired by Dr P N Dave)

Before tackling the topics proposed by Mr Smith, the group engaged in preliminary discussion on what members envisaged by UPE and concluded that UPE should provide a minimum of five years education in which the following goals were pursued:

(a) To enable children

- to communicate effectively orally and in writing.

- to read with understanding written or printed material. the content of which is within their intellectual grasp.

- to carry out the basic kinds of calculation required in daily living.

(b) To help children to acquire such manipulative (psycho-motor) skills as are necessary for undertaking socially useful and productive work.

(c) To inculcate in children the attitudes and values needed to become good citizens.

In the light of these objectives, it was felt that the minimum age for entry to such a course of education was five years or over.

The group then examined briefly the seven topics suggested for discussion and reached the conclusions which are outlined below:

(a) Pupils

In order to encourage the enrolment and regular attendance of girls and under-represented groups, public enlightenment programmes should be conducted to make the parents of such children fully aware of the benefits of education. In addition, every attempt within the resources available should be made to reduce those factors that deter such children from attending school. For example, more female teachers might be recruited to teach girls, and mobile teachers, or vans, or residential facilities might be provided for those children who have too far to travel daily to school. Free schooling for at least five years and free school meals should be provided for poor children. Help with this aspect should be sought from the local community and from other Ministries concerned with health and social welfare. Where community activities require the participation of children from time to time, the timetable and school terms should be made flexible so that the school and the community are not in conflict.

(b) Teachers

- In general, the group felt that the minimum qualification for teaching should be ten years of education and two years of professional training. However, in crash programmes such as those necessitated by UPE policies, the requirements might be reduced to eight or nine years education with still two years of professional training.

- Incentives should be built into the training system. For example, training might be offered on an in-service basis using correspondence teaching, with opportunities for face to face teaching during vacations or weekends; or other incentives such as salary increments, promotion or diplomas, might be built into the programme.

- Community artisans should be utilized for teaching children those skills which will enable them to undertake socially useful and productive work.

(c) Buildings

- Shift systems should be considered if buildings are insufficient for the numbers of children. In any case the fullest utilization of the buildings should always be the aim. Where shift systems are used, the same teacher can teach for both shifts if the length of each shift is no longer than three hours. If the shifts are longer, two teams of teachers need to be used.

- School buildings should be designed to make use of as much local human and physical resources as possible. Thus every attempt should be made to use local building materials and community co-operation in the construction of schools.

- Suitable alternative places for children to learn should be sought if purpose built schools are not available. For example, churches, mosques, temples, community halls, homes, workshops and even gardens might be pressed into use.

(d) Teaching Methods

- A variety of teaching methods should be considered. For example peer group teaching or monitors can help to increase the number of pupils under the tuition of a single teacher. At the same time, teachers should be trained to operate more as facilitators of learning than as instructors and to use both formal and informal methods where appropriate.

- Where possible, some attempt should be made to introduce learning materials of a modular and self-instructional type.

(e) Materials and Curriculum

- Practising teachers, headteachers, teacher educators and inspectors should all be involved in curriculum development and the materials they develop for teaching the curriculum should allow for geographical and cultural variations that may exist within the country.

- The distribution of teaching materials is probably best organized on a centralized basis working through the administrative network to local areas.

- Where curriculum development is active, it is important to ensure that in-service training is given to the teachers so that they can adapt to it. Such training can be provided by distance teaching methods (radio, television, correspondence) or by face to face contact.

(f) Administration

- In education it is important to ensure effective administration both at local and ministry levels. At local level, encouragement can be given to local community leaders and parents to take greater responsibility for their schools. At government level, the inspectorate should be strengthened in quantity, and machinery should be established for the collection and retrieval of essential data.

- Where funding is inadequate, other sources of revenue may be explored such as taxation, parental contribution, voluntary local labour and materials.

- The whole of the school system should be organized to facilitate both access and delivery.

(g) Out of School Education

- The group expressed the view that not enough was being done at present in out of school education. Therefore more avenues should be explored to find ways in which non-formal education can be utilized to meet the needs of UPE. For example, national and voluntary agencies active in NFE should be used as much as possible. This may include those that are engaged in literacy and other skill training programmes or those concerned with drop-outs. Greater use of mass media might be made than at present.

- In non-formal education, it is important to encourage where possible the re-entry to the formal system of those students who wish to return.

Educational and administrative implications of UPE

PLENARY SESSION

Introducing his lead paper, Mr Khan stated that the objective of primary education is to impart to children the basic knowledge and attitudes required of an effective member of society. He reasoned that eight years are required to accomplish this. He advocated Universal Compulsory Primary Education rather than Universal Primary Education.

To minimize the difficulties in implementing UPE, Mr Khan suggested that preceding the implementation of UPE a massive campaign be waged in the media emphasizing the values of Primary Education, that social incentives be offered to disadvantaged groups especially girls in the form of free textbooks, school uniforms and school meals, and that the causes of drop-outs be identified and steps taken to remove the causes.

Mr Khan then proceeded to analyze the educational and administrative implications of UPE: Enrolment-projection, the creation of required facilities, the production and distribution of textbooks, the training of teachers and arrangements for proper administration and supervision.

The ensuing discussion focused on the following points: The cause and cure of "drop-outs"; the value of lady teachers; decentralization versus central supervision; the role of the headmaster.

CAUSES OF DROP-OUT

(a) Unfavourable Environment

If the school is attractive, and has playing fields, children will want to attend. If the school is unattractive, compulsory attendance is difficult to enforce. "The school environment must be congenial. Generally, rural schools are unattractive, there are no pictures or teaching equipment.

(b) Lessons Unattractive

With no maps, globes or other teaching apparatus, textbooks which may be irrelevant to the physical environment, and taught by teachers who have no empathy or training for handling such subjects, the interest of the pupils may flag.

(c) Economic Pressures

The main concern of poor villagers is their next meal. During the times of soil preparation, planting, weeding and harvest, every male in the family is required to work in the field. Girls are required to assist their mothers in food preparation and storage. It is difficult to spare the children even two hours daily to attend school. school.

(d) Over-crowding of Classes

Giving individual attention to students is impossible if this exceeds thirty per room, yet in the early grades, they may number double this number. In smaller schools where a teacher must handle more than one grade, he or she constantly is switching attention from one class to another. Children would much rather play outside or even work than pass their time undirected.

(e) Social Constraints

The onset of puberty is a frequent cause of female students' drop-out. The school may be a long distance from the home with no roads during monsoons. In some Muslim homes, fathers are opposed to their daughters attending school with boys. Because the girl has no long-term benefit to the family (becuase of early marriage) her parents can see no need for investing in her education, so she may never "drop in" to "drop out".

THE VALUE OF LADY TEACHERS

Children go to their mothers with problems rather than to their fathers. The mother tells the children stories and shows them affection. Thus it is reasoned that women teachers have greater empathy for smaller children than do male teachrs. In Meher Panchgram, where 50 percent of the teachers are women, there has not been a single girl drop out.

A survey currently is underway in Pakistan to check the effectiveness of female teachers.

It is assumed that no woman teacher will go to a remote area. Accommodation it is said, is not available or suitable for an "outside" woman. Tests are planned to discover if she would go if adequate facilities were made available for her to reside in a remote area with her parents.

Because of constraints upon women's education, female teachers may be unable to match qualifications with male applicants for positions. It is suggested therefore that, temporarily at least, the requirements be relaxed in favour of women teachers.

From tests conducted in India, no casual relations between the effectiveness of female versus male teachers have been determined.

THE ROLE OF THE HEADMASTER

One problem, especially in rural schools is absenteeism both by teachers and headmasters. The headmaster's presence is crucial, since he enforces on-the-spot discipline which is more effective than that provided by supervisors coming in from the outside. The latter are frequently so overloaded, they can give but scant attention to any one school.

DECENTRALIZATION

The effectiveness of decentralization versus central control was argued without reaching final conclusions. There are gradations in opinion as to who should pay the costs (Local Authority or National Authority), set teacher standards, supervise the school buildings, equipment, etc. Practice varies from country to country. Generally it was felt that control can be more effectively related to the situation as it is when carried out by local personnel rather than by officials in the capital city.

GROUP SESSIONS

Mr F Khan prepared the following topics for the groups to discuss:

1. Promotion of local support for, and community involvement in UPE.

   (a) What will be the nature and extent of such support?

   (b) What are the areas and modes of community participation?

2. Procurement, training and supervison of teachers.

   In countries where primary enrolment is below 80% level and drop-out is very high, UPE programme will require a large number of additional teachers to cope with the sudden on-rush of pupils. Such an emergency, it is apprehended, may bring in quality deterioration as most of the new teachers will be untrained.

3. Can we think of innovative measures for

   (a) Minimizing the number of teachers required?

   (b) Their training/orientation?

   (c) Effective supervision of their work?

4. Causes of drop-outs and measures for removing them.

   Is it desirable and feasible to enforce compulsory attendance of all children of the relevant age-group?

5. The need for revision of the existing primary curriculum.

   Is it possible to reduce the existing curriculum contents, especially for classes I & II? Is it desirable to give local bias to curriculum? If so, how?

REPORT OF THE SMALL COUNTRIES GROUP (Chaired by Mr D Leung)

Information on UPE in member countries, including the elements of compulsion, the provision for various categories of handicapped children and whether or not it is free was supplied by group members. It is heartening to learn that all five of the small countries viz. Fiji, Hong Kong, Solomon Islands, Tonga and Western Samoa have introduced UPE and that free-tuition is being practised

in Fiji, Hong Kong, Solomon Islands and Tonga; also that special education has not been ignored. As regards compulsory UPE, only Hong Kong and Tonga have been able to introduce it.

All five of the topics suggested by Mr Khan were discussed but not all at length. Comments and/or recommendations of the group are as follows:

(a) Promotion of Local Support for and Community Involvement in UPE

Local support and community involvement have been the key to UPE success in the small countries. It is felt that such support and involvement should not only come from the enthusiastic few in providing material help in the form of land, building and equipment, but also from the whole community in the provision of moral support by taking an active part in school functions e.g. open days, parent's evenings etc. Once the schools are accepted as part of the community, it is much easier to persuade parents to send their children to school. Promotion of friendship and understanding between the school authority, education officer at the district level and community leaders should go a long way towards bringing about a very high level of UPE, whether it is compulsory or not. Additionally, it is recommended that the operation of literacy classes should provide yet another avenue of UPE.

(b) Procurement, Training and Supervision of Teachers

In a number of countries, qualified teachers get better salaries than their fellow civil servants and this is an added attraction. As far as training is concerned, there have been attempts in some small countries to cut down the length of full-time training from two years to one in order to meet mushrooming pupil enrolments. Introduction of part-time evening training courses or day-release courses of not less than two years duration is worth considering. It is recommended that consideration be given to the possible inclusion of the basic elements of teacher training in the high school as part of its curriculum so that even if graduates should take up teaching appointmerts immediately after graduation, they will have already been equipped with the basic skills required of a teacher. Another possibility lies in the provision of an orientation training programme prior to the start of term for those who, though untrained are about to join the teaching profession. It is strongly felt that the latter two alternatives are not the best way to solve the problem of procurement unless supplemented by in-service training.

Supervision should be done at the grass-root level, namely by the headteacher. It is therefore absolutely necessary that the headteacher should be a trained teacher. To recognize his status and responsibility, he ought to be paid an allowance. It is expected that the headteacher will set a very good example in attendance and punctuality, in his attitude towards teaching and administration, in his dealing with the community and in his care and concern for children. It is further recommended that a tier structure of supervision should be considered in which the more experienced teachers should help the newer ones.

To tackle the problem of teacher absenteeism, it was felt that some forms of disciplinary measure should be introduced in order to bring about a deterent effect even though it is admitted that self-consciousness and a dutiful mind should be the eventual solution.

As regards minimizing the number of teachers, it is considered that if positive steps are taken as enumerated above, the problem will be solved.

(c) Causes of Drop-Outs and Measures for Removing them

The group identified six causes and suggested the following action for improving the situation in each case:

(i) Unfavourable family environments

This may have to do with broken marriage or poor living conditions. To tackle this problem, it was thought that teachers and the headteacher should visit the families concerned with a view to finding solutions. It was also suggested that the introduction of a school counselling service should be contemplated. Whether or not it is done through the voluntary agencies or the government is immaterial. Provision of study rooms for those who need them is desirable but these study rooms must be supervised.

(ii) Boredom

Children very often find school work boring. This may be the result of the teacher not doing his job properly or the curriculum not being suitable, or both. Failure to keep up with the class provides yet another possibility. This should be tackled by encouraging teachers to use modern teaching techniques, a more suitable and practical curriculum, and to give closer attention to individual pupils, especially those who are behind.

(iii) Economic pressure

The group recognized the gravity of this problem but could not offer any solution.

(iv) Overcrowding of classes

The introduction of a shift system may provide a solution for overcrowding. In some countries, this is already done but if the same teacher is to teach the various shifts in the same day, it is necessary to cut down the content of the curriculum so that the number of working hours of the teacher are not appreciably different from his counterparts who do not have to take more than one shift. It is recognized that if such a shift system is introduced to tackle the problem of shortage of teachers, the offer of a full curriculum is defintely out of the question hence it should not be accepted as a long-term solution.

(v) Special reasons

In some countries, parents pay particular emphasis to religion and do not wish their daughters taught by male teachers. In cases like this, it is hoped that more female teachers might be employed even though the entry requirements might have to be slightly relaxed. As for religious belief, it is up to the government to co-operate with religious bodies.

(vi) Migration

It is necessary that there is enough provision of places in the new housing estates and in the settlements. A system of reporting should be devised so that the headteacher of the last school attended can report on the pupil in question. Follow-up should be conducted to trace the whereabout of the pupil concerned with a view to persuading the parents to send the child back to school.

(d) Enforcement of Compulsory Education

The group felt very strongly that priority should be given to:

(i) Provision of enough places which are easily accessible to children.

(ii) A free education inclusive of free stationery and text books which must be made readily available.

(iii) Removal of social and economic pressures.

(iv) Special education for those who need it.

This done, consideration may then be given towards introducing the element of compulsion if finance is not the problem. The group was firmly convinced that it costs proportionately very much more to get the last 15 per cent into school than it does the first 85 per cent.

(e) Need for Revision of the Curriculum

The group acknowledged that it is important to revise the curriculum every now and then to ensure that it is practical, locally relevant and up-to-date. It was felt very strongly that participation by serving teachers and headteachers was very important in the revision and that very detailed guide-books should be prepared for use by the teachers when a new curriculum is introduced.

REPORT OF THE LARGE COUNTRIES GROUP (Chaired by Mr B L Tan)

The group examined the issues suggested by Mr Khan and what follows is a summary of the discussion.

(a) Promotion of Local Support and Community Involvement

The group defined the expression "local support" as "all resources mobilized by local bodies apart from the budgetry contributions from the government". An attempt was made to identify as many areas as possible where local support and community involvement could be promoted. These were identified as follows:

(i) Land

The donation of land for school building and use is a good example of local support and community involvement.

(ii) Building

It is recognized that although it is the responsibility of government to provide school buildings, it may be necessary in certain areas for the local community to render partial support in this respect. Reference was made to the Papua New Guinea experience where government creates the framework and the community completes the building.

(iii) Teachers

Salaries of teachers are regarded as the responsibility of government although it is conceded that in the initial stages there may be occasions when local support may be necessary. Community support providing adequate teacher accommodation, specially in remote areas, should be encouraged.

(iv) Pupils

Community support for UPE is necessary to ensure success. An information campaign can be mounted to reach the people through places of worship such as mosques, temples and churches. All available channels of mass media should be used. Day care centres can be set up locally to relieve young girls of the responsibility of having to take care of their younger brothers and sisters so that they can attend school. Reference was made to the Nigerian experience when co-operatives were set up to work farms, so that young boys of school-going age could be released for school.

(v) Teaching materials (including textbooks)

It was agreed that local support and community involvement is possible. An argument was put forward that learning and teaching materials prepared locally have specific relevance to the local environment; but a word of caution was sounded: Any materials produced should be in the form of supplementary support and steps should be taken to see that they conform to the aims of UPE as envisaged by the government concerned.

(vi) Supervision and evaluation

The group felt that there is a need for informal supervision by local people. Regular visits by members of Boards of Managers/Governors to identify problems and render assistance can be encouraged. Reference was made to the Nigerian experience of appointing school visitors.

(b) The Problem of Drop-outs

The group identified the following causes of drop-out:

(i) An unfavourable family envoronment which does not encourage school attendance.

(ii) An unattractive curriculum coupled with uninteresting teaching.

(iii) Economic pressure; instances of children having to earn rather than learn.

(iv) Overcrowding in Class 1 (year 1)

(v) Social inhibitions e.g. negative attitudes towards girls' education.

(vi) Induced drop-out such as where children have to move to another school in the middle of their primary school course.

(vii) Teacher behaviour and attitude such as unreasonable corporal punishment and physical violence.

(viii) Related to (iii) - Parents' view that learning provides no immediate return because it is irrelevant to their immediate economic situations.

The measures suggested for overcoming the drop-out problem included:

(i) The creation of an awareness among parents and adults of the importance of UPE.

(ii) The use of multi-pronged interdevelopmental agencies to launch measures to improve the quality of life of rural people. An integrated approach to the UPE problem can be adopted such as that in Meher Union, Bangladesh.

(iii) The non-formal approach of combining earning with learning.

(iv) A work orientated curriculum including the production of local crafts.

(v) With regard to overcrowding in Class 1 (year 1) a definite entry age should be introduced and enforced as early as possible.

(vi) The need for provision of more women teachers to help overcome the social inhibition towards girls' education.

(vii) An improved teacher - preparation programme can reduce the need for corporal punishment.

(c) Desirability and Feasibility of Enforcing Compulsory Attendance

Mention was made of the difficulties encountered by some countries regarding the enforcement of compulsory school attendance. It was suggested, therefore, that UPE is desirable wherever it is feasible.

(d) The Need for the Revision of Existing Primary Curricula

The group's opinion was that it may be necessary to review the primary school curriculum. The following matters should be considered when such a review is undertaken:

(i) The curriculum should be flexible and relevant, and should cater for the ability of the entire pupil population.

(ii) The curriculum should be in harmony with the national aims of UPE as laid down in agenda item 1.

(iii) A non-formal curriculum may be more appropriate for a large section of rural children.

Strategies for U P E and a consideration of alternatives

PLENARY SESSION

Mr R L Smith introduced the lead paper "Strategies for UPE and a Consideration of Alternatives" prepared by Mr Kisome, Director of Primary Education, Ministry of National Education, Tanzania who, because of illness was unable to be present.

The paper examined the revolutionary rather than evolutionary methods that have been used to introduce UPE based on the philosophy and practice of "Ujamaa". For example, a single integrated system was created to replace the previous racial one since Ujamaa stands for equality and respect for human dignity, the sharing of resources produced by co-operative efforts and work by everyone. The focus of Ujamaa is the development of man. To reduce a sense of dependence, Ujamaa holds that national development rests entirely upon Tanzanians themselves though there are a number of foreign agencies working in the country.

Originally, the population was scattered. The people were urged to live in organized villages. The emphasis was on "living together". This centralisation of the people also facilitated the provision of schools.

Tanzania assumes that adults hold the destiny of Africa in their hands, not just the young. Therefore, all efforts must be made to educate illiterate adults using all available methods, primarily the non-formal.

Adult illiterates make their impact now. The role of the children is in the future. To wait for development until all the population has passed through the schools would postpone the day too long. Therefore, a mode of education has to be devised which will take care of the productive population. Learning is viewed as intimately bound up with earning, both of which a person does all his life. Though there were over five million illiterates in 1971, six years later they have been reduced significantly.

In 1974, 80 per cent of the rural population lived in villages. The political party directed the Ministry of National Education to achieve UPE by 1977 rather than the original date set for twelve years later. Thus the Ministry perforce called upon the villagers to co-operate by constructing classrooms and teachers' quarters on a self-help basis. Shifts were instituted in classes I and II to meet the classroom shortage. Retired, but competent primary teachers, were employed on a temporary basis to meet the teacher shortage. Extension agents and para-medics taught subjects related to their professions. In 1965, 471,000 pupils were enrolled in the primary schools; in 1979 the number increased to 3,414,210, an achievement of 92.7 per cent. Provision was also made for handicapped children.

In teacher training it was found that different methods could be used with equally good results. "Distance Education" was employed in addition to conventional training techniques. The former consisted of correspondence education (in pedagogy, Kiswahili, and mathematics), tutorials, radio programmes and teaching practice. This method was but one-third as expensive as traditional teacher training in colleges. No difference in capability of

resultant teachers has been observed.

Curriculum revision has sought to make the curriculum relevant to the environment with which pupils are familiar and to incorporate practical skills, and values which are meaningful to them. Daily life features have been introduced to the curriculum freely so that education is linked to life. Thus the "town and gown-syndrome" has disappeared and the school and community has become integrated.

Mr Smith went on to say that the word "alternatives" as used in education means "to supplement, complement, or go alongside an existing programme". He then suggested some opposite concepts for consideration:

- School and non-school
- Evolution and revolution
- Centralised control and decentralised control
- Teaching and self-instruction
- Pilot innovations and mass scale campaigns of innovation.

The Tanzania Case Study illustrates the extent to which politics may influence the development of the educational system. President Nyerere has stated that educational objectives cannot be set until a people has decided what kind of society it wants. Tanzania has undertaken to create a society which is

- Self-reliant
- Socialised politically
- Controlled by a political structure that is decentralised
- Developing in a multi-faceted and well integrated manner
- Encouraging education for meeting present needs
- Developing formal and non-formal together
- Independent through self-help
- Learning and teaching all the time
- Community oriented
- Developing community schools as centres of production and appropriate alternatives to traditional primary schools.

The number of primary schools in Tanzania has increased greatly and much more rapidly than secondary education. A high level of political instruction is included in schooling. This results from the official view that at the first level, political education is <u>desirable</u>; at the secondary level it is <u>defensible</u>, but at the tertiary level it may be <u>demeaning</u>.

Returning to the paired concepts suggested as alternative strategies, the following comments were offered:

(a) Schooling may be seen as expensive, and creating dependency, yet it is still popular and often quite successful.

(b) Non-formal education may be more functional, produce quicker results and may be cheaper.

(c) Evolution is slow and expensive but encourages good planning.

(d) Revolution is dynamic but may be inefficient and wasteful.

(e) Centralisation control is easier to manage, but tends to break down, and create delays. However, it prevents duplication of efforts.

(f) Decentralisation control may suffer from lack of expertise at the local level and there is a danger of duplication. Strong community support is essential.

(g) Teaching is easier to control. It also presents a pattern that is familiar and provides employment. However, success in teaching seems to be more dependent on personality characteristics rather than learned skills.

(h) Self-instruction may be more creative but it is severely limiting if it trivialises knowledge. For success, it requires high levels of organisation.

Whichever strategy is chosen, a price has to be paid. Tanzania has chosen to develop the base of the educational pyramid at the cost of opportunities for secondary schooling, though there has been a recent move to add two years of vocationally based courses to the first level to cater for those unable to enter secondary schools. Additional prices that Tanzania is paying include problems of achieving quality in education and in obtaining the full support of parents.

Strategies always imply choices. Tanzania is offered as a case study so that seminar delegates may discuss strategies relevant to the achievement of UPE in their own countries.

GROUP SESSIONS

The following themes and questions were suggested for discussions:

Politics

In what ways can politics be used to develop pressure for UPE? (e.g. political socialisation of communities)

Alternatives

What aspects could be adopted in other countries of the Meher Union UPE? IMPACT or Tanzanian approach?

Aims

List appropriate, specific aims for UPE (e.g. how might national unity be achieved through UPE)?

Research

What research (other than statistical data gathering) do we need to strengthen our drive towards UPE? (e.g. Have we checked the level of difficulty of school text-books?) (three years ahead in Pakistan)

Language Policy

What implications for language policy does UPE carry in member countries?

Curriculum

Who controls and who contributes to curriculum making in member countries?

What specific strategies are being used or could be used?

Formal and Non-Formal

List specific ways in which the gap between formal and non-formal education can be bridged. Teachers facilities, media, certification etc. should be included in your discussion.

REPORT OF SMALL COUNTRIES GROUP (Chaired by Mr P Misiga)

The group discussed briefly the topics prepared by Mr Smith and made the following comments:

POLITICAL ASPECTS OF UPE:

Effective programmes of UPE require full government support; partial support leads only to partial success. Community support is also necessary but can be effected by political means.

MODELS OF ALTERNATIVE STRATEGIES

All aspects of a country's innovations may not be replicable elsewhere. The level of development and culture of a country must be considered when alternative approaches are to be copied.

The specific alternative of modularised instruction might be useful in supplementing "normal" teaching but in some countries a transfer to teaching by modules might prove expensive.

The use of retired, educated personnel as primary school teachers was recommended as a stop-gap measure by which colleges could produce appropriate numbers of new teachers.

AIMS OF UPE

UPE can be used to socialise the population and, as such, it can contribute to the achievement of national unity by providing a focus for teaching and other activities which reflect the cultural and national identity. The national flag flying above the school may be the most concrete focus for rural communities of a sense of national unity.

The achievement of functional literacy is another major aim of UPE programmes as also should be the instruction and training of children in the moral and religious values of the community.

RESEARCH

A constant check on textbooks is necessary, particularly to evaluate levels of difficulty and relevance to the environment. Books must be designed for the pupil, not the teacher, and need to be constantly updated.

Research should be carried out in each country aimed at discovering which teaching methods are most successful in improving the quality of classroom learning, for what is effective in one context and culture may not be effective in another.

There is need also for research to be conducted into the design and use of teaching aids and the development of instructional materials.

The extent and causes of truancy should be studied in each country so that appropriate action can be taken to overcome it.

LANGUAGE POLICY

Where universalization will draw in a number of dialects not well known, teachers who have these dialects as their mother tongue may have to be recruited.

Although it is wholly appropriate that a national language should be the eventual medium of instruction in schools, it should be the right of every child to begin learning in his mother tongue.

CURRICULUM

A well designed structure of subject panels and curriculum committees should be established on a permanent basis to develop and monitor curricula which are relevant to the children and enjoyable too. Educators of all levels, from the primary teacher to the academic specialist should be represented on these panels.

Although most parents are very conservative in what they want of the curriculum, there is a place for setting up a national forum at which parents, teachers, employers and all people with an interest in education can contribute discussion.

FORMAL AND NON-FORMAL

Non-formal education is probably best administered by a different body from the formal system.

Where accommodation and other resources are shared between formal school classes and non-formal groups, close supervision is necessary.

Certificates for non-formal students should be awards for specific courses and themes, not for general education.

EVALUATION

Levels of success in achieving the stated aims of UPE should be evaluated. So also should pupil achievement since these must be maintained or improved if UPE is to be successful.

Parents should be provided with appropriate information about their children's progess at school. This will go some way to helping them to evaluate UPE.

REPORT OF LARGE COUNTRIES GROUP (Chaired by Dr V McNamara)

The group re-ordered the discussion heads to link related topics, then drew up the following recommendations:

POLITICS

A firm political will is essential for successful implementation of UPE. To be firm it must be:

- Defined as clear aims
- Expressed as policy
- Conveyed vigorously and persuasively to all strata of the people in order to mobilise popular enthusiasm and gear all agencies into appropriate action.
- Backed by adequate, realistic and continuing budgetary support.

SPECIFIC AIMS

- These need to be expressed in as concrete terms as possible. e.g. to enable all children to read, write communicate etc.
- To help the child to acquire manipulative (psycho-motor) skills necessary for undertaking socially useful and productive work.
- To inculcate attitudes and values necessary to become a good citizen (e.g. create a sense of national loyalty essential to national integration. Note that this is political socialisation in terms of what, in the consensus of national leaders, are seen as desirable national values.
- In general, to provide a sound basis for unified national development.

LANGUAGE POLICY

Education is most meaningful where it commences in the mother tongue, However, where this is not possible, UPE should be given through a commonly used language.

CURRICULUM

The answer to the question "Who controls and who contributes to the curriculum?" varies from country to country, depending on factors that are sometimes intrinsic to the nation (e.g. diversity of language and cultures), sometimes built into the power structure (e.g. constitutional provision for curriculum to be controlled at Federal or State level.)

The following examples illustrate the state of curriculum development in member countries.

(a) Bangladesh

This is a single national state with a common culture and language. The Government sets the curriculum centrally through a Curriculum Committee of specialists. A Textbook Board writes, prints, publishes and distributes appropriate textbooks to support the curriculum. Teachers, headmasters, inspectors and teachers' college lecturers are not sufficiently involved in the determination of curriculum. This results in a lack of awareness of the intention of the textbooks and consequent failure to use them effectively.

(b) India

School curriculum for a ten year programme was developed by professional experts organized for the purpose by NCERT. Successive drafts were circulated widely throughout all states and to all interested bodies. The responses led to a progressive refinement of the curriculum to a point where it was presented to and adopted by a conference of State Ministers of Education. This "curriculum by consensus" has become the pattern for the development of state curricula.

(c) Papua New Guinea

The National Curriculum Unit comprises full-time professional curriculum experts in all subjects in all subject areas, supported by associated research, measurement, materials and audio-visual staff. These subject experts chair subject committees comprising teachers, inspectors, lecturers and others known for their leadership in the subject. General direction is given by the National Executive Council and the Minister through the Permanent Secretary. Periodically, committees of laymen, including provincial representatives meet for several weeks to advise on curriculum objectives and orientation.

Draft curricula and materials to meet these national directives are tested and submitted to the Secretary for approval, promulgation and implementation.

There is still considerable local and provincial dissatisfaction with curricula. Although curriculum is a concurrent function on which the National Government has the final say, the Minister for Education has introduced legislative amendments to place control of non-core subject areas (i.e. subjects other than English, Maths, Science and the national and international components of Social Studies) in the hands of the Provinces.

It is not certain that this will be sufficient to suit the extreme cultural heterogeneity of Papua New Guinea. One cannot rule out the possibility of further decentralisation e.g. of the core subjects, length of the curriculum, the school year, the school day, inspections, examinations, etc.

(d) Malaysia

Curriculum is a Federal responsibility. Materials are developed by the National Curriculum Development Centre under the direction of a high powered Curriculum Committee chaired by the Director General of Education and comprising directors of professional divisions of the Ministry Curriculum Committees formulating syllabuses comprise curriculum developers, inspectors, headteachers and teachers. State Curriculum Committees review curricula and propose modification to the Federal Committee.

A separate Curriculum Implementation Committee directs implementation through teacher trainers, inspectors, teachers and texbook publication. Implementation at the local level provides scope for presentation of the common curriculum content in ways that are relevant to the local environment of all pupils.

An interesting current development, not confined to Malaysia alone, is the study of how best to provide a moral education curriculum.

(e) Sri Lanka

Sri Lanka has a single national curriculum, initiated by a Curriculum Development Centre which works in close consultation with practising teachers. Attempts have been made to involve parents and laymen but it seems they prefer to leave the task to the professionals.

SUMMARY

Although national conditions impose a diversity of patterns of curriculum control, all countries seem to share certain basic trends:

- A central initiative, taken by professionals, but with appropriate political backing.

- A careful process of progressive refinement, requiring committees, series of drafts, trials and pilot projects, close consultation with practitioners and with those in

typical local situations.

- Provision of appropriate materials and training once the new curriculum has been adopted.

- Permanent machinery providing for a continual process of review, development and realisation through appropriate support materials.

- Some provision for local decision-making, at least at the level of adaptation and presentation.

BRIDGING THE FORMAL AND NON-FORMAL GAP

Whether there is a gap is a matter of definition. There is a gap if one accepts that non-formal education is decentralised to the level of the learner's interests, problems and concerns, and therefore is not a common curriculum leading to the award of a common certificate.

However, we are considering non-formal education in a very special context - as a supplement to formal education in achieving the common curricular goals of UPE.

To that extent, then, we are considering non-formal methods of achieving common primary curricular goals and, if desired, certification. An example is the Thai Programme for teaching basic skills to those out of school through regular radio lessons supplemented by special printed materials. While the goal (literacy) is that of the formal education system, the method is not.

Further, we can adopt the approach of non-formal educators in basing the initial learning goal on the everyday problems of the learner. For example, India's CAPE programme might start by helping a particular learner such as a restaurant handyman to solve the problems of his daily occupation though this may lead, if the student is interested, to a module on the basic mathematics of budgeting for meals.

In some countries there is clearly scope for a non-formal approach to supplement formal education in ensuring UPE by providing a basic education to those children and adults who cannot get to school or who have dropped out of the formal system.

One example of a "bridge" is the provision in CAPE for assessment of attainment of formal curriculum goals by those non-formal students who request it, so making possible movement from one form of education to the other.

ALTERNATIVES

The group felt that the alternatives examined had much to offer for expediting the achievement of UPE, particularly if on "all-or-nothing" approach was to be avoided.

For example, one country might not wish to emulate the untrained teacher element of the Meher-Project, yet see considerable value in supplying its concept of embodying the UPE drive, in at least some regions, in integrated development programmes where the main decisions are made by the people directly affected.

Elements of project IMPACT which might be suited to particular situations include:

- Individualised programmes, with their dependence on sophisticated centralised preparation and highly trained users.

- Extending the reach of trained teachers by the use of teacher aides, and senior pupils as monitors.

Further, the achievement of UPE may well be speeded up by the encouragement of a diverse range of programmes in difference parts of the nation, as demanded by local circumstances, or made possible by local leadership. Some of the more successful projects could then be used as models for replication in other parts of the country.

From this point of view, insistance on uniformity might be a hindrance to UPE rather than a help. On the other hand, care must be taken to ensure that local efforts are properly planned, supported with resources, and managed. The aim is a wider spread of effective learning not confusion or chaos.

EVALUATION AND RESEARCH

Both depend on the clear definition of objectives in precise, detailed measurable terms. Evaluation of the various aspects of a UPE programme is essential. These should include the evaluation of overall progress, progress in particular projects, and the attainment of particular pupil learning goals (in this case quite independently of pupil-grading and selection decisions and, hopefully, with considerably more validity and reliability than the average school exam.)

The most useful form of evaluation is continuous (rather than summative) commencing at the stage of project design and feeding back assessments of problems and progress throughout the life of the project-concluding, of course, with a better informed summative evaluation. Such a continuing evaluation sets emerging research tasks and provides guidelines for their implementation.

Such essential evaluation is best provided for by budgeting for the provision of suitable trained staff (including some for external evaluation, independent of those managing the project) at the stage of project design and in the presentation of financial estimates.

Commonwealth regional co-operation

PLENARY SESSION

In his paper Dr Haq highlighted the activities of the Commonwealth Secretariat.

The largest agency of the Secretariat is the Commonwealth Fund for Technical Co-operation (CFTC) which is a funding agency for Commonwealth co-operation and operates in three areas: General Technical Assistance, Education and Training, and Export Market Development. Through the General Technical Assistance Division experts and advisers have been recruited in a wide range of educational and technical fields. Inter alia, the Education and Training Programme funds seminars, workshop and conferences organised by the Education Division. The programme is extending its operations to cover primary level education and this present seminar is the first of its kind.

Co-operation also takes place through the Commonwealth Scholarship and Fellowship Programme (CSFP) which provides for overseas post-graduate studies and is being expanded.

One function of the Education Division is the collection and dissemination of information through reports and publications distributed to the Commonwealth Desk officers in member countries.

In reply to a question about follow-up of Regional Seminars, Dr Haq said that each seminar made its own recommendations for follow-up. Studies and reports were distributed and sometimes short and long courses were organised. Also each delegate was expected to publicise this seminar and try to implement its recommendations in his own country.

GROUP SESSIONS

REPORT OF THE ASIA GROUP (Chaired by Mrs C Malwenne)

The regional international organisations operating in Asia which participants noted had offered programmes relevant to UPE include:

1. The Co-operative for American Relief Everywhere (CARE) which has engaged in school building and school meals programme.

2. The Commonwealth Secretariat which through CFTC and the Education Division has funded advisers and field personnel and also organised the seminar on UPE.

3. The Overseas Development Administration (ODA) which offers such things as training programmes in micro-teaching, scholarships, fellowships, consultations and the supply of periodicals and books.

4. The Swedish International Development Agency (SIDA) which has supplied paper for non-formal education.

5. United Nations Organizations

(a) UNESCO which has offered consultancy services, fellowship and attachment programmes.

(b) UNFPA which has provided assistance with population education.

(c) UNICEF which has been involved with programmes of teacher training, school building, educational software, remedial education, education in rural areas and sanitation and drinking water.

6. The Bernard Van Leer Foundation which has provided assistance for compensatory education.

The group went on to discuss what projects they will like to see introduced to the region and these included the following:

(a) Setting up a "Recreation cum learning cum production centre for non-formal education".

(b) Providing school uniforms for underpriviledged children.

(c) Research on the following:

(i) teacher effectiveness

(ii) use of media

(iii) evaluation techniques

(iv) attitudinal change

(v) retention of literacy

(vi) cognitive development

(vii) cost benefit analysis of the innovative projects

(viii) teacher training

(ix) linkage between formal and non formal approaches to education

(x) setting up a system of distance teaching for training teachers in the numbers required for UPE

(d) Collecting and disseminating accurate information about UPE.

The group recommended that Commonwealth Secretariat should:

(a) arrange exchange programmes and study visits for personnel working in different aspects of UPE

(b) commission special studies on matters vital to the success of UPE

(c) report regularly on progress towards UPE in member countries

REPORT OF THE PACIFIC GROUP (Chaired by Mrs.L. Vaai)

The regional organizations active in the region in relation to UPE include:

1. Asian Development Bank (ADB) which has given assistance to member countries in planning.

2. Australian Development Assistance Bureau (ADAB) which has organized a number of workshops for teachers, assisted in curriculum development and helped with the production of school programmes.

3. South East Asia Ministers of Education Organization (SEAMEO) which launched through the INNOTECH centre in Manila the IMPACT project piloted in the Philippines and Indonesia.

4. South Pacific Commission (SPC) which has supported from its Headquarters in Noumea educational activities such as the production of teaching materials, in-service training for teachers in English, and the publication of educational texts such as readers and the Tate Oral English course.

5. University of the South Pacific (USP) which has sponsored administration courses for primary school inspectors.

Among the international bodies that have assisted in one way or another are:

1. Asia Pacific Educational Innovation Development (APEID) which has a number of programmes of some relevance to UPE.

2. The Commonwealth Secretariat which has organised meetings on the production of materials for learning and teaching, educational broadcasting, community education, and training courses in educational administration and supervision.

3. The Food and Agriculture Organization (FAO) which has carried out relief work and supplied foodstuffs following hurricanes.

4. The International Labour Organization (ILO) which has helped in the running of schools for the handicapped.

5. Lions and Rotary Clubs which have provided help in the form of scholarships for pupils.

6. United Nations Organizations such as UNDP, UNESCO, UNICEF which engage in a variety of programmes including the supply of milk for school children, health foods and educational projects.

7. Voluntary Agencies such as the World Council of Churches and national youth volunteer corps such as the Peace Corps and VSO, which provide staff and funds for educational work.

8. The World Health Organization (WHO) which has run health checks on children in primary schools and provided water supply and improved sanitation.

The group suggested additional projects that some of these organizations might undertake, and these include:

(a) Research into the statistics needed for programmes of UPE.

(b) Organization of crash courses of training for primary teachers by innovative methods and also the training of teachers for the handicapped.

(c) Setting up of regional workshops for such things as the production of low cost teaching materials and physical aids for handicapped children.

COMMONWEALTH CO-OPERATION IN AFRICA

PLENARY SESSION

My Okoro read his paper and commented on certain parts of it in the light of discussions at the Seminar. He underlined the tendency for progress towards UPE to be reduced by rapid increases in population, especially children under the age of 15, due to high birth rates.

The importance of governments expanding work opportunities for those graduating from primary education was emphasised as a factor to be taken into account in the provision of UPE in rural areas.

He went on to explain the dilemma which results from implementation of large-scale primary education: as coverage expands depth and quality are reduced. He said that the requirements of teachers and conditions for their training and employment need to be considered well before the scheme is implemented.

Drop-outs were reported to have far exceeded the numbers forecast. Mr Okoro cited one study on part of Nigeria which suggested that the smaller the community, the higher was the dropout rate.

Analysing arguments on the issue of the relevance of the curriculum, Mr Okoro stressed the need to establish a balance in the total school programme if occupational skills were to be included in the curriculum.

Adding to the list of problems, Mr Okoro stressed the importance of adequate data collection. He said that not only do government planners assume wrongly that they know the position when they have incomplete data, but also that they leave out two important kinds of data. These are data on the quality of education as a service to people and as a resource, and data on inequalities between and within cities, rural areas and remote rural areas. He criticised the collection of data geared to the provision of misleading national averages.

Turning to possible solutions to the problems he had mentioned, he proposed that action along the following lines could be fruitful:

(a) Inviting local contributions to educational costs.

(b) Learning linked with productive activities.

(c) Use of National Service personnel as teachers.

(d) Use of auxiliary teachers.

(e) Introduction of alternate year intake in sparsely settled areas.

LEAD PAPERS

Summary of country papers

BANGLADESH

General Information

(a) Government Policy on UPE

The attainment of Universal Primary Education (UPE) is the declared aim of the Government of the People's Republic of Bangladesh. Article 17 of the constitution has provided that:

> "The State shall adopt effective measures for the purpose of establishing a uniform mass oriented and universal system of education and extending free and compulsory education to all children of such stage as may be determined by law; relating education to the needs of society and producing properly trained and motivated citizens to serve these needs; and removing illiteracy within such time as may be determined by law."

The First Five Year Plan (1973-78) in one of its objectives stated that:

> "All citizens should have an inherent right to a minimum level of education and be able to receive it at any age convenient to them. An open educational system should, therefore, be developed which would widen the range of choices available to the learners and permit them to move both horizontally and vertically. All children must, however, be assured of basic formal education at least of the primary level."

The Bangladesh Education Commission of 1974 recommended that:

> "Grades 1 to 8 should be treated as primary stage and education upto grade 8 should be made universal; Education from Grade 1 to 5 should be made compulsory by 1980 and free and compulsory primary education upto grade 8 should be introduced by 1983."

The President's 19-point Programme of 1977 has also singled out eradication of illiteracy as a high-priority area.

The National Education Advisory Council in its report submitted to the Government in 1979 recommended for introduction of universal compulsory primary education upto grade 5 by 1983.

The latest document on guidelines for the Second Five-Year Plan (1980-85) has stated that:

"As universal literacy is basic to development, in particular to the rural development strategy outlined in the perspective plan paper, a determined effort should be made in the Second Five-Year Plan to attain substantial progress in this regard. Legal and institutional measures shall be introduced for the attainment of universal primary education by 1990, if not earlier. The strategy of universal primary education should include large-scale mobilisation of local resources including men and materials and emphasis on non-formal education for children as well as adults."

(b) The Existing Primary System

Formal primary schooling in Bangladesh extends over five years from grade 1 to 5. There are 36,661 government managed primary schools. There exist, however, 7,144 privately managed primary schools which are maintained by the local community from donations and subscriptions. No sooner does such a school receive registration than the community usually petitions the government to take it over. While education is free in the government managed primary schools, nominal fees are charged in the private schools. Teachers in government schools are government employees and their pay scale is comparable to other services of the Government with similar qualifications. Teachers in private primary schools particularly in rural areas are usually paid only a nominal salary.

The current total enrolment of primary schools is 8.32 million as against an estimated total primary school age population of 11.70 million, giving a ratio of 70%. Of the total enrolment, 5.11 million are boys and 3.21 million are girls. In other words, the enrolment ratio for boys is 61% but for girls is only 39%.

The distribution of enrolment among different grades is given below:

Grade	1.	2.	3.	4.	5.
Enrolment in millions	3.39	1.78	1.34	0.94	0.84

The dropout rate is very high. It is 47% from grade 1 to 2, 12% from grade 2 to 3, 12% from grade 3 to 4, 3% from grade 4 to 5 and an overall 75% from grade 1 to 5. Drop-out from grade 1 to 5 in respect of boys and girls separately is 77% and 72% respectively.

Currently, there is a total of 158,591 teachers in government managed primary schools of whom 127,679 are trained and 30,912 are untrained. There are 29,968 teachers in the privately managed primary schools most of whom are untrained. The minimum qualification for appointment as a primary school teacher is high school graduation (grade 10) and one-year training in a primary teacher institute. The present policy of the Government is to give preference to women in appointing teachers until the proportion of female teachers rises to 50%.

During the current fiscal year primary education has a share of Tk.811.48 million or 50.08% of a total of Tk. 1620.12 million recurrent government budget for education. Teachers' salaries take 72.5 per cent and administration takes a little over one per cent of the allocation.

In addition to the above, the primary education sub-sector has a share of Tk. 59.00 million or 13% of the Tk. 454.00 million development budget for education during the current financial year. Major components of development include the creation of physical facilities, provision of educational software, implementation of new curricula and training of teachers.

Primary schools follow national curricula and related syllabi in language, arithmetic, environmental studies, religion, physical education, English, arts and crafts, and music. The present curriculum is more relevant than that which existed till recently. A child in class 5 received a weekly instruction of 20 hours in formal classrooms.

The administration of education is conducted at two levels, viz. at policy level and executive level. While the Ministry of Education is responsible for policy formulation, execution and review of policies, the Directorate of Public Instruction is responsible for the administration of education.

Major Difficulties

The major difficulties that are being faced in the process of establishing universal primary education are as follows:

(a) resource constraint

(b) pupil drop-out

(c) teacher absenteeism

(d) maintaining regular pupil attendance at school

(e) inadequate statistical information on which to plan

(f) inadequate machinery for administration and supervision of primary schools.

Innovations

(a) Open Air School

An innovative programme entitled Muktangan School (Open Air School) was introduced by the Ministry of Education in collaboration with the Institute of Education and Research, Dacca University, in the year 1976. The objective of this scheme was to make education attractive to the children of primary schools through learning from their own environment. A curriculum was designed and the training of teachers was undertaken. The project was conducted for three months and 500 primary schools involving about 2500 teachers and more than 100,000 pupils participated in activities outside the classrooms according to a planned timetable. This programme created general interest among the pupils, teachers and members of the community.

(b) Meher Union UPE Project

The Ministry of Education also has a pilot scheme entitled "Universal Primary Education in Meher Union, Comilla" which is being implemented by the Bangladesh Association for Community Education.

Under this scheme, 22 feeder schools with a preschool grade and a first grade have been established around the existing eight primary schools of Meher Union. By agreement, the existing primary schools in the area did not accept grade 1 children. Instead, these children were admitted to the feeder schools. Results achieved so far have been very encouraging and the project is now being evaluated by a team of experts. Similar voluntary programmes have been started at Naldanga and Raozan.

The Future

The Government has an ambitious plan for introducing Universal Primary Education in phases during the Second Five Year Plan commencing July 1980. The basic objectives are to enrol 90 per cent of the age group and to reduce drop-outs to 20 per cent. This plan will include rationalising school building design, and facilities, maximising the use of existing facilities, providing free text books and uniforms to a certain percentage of children, strengthening the administrative and supervisory system, training teachers and encouraging the participation of local communities and local government.

FIJI

General Information

In Fiji 97.5% of children aged 6-11 are in school thus demonstrating that UPE has been achieved even though it is voluntary. The first six years of primary schooling is free. For other children there is a scheme for the remission of fees.

More than half the education budget (58%) is allocated to primary education. Of this, teachers salaries absorb 83.6%, administration 16.4% and teaching materials 0.004%. The low figure for teaching materials is explained by the fact that the cost of teaching materials, physical development and furniture are almost entirely met by non-government organisations administering schools.

Major Difficulties

(a) Teachers Salaries

The main problem is very high expenditure on teachers' salaries due to a Job Evaluation Agreement and, therefore, availability of less funds each year for educational services. Of the $24m estimated cost on primary education for 1979 the salary element of officers engaged in various aspects of primary education is likely to be:

(i)	Primary Teachers	$20m
(ii)	Primary Teacher Trainers	$.35m
(iii)	Curriculum Advisers	$.25m
(iv)	Administrators	$.4m

Teachers in primary schools system are civil servants and their salaries are fully paid by government. Of the 646 primary schools all but 17 are administered by non-government organisations. School organisations play a very prominent part in providing physical facilities and maintenance of

classrooms, teachers' quarters and equipment.

Primary rolls have now stablised. Numbers of newly trained teachers are being decreased.

(b) School Buildings

Many school buildings are of permanent nature built either in concrete or in wood and iron. School committees apply for government subsidy to replace old classrooms but because the amount available each year is grossly inadequate only a few schools receive subsidy each year. As most of Fiji schools are in rural areas, school committees have to provide teachers' quarters so that government teachers can be posted to those schools. They often find this a big financial burden. Funds at their disposal are first utilised towards erection of classrooms and provision of school materials and furniture. Teachers' quarters, therefore, have to wait until school committees are able to raise additional funds with the result that many teachers in rural areas have to live in unsuitable quarters. The Ministry of Education takes special care to post teachers to their home districts, if they so desire, to minimise the problem of housing.

(c) The Supply and Retention of Trained Teachers

Fiji has made steady progress in recent years. In 1979, of the 4,000 teachers teaching in primary schools, 140 were untrained. Of these 90 have been selected to be trained as civil servant teachers. About 40 were teaching as relievers mainly relieving women teachers on maternity leave in rural schools and about 10 were employed to teach communal languages. As from the beginning of 1980 school year all but 10 untrained teachers will be replaced by teachers' college graduates. The primary school roll has stabalised for the present and Fiji already has the necessary number of trained teachers to maintain a teacher pupil ratio of 1:30. The need in future for the teachers' colleges will be to provide facilities for more in-service courses to improve the quality of primary education. There is no problem in retaining services of trained teachers. Fewer teachers are resigning and there are at present local trained teachers who wish to be re-employed.

(d) Teacher Absenteeism

This is not a problem. Public Service regulations are applicable to teachers and serious cases of absenteeism are rare. At times a small number of teachers may be stranded in urban centres due to bad weather or unavailability of inter-island ships to transport them to island schools.

(e) Maintaining Regular Pupil Attendance at School

Again, there is no real difficulty in this area except for drop-outs (mainly in the seventh and eighth year) as given below.

(f) Pupil Drop-Out

Wastage during the 8-year primary course continues to be a problem as is indicated by the figures below:

Class	Roll	Class	Roll	No	%
1967 Class 1	17,010	1974 Class 8	14,029	2981	17.5%
1968 Class 1	18,024	1975 Class 8	14,809	3215	17.8%
1969 Class 1	17,327	1976 Class 8	14,528	2799	16.2%
1970 Class 1	17,955	1977 Class 8	14,747	3208	17.8%
1971 Class 1	18,441	1978 Class 8	14,646	3795	20.6%

(g) Developing an Appropriate Curriculum

This was one of the major recommendations of the 1969 Education Commission. During the last eight years or so, marked improvements have been effected in curriculum development and advisory services, not only in the primary schools, but also in the secondary, technical and vocational areas. The Ministry of Education continues to face problems in getting adequate number of officers to implement the new curricula and to provide adequate advisory services, especially in the more remote areas. There is also the problem of inadequate funds and housing, the latter necessary for more decentralisation.

(h) Providing Adequate Learning and Teaching Resources for the Pupils and their Teachers

This is a major financial problem. As mentioned elsewhere in this paper, teaching materials urgently needed in schools to implement new curricula are inadequate because of lack of funds. School committees often have to give financial priorities to physical development of schools. Therefore, school teachers and parents have to raise funds themselves to meet routine costs.

Parents have to purchase most of the texts and school materials for their children. Any learning and teaching resources that primary teachers have are their own. Few do much for their own professional development which is mostly provided for through government run in-service courses.

(i) Administration

There is a need to further strengthen the District Education Advisory staff so that there is a better liaison between educational administrators, school committees and parents.

(j) Providing Suitable Opportunities for School Leavers

This is a growing problem and each year more and more school leavers find themselves without employment. The Ministry continues to introduce practical subjects in secondary schools so that school leavers can learn simple trades. The Ministry's "multicraft" programme is being received quite favourably.

(k) Integrating Education with the Community

Often there are criticisms from some quarters that education in Fiji is still very much based on British lines and that there is a need for more local orientation. This is probably so. However, any changes that need to be made have to be made very cautiously. As stated above there has been a significant development in making the school curricula more relevant to Fiji's needs and more and more emphasis continues to be placed on the need. There is a definite move for more cross cultural programmes for our schools with a view to integrating more the various ethnic groups into one nation.

(l) Statistical Information

This is not a problem. Regular statistics are provided by the Bureau of Statistics to the educational planners and officers of the Central Planning Office.

Innovations

(a) Introduction of Fee-Free Education

Fee-Free education for primary schools was introduced in 1973 in stages with all class 1 pupils coming into the scheme in the first year; class 1 and 2 in the second year and so on until all children in classes 1 to 6 were brought into the scheme by the beginning of 1978.

(b) Partnership between Government and School Organisations

The abolition of payment of salary contributions for civil servant teachers by school committees was an important development. Over ten years ago government undertook to pay full salaries of all primary teachers. This has enabled parents and school committees to use their financial resources in providing other needs thus helping to get school age children into schools. Government policy is to continue sharing education costs to parents.

(c) School Transport Subsidy

A small amount is made available each year to needy island schools for water transport. Punts and engines are issued by government to subsidise costs.

(d) More Relevant Curriculum

A more meaningful approach to learning and teaching. Children are highly motivated.

HONG KONG

General Information

(a) The Education System

The education system in Hong Kong is structured as follows:

(a)	pre-primary	(3 to 5 year old)
(b)	primary	(6 to 11 year old)
(c)	secondary	(12 to 18 year old)
(d)	tertiary	

(b) Government Policy on Universal Primary Education

In 1965, a White Paper was published in which it was stated that the government's policy was to provide primary school places for all at low fees. 1970/71 was set as the target date for universal primary education. Free places for 20% of those enrolled in primary schools were available to families with financial difficulties and a textbook and stationery grant was introduced for each free-place holder.

Immigration on a large scale required the government to make primary school places available at an accelerated pace. One of the methods employed was to operate two schools in the same school premises in separate shifts - one in the morning and the other in the afternoon, each with its own Head and teaching staff. Thus, the normal capacity of

each school premises was doubled.

In September 1971 after having provided a place for every child in the 6-11 age group, free primary education became possible and was followed by legislation making primary education compulsory. The Director of Education was given the power to order parents to send their primary age children to school if it appeared to him that parents were withholding their children from attendance without reasonable cause.

Socio-economic factors made the enforcement of compulsory education difficult. In some families, where incomes were low, both parents often worked. This sometimes meant that an elder sister or brother had to stay at home to look after younger siblings or were required to go out to work to supplement the family income. However, with a steady improvement in the economic situation of Hong Kong and an increased awareness by parents of the importance of education the incidence of such cases has declined. The fishing or floating population however created special difficulties with enforcement. When the fishing fleet went out to sea, entire families were involved in deep-sea fishing which meant many days or even weeks before the fleet returned. Attendance at school for the children of such families was therefore irregular to say the least. However, the Agriculture and Fisheries Department has used teachers employed in the Fish Marketing Organisation's schools to visit boat families and explain the importance of regular attendance at school for their children. These efforts proved quite successful. Now it is not uncommon for such children to lodge with relatives or friends ashore.

(c) Achievements Towards UPE

The number of children not now attending schools is negligible as the following statistics show:

Age-group	1973	1974	1975	1976	1977	1978
6-11	13,800	12,300	12,400	7,200	4,700	
(% of total 6-11 population)	(2.3%)	(2.1%)	(2.2%)	(1.4%)	(0.9%)	Negligible

The figures also show that the effective enforcement of universal primary education is a gradual one. However, legislation by itself does not explain why there are high enrolments at the primary education level in Hong Kong. Possible reasons include:

(i) Chinese Tradition

Most Chinese regard the education of their children to be of prime importance and are prepared to make enormous sacrifices to achieve the best for them.

(ii) Improved Economic Situation

The average financial position of a great many families has improved so that they are less dependent on income derived from sending their children out to work.

(iii) Reduction in Number of Late Entries to School

More and more pupils in the correct age-range attend school. This has boosted the attendance percentages.

(iv) Greater Chance of Entry to Secondary Schools

In 1974 the government announced its intention to provide a junior secondary school education for all in the 12-14 age-group. In 1978, junior secondary education was made free. These measures have had an impact at the primary level in reducing the drop-out rate because more children now complete the 6-year primary school course and proceed to secondary school.

(d) How UPE is Provided

UPE is provided through formal schooling. In remote rural areas or in outlying islands, small schools ranging from one to four classrooms suffice. The policy is that no primary school child should walk more than 0.4 km to school and wherever possible this is reflected in primary school provision.

Educational television programmes are transmitted on every weekday. They follow closely the syllabuses used in schools. However, they serve only to supplement the regular school course. These programmes are viewed during school hours, under the guidance of teachers.

(e) Expenditure on Primary Education

The total education budget is approximately HK$2,200 million of which 38% or HK$854 million is allocated to primary education. This percentage will diminish as universal compulsory junior secondary education is implemented.

The apportionment of costs for primary education is approximately as follows:

(i) Teacher salaries	96.6%
(ii) School administration	1.9%
(iii) Other capital expenditures (such as repairs, replenishment of furniture and equipment, building of new schools and additional facilities)	1.4%
(iv) Teaching material	0.1%
	100.0%

Major Difficulties

(a) Examination Pressures

Before the introduction of universal junior secondary education in 1978, the examination held at the end of the primary course for entry

to the secondary school created great pressures upon students. Secondary school places were allocated in accordance with the results of the public examination. The examination, known as the Secondary School Entrance Examination, involved students sitting tests in English, Chinese and mathematics. Many schools concentrated on these three subjects at the expense of other subjects in the school curriculum. With the implementation of universal junior secondary education the SSEE has been replaced by a Secondary School Places Allocation system whereby pupils are assigned places in secondary schools as close to their choice as possible on the basis of an aptitude test and internal school assessments in Primary 5 and Primary 6.

(b) The Size of Classes

The number of pupils permitted in a primary class is 45 and at present the teacher/class ratio is 1.1 to 1. This means that many teachers are working under considerable pressure and almost certainly this leads to a reduction in the amount of individual attention pupils receive. These problems are being examined and it is recognised that any improvements will have financial implications and therefore must compete with other priorities.

(c) Population Size and Population Movements

Hong Kong with a land area of only 1052 sq km and a population of about 4.9 million is one of the most densely populated territories in the world. The rapid growth in population in the post war period largely through immigration led to a primary school building programme on a very large scale. The very high population densities which have built up in the urban areas resulted in a decision to develop new towns in the outlying, predominantly rural areas of the territory. This in turn has implied the construction of further schools to match the population movement and has resulted in the phenomenon of the under-utilised primary school building in the older urban districts. Many of these under-utilised schools have been converted for other educational uses, some to secondary schools to meet recent secondary expansion targets.

(d) Unqualified Teachers in Private Schools

All teachers in government and subvented primary schools are qualified. The majority of those teaching in the small number of private primary schools schools, however, are not qualified. In-service courses of training are run to help improve the qualifications of such teachers and these are well attended.

Innovations

Major qualitative improvements in the last decade in the field of primary education have been the introduction of the activity approach in teaching and the full scale use of educational television. The recent fall in numbers in the primary age group has in itself meant a reduction in class sizes. A new and improved estate primary school design has been adopted and this will be used for future primary schools to be built in the new towns and new urban estates.

INDIA

General Information

(a) Government Policy on Universal Primary Education

Article 45 of the Constitution enjoins upon States to provide free and compulsory education for all children until they reach the age of 14 years. The country has been working towards the achievement of this goal although it has yet to be reached.

Primary education is free in all States and Union Territories. It is also free at the middle stage in all States except for boys in two States, namely Orissa and Uttar Pradesh.

Since the reasons for non-enrolment and non-attendance are socio-economic, programmes of non-formal part-time education are being introduced on a massive scale, based on innovative and experimental programmes already under way. Under this non-formal channel, schooling facilities of about two hours daily are to be provided suiting the needs and convenience of out-of-school children and on the basis of condensed and graded courses.

(b) Enrolment at the Primary Stage Classes I-V

The normal age-range for children at the primary stage of education is 6-11. The constitutional goal comprises classes I-VIII for the age-group 6-14, the higher stage being denoted as 'middle'. The composite stage of primary and middle is usually called 'elementary'.

Although the normal age-range at the primary stage is 6-11, there is quite a good proportion of children below the age of 6 and above the age of 11. It is estimated that 22 per cent of the total enrolment at the primary stage consists of under-age and over-age children.

	Boys		Girls		Total	
1950-51	13.77	(60.6)	5.38	(24.8	19.15	(43.1)
1955-56	17.53	(68.3)	7.64	(31.0)	25.17	(50.0)
1960-61	23.59	(82.5)	11.40	(41.4)	34.99	(62.4)
1965-66	31.18	(93.1)	17.74	(56.5)	48.91	(76.7)
1970-71	35.74	(95.0)	21.30	(60.5)	57.04	(78.6)
1973-74	39.39	(100.1)	24.54	(66.4)	63.93	(83.8)
1977-78	43.19	(99.3)[2]	26.95	(65.4)[2]	70.14	(82.8)[2]

N.B. : 1. The figures in parenthesis indicate the percentage enrolment of the age-group population.

2. Enrolment percentage figures for 1977-78 are based on the revised population projections of the Registrar General of India.

(c) Expenditure on Primary Education

The total budgeted expenditure on education for all the States/Union Territories during 1977-78 was Rs 23,138.2 million. The expenditure on elementary education was about 44.4 per cent of the total educational budget.

The most up-to-date figures for expenditure on primary education relate to the year 1975-76 when the position was as follows:

	Rs	Percentage of the Total Expenditure
Salaries of teachers	4205.40 million	94.22
Salaries of other staff	107.78 "	2.41
Equipment and other appliances	47.30 "	1.06
Other items	103.06 "	2.31
Total	4463.54 million	100

Major Difficulties

(a) School Buildings

One of the main reasons that have been impeding primary education has been the dearth of durable school buildings. According to the Third All India Survey (December 31 1973, the position of primary school buildings has been as under:

Types of Buildings	Primary
Pucca	239,921
Partly Pucca	42,499
Kutchcha	100,274
Thatched Huts	41,887
Tents	1,106
Open Space	27,707
Not Reported	2,335
Total	455,729

From these figures, it can be seen that out of 455,729 primary schools, 215,808 (or 47.3 per cent of the total schools) were without any proper school buildings. The main reason for this state is the constraint of resources. Construction of primary school buildings has received the least priority under the plans. Several ways are being explored to remedy the situation in the foreseeable future. The plans of 22 States for the current plan period have proposed the construction of a total of 510,876 classrooms.

(b) Teachers

The total estimated number of teachers during 1977-78 in the primary schools has been:

Men	1,028,454
Women	326,006
Total	1,354,460

The proportion of trained teachers is below 50 per cent in 4 States/Union Territories, the lowest being 35 per cent in Nagaland. The proportion of trained teachers is between 50 per cent and 80 per cent in 6 States/Union Territories the lowest 52.1 per cent being in West Bengal. The proportion of trained teachers ranges between 82 per cent and 100 per cent in the remaining States, the highest proportions being in the States of Himachal Pradesh (100 per cent), Haryana (99.93 per cent) Punjab (99.95 per cent) Dadra and Nagar Haveli (99.5 per cent) and Chandigarh (99.4 per cent).

Particular difficulty has been experienced in the case of teachers in one-teacher schools. If, for some reason or the other, the teacher has to take leave, the work of the school comes to a stop. Under the current plan, the States are devising ways and means of improving the situation through a phased programme of converting one-teacher schools into two-teacher schools and the starting of school complexes.

(c) Drop-Outs

The major problem that has been plaguing the elementary education system of the country relates to the high rate of drop-outs. For every 100 children that enter class I, 60 drop out at the end of primary stage (class V) and 75 drop out by the end of middle stage i.e. class VIII. This high proportion of drop-outs has remained almost unchanged during the post independence period and the problem has become intractable. Various measures are being adopted to combat this problem, the most important among which are:

(i) Provision of non-formal part-time education for 16 million additional children and for drop-out children out of the target of 32 million additional children by 1982-83.

(ii) Provision of multi-point entry into the formal channel for children undergoing non-formal education, at any point.

(iii) A system of monitoring of attendance in primary and middle

schools, under which block-level education officers are to submit every quarter attendance returns in respect of all the schools in the block direct to the centre for computerisation and immediate feed back to the educational authorities in the States, particularly at the block level for remedial measures.

(iv) Decentralisation of curriculum according to the needs and life situations of children in diverse geographical, cultural and socio-economic areas of the country.

(v) Doing away with annual promotional examination at least in the primary stage with periodical evaluation and testing to maintain standards.

(vi) Devolution of administrative powers for elementary education down to the block or district level.

(vii) Suitable programmes of community education and the use of mass media like radio, film and television (where available).

(viii) Large-scale intensive programmes like the provision of free books and stationery, free uniforms, attendance scholarships and school feeding programmes for children of the poorer sections of the community.

(d) Curriculum

Efforts directed towards the reform of curriculum in the formal schools are being made on the basis of the recommendations of the Review Committee on the Curriculum for the 10-year School (1977) popularly known as the Ishwarbhai Patel Committee. The main features of the reform relates to the introduction of socially useful productive work and social services in all stages of school education including the primary stage. The objectives of socially useful productive work are to acquaint children with the world of work and services to the community and develop in them a desire to be useful members of the society and contribute their best towards the common good. At the primary stage, 20 per cent of the total time would be devoted to the socially useful productive work besides 20 per cent each to language, mathematics, environmental studies and games and recreative activities.

The main thrust, however, relates, as indicated above, to the decentralisation of curriculum according to the needs and life situations of children. The details of this programme, so far implemented on an innovative and experimental basis, are given below under Innovations.

(e) Administration

The Working Group on Universalisation of Elementary Education that prepared the strategy for achieving the goal of universalisation within a time-frame of not more than ten years identified that three-fourths of the non-enrolled children are in nine educationally backward States, namely, Andhra Pradesh, Assam, Bihar, Jammu and Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal. Elementary education administration, in accordance with the strategy of the Working Group needs to be strengthened and decentralised with devolution of administrative powers to the lower levels, namely, district and block, especially in these nine States. Towards this end, a special study of elementary

education administration has been taken up with Central funding. In respect of three States, the final reports are available, while the reports in the case of the remaining six States are in the process of being finalised.

(f) Community Education

As indicated above, it is a part of the present strategy to strengthen the community education programmes so that they contribute towards the success of the Programme of Universalisation. In the situation of India, community needs to be educated and convinced of the utility of education to their children.

(g) Statistical Information

The Programme of Universalisation needs the support of most up-to-date statistical data. The last educational survey that was conducted in the country was the Third All India Educational Survey with 31 December 1973 as the reference date. The Fourth All India Educational Survey has been undertaken in the country, with Central funding, with 30 September 1978 as the reference date, to collect, on the basis of a crash programme, most up-to-date data relating particularly to all aspects of the programme of Universalisation, namely, habitations that remain to be provided with schools, block-level mapping for the location of new schools with easy accessibility, the number and composition of the children remaining out of schools, the present condition of the services being offered and physical facilities provided by the schools and the like. The All-India report as well as the State reports are likely to be available by the end of March 1980.

Innovations

(a) Community Oriental Education

To achieve the target of additional 32 million children by 1982-83 (16 million through formal schools and 16 million through non-formal channels) at the elementary stage a special scheme of "Experimental Projects for Non-formal Education for Children of 9-14 age group for Universalisation of Elementary Education" has been taken up for implementation with central support in the nine educationally backward States. The models of non-formal education under this programme may vary from State to State, according to the target-groups and objective situations. But the main feature relates to providing the primary and middle school curricula through condensed and/or graded courses so that the children with part-time schooling of a couple of hours daily can achieve the same standard as in the formal channel. Care thus is taken to ensure that the children undergoing the non-formal channel can join the formal schools through multi-point entry at any time they desire. This model has been suggested to all the States on the basis of the successful experimentation made in the State of Madhya Pradesh where the primary curriculum of 5 years is offered under 18 graded units within 2 years. Since self-study is of special importance under the non-formal channel, the children above the age of nine will be benefited through non-formal channel.

This innovative programme as well as other innovative programmes are directed especially towards girls who constitute two-thirds of the non-enrolled children and children from weaker sections of the community

like scheduled castes, scheduled tribes, agricultural landless labourers and urban slum-dwellers.

National Council of Educational Research and Training (NCERT), under another innovative programme, has initiated a nationwide non-formal education programme to provide education to the children belonging to the poorer sections of the society in the age-group of 6-14. About 200 non-formal education centres have been established by the four Regional Colleges of Education and 19 Field Offices scattered around the country. Instructional materials in the form of primers (language) and curriculum sets covering other subjects have been developed using local specifics and involving local administrators, teacher-educators and teachers. Training materials, teachers' guides/manuals and audio-visual materials also have been developed.

In addition to the above, The Department of School Education (NCERT) undertook five innovative projects on experimental basis as indicated below:

(i) Bhumiadhar Centre covering hill people - largely scheduled castes people - in Uttar Pradesh;

(ii) Bariapur Centre covering the lowest among the scheduled castes in Bihar;

(iii) Bengali Centre covering poorer sections of a rural community in Uttar Pradesh;

(iv) Mankodi Centre covering tribal groups in Chhota Udaipur, Distt. Gujarat;

(v) Kilokari Centre covering an urban slum in Delhi.

The important innovative feature has been that the programmes were developed in response to needs which were identified through intensive community contacts.

(b) UNICEF Assisted Projects

Four UNICEF projects are worthy of note:

(i) Science Education Programme

(ii) Primary Education Curriculum Renewal

(iii) Development Activities in Community Education and Participation

(iv) Childrens' Media Laboratory

The innovative features of these projects are as follows:

(i) The total curriculum, i.e. structure, content and methodology are directed towards the child in the community and environment.

(ii) The formal and non-formal systems complement each other, so as to meet the basic educational needs of all children within the primary education age-group.

(iii) The process of curriculum development has been decentralised

and the supervisor, the teacher-educator, the teacher and the community are all involved in the process at the State level as well as the block level through the local resource centres.

In the pilot phase from 1975, Project 2 was implemented in 30 schools selected mainly from tribal, rural, hilly and urban slum areas in each of 15 States and Union Territories. From 1979 the project is being expanded to 100 more schools and initiated in the remaining States and Union Territories. During the same period, Project 3 was tried out in the two selected communities of each of 15 States and is now being expanded to some more additional centres.

The experience gained in implementing the above-mentioned projects, has been exploited in developing a project named Comprehensive Access to Primary Education (CAPE) as an extension of these projects. This project focuses its attention on the out-of-school children, particularly the ones belonging to disadvantaged sections of the society.

KIRIBATI

General Information

The basic primary school course in Kiribati is of six years duration (classes 1-6) spanning the age range 6-11 years. In class 6 all pupils sit the Common Entrance Examination. Those who are successful enter academic secondary schools at the end of class 6 to follow a 5-year course to Cambridge Overseas School Certificate Examination. Other pupils either continue at primary school for a further three years to class 9 or, on islands where pilot project community high schools have been established, follow a 3-year non-selective practically and rurally oriented programme at a community high school. Apart from five small primary schools operated by churches, all primary education in the country is financed and operated by Government. All government primary schools and community high schools are day schools but the academic secondary schools are boarding institutions.

Except in Urban Tarawa, Banaba and the Line Islands, class 1-6 pupils attending government schools enjoy free education. A modest fee is charged for class 1-6 pupils in Urban Tarawa, Banaba and the Line Islands, at community high schools, and at academic secondary schools. Attendance at school is not compulsory in Kiribati.

In the years 1977, 1978 and 1979 school enrolment rates amongst children aged 6-11 years have exceeded 99 per cent while the enrolment rate amongst children aged 12-14 years in 1979 was 85 per cent.

Average annual attendance rates in primary schools in the last three years have been in excess of 92 per cent.

It will be seen from the facts above that in terms of enrolment and attendance Kiribati can claim to have universal basic primary education amongst children aged 6-11 years.

With regard to finance it is difficult to be precise about funds appropriated purely for primary education since the apportionment of certain general votes to the various areas of education can be only approximated. However, in 1979 the percentage of the total national recurrent budget appropriated for education was 16.71 per cent, and the percentage of the education budget appropriated

directly for primary education was 36.37 per cent approximately. Of all funds appropriated for primary education 80.36 per cent was committed to the payment of teachers while 9.94 per cent was committed to the purchase of teaching materials. The remaining 9.69 per cent was appropriated to meet general administrative costs, cost of maintaining school buildings, cost of transporting teachers, office expenses and electricity charges etc.

Major Difficulties

(a) Quality of Education

The figures reported in section 1 of this paper show clearly that, in terms of numbers, Kiribati has already achieved Universal Primary Education for children in the age range 6-11 years while considerable progress has been made towards the provision of universal education for children aged 12-14 years. However, the provision of UPE cannot be judged simply in terms of numbers. The quality of education provided must be considered too. It is in this area that doubts must be expressed about the Kiribati primary school system.

(b) Teachers

It has not been possible to train teachers at a rate which could match the expansion of school enrolments and so the situation at present is that 27 per cent of all primary school teachers are completely untrained, while a further 47 per cent have not had full training. Fortunately, primary school enrolments have stabilised at present, and the teacher training programme has been accelerated so that by 1982 it is planned to have all classes taught by teachers who have received at least one year of teacher training. However, even with the expanded teacher training programme now in operation it is not expected that it will be possible to provide a fully trained teacher in every classroom until the mid 1980s.

(c) Resource Materials

There is an acute shortage of resource materials in the schools particularly in composite class situations. At present more than 60 per cent of all primary school classes in Kiribati are composite classes in which one teacher is expected to teach several grades. Without adequate resource materials at their disposal the teachers of these classes are faced with a task which is difficult, perhaps even impossible.

(d) Repetition

The teacher shortage and the lack of resource materials is made more acute by heavy repeating of classes within the primary school system. Of all primary school children, 6.5 per cent in 1979 were repeating the grade completed in 1978.

(e) Small Islands

Because the Kiribati population is dispersed over 22 widely separated islands many of which are themselves made up of many small islets, and because mechanised transport is non-existent on many of them, many small schools with composite classes have evolved. With universal primary education and the possible introduction of compulsory primary education in mind Government has not actively discouraged the development of such

schools even though it is recognised that without adequate materials and staff the smaller schools are unlikely to be efficient. Boarding primary education as an alternative has been rejected and improvements to transport and communications are developing slowly. Meanwhile, the Government is concentrating its efforts on the improvement of the quality of the teaching force while seeking overseas aid to improve the resources available to the teachers.

(f) Curriculum

There is a further dimension to the problem of providing universal primary education; that is the question of what is to be taught. This subject matter may be quite different under UPE conditions than it would be under a selective feeder system. There is a need in Kiribati to completely review the curriculum to make it more relevant to the Kiribati situation. The Government is committed to this action and a small curriculum development unit has been established at the Tarawa Teachers College but progress is still too slow.

(g) Drop-Outs

Drop-outs are insignificant during the 6-year basic primary course but are higher amongst pupils who continue to classes 7, 8 and 9 in the primary schools where average annual wastage rates can be as high as 30 per cent. It is hoped that the provision of a more relevant type of education at local community high schools will reduce this problem. An evaluation of the four pilot project community high schools established in 1977 will be carried out during 1980. The four schools appear to have made a promising start.

(h) Employment Expectations

The shortage of employment opportunities for school leavers is a serious problem which cannot easily be overcome. Unfortunately, the educational system is often blamed unfairly because school leavers are unable to find paid employment, and attitudes arising from such beliefs can exert considerable influence upon the future direction of curriculum development.

UNIVERSAL PRIMARY EDUCATION IN KIRIBATI

FACT SHEET

1.	Total population of Kiribati at census 12.12.78	56,213
2.	Est. population aged 6-19 yrs at 1.3.79	20,666
	Est. population aged 6-11 yrs at 1.3.79	9,111
	Est. population aged 12-14 yrs at 1.3.79	4,807
	Est. population aged 15-19 yrs at 1.3.79	6,748
3.	No of children aged 6-11 yrs enrolled at school 1.3.79	9,090
	No of children aged 12-14 yrs enrolled at school 1.3.79	4,083
4.	Percentage of children aged 6-11 yrs enrolled at school 1.3.79	99.77%

	Percentage of children aged 12-14 yrs enrolled at school 1.3.79	84.94%
5.	Total roll class 1-6 at 1.3.79	10,450
	Total roll class 7-9/F1-3 at 1.3.79	4,163
6.	No of primary school pupils repeating classes at 1.3.79	856
	Percentage of primary school pupils repeating classes at 1.3.79	6.5%
7.	Average attendance in primary school classes Term 1 1979	91.7%
8.	Number of government primary schools at 1.3.79	87
	Roll at government primary schools at 1.3.79	12,896
	Number of private primary schools at 1.3.79	5
	Roll at private primary schools at 1.3.79	296
9.	Total number of primary school teachers at post in government schools 1.3.79	415
	Total number of fully trained primary school teachers at post in government schools 1.3.79	104
	Total number of inadequately trained primary school teachers at post in government schools 1.3.79	197
	Total number of untrained primary school teachers at post in government schools 1.3.79	114
10.	Ratio of teachers to pupils in government primary schools at 1.3.79	1:31.07
	Ratio of trained teachers to pupils in government primary schools at 1.3.79	1:42.84
	Ratio of male to female teachers in government primary schools at 1.3.79	51.57:48.43
	Average class size in government primary schools at 1.3.79	31.4
11.	Approximate percentage of all classes which were composite classes at 1.3.79	61%
12.	The observed crude wastage rate for trained teachers 1978-79	5.2%
13.	Percentage of National Recurrent Budget appropriated for education in 1979	16.71%
14.	Percentage of Education Recurrent Budget appropriated directly for primary education in 1979	36.37% approx.
15.	Percentage of Primary Education Appropriation in 1979 earmarked a) for teachers' salaries	80.36% approx.
	b) for teaching materials	9.94% approx.
	c) for administration, transport of teachers, maintenance of buildings, electricity	9.69% approx.

16.	Mean recurrent cost per pupil in primary school in 1979	$A66.28 approx.
	Mean cost per pupil of teachers salaries in 1979	$A53.27 approx.
	Mean cost per pupil of teaching materials in 1979	$A 6.60 approx
	Mean cost per pupil of other primary education expenditure in 1979	$A 6.42 approx.

MALAYSIA

General Information

Based on statistics of the current year 1979, the status of Universal Primary Education in Malaysia is quite satisfactory. Current enrolment at the primary level throughout the country is 93 per cent, well above the set level of 85 per cent. The normal age range of children at primary schools is from 6 plus to 11 plus years. Attendance at primary schools is both voluntary and free of charge. The importance placed on primary education at the national level is evidenced by the big percentage of budget allocated to primary education, i.e. 38 per cent of the total education budget. Of this budget for primary education, 96 per cent is spent on teachers' salaries, 3 per cent on teaching materials, and 1 per cent on administration.

Major Difficulties

Various divisions within the Ministry of Education, including the Schools' Division, Curriculum Development Centre, Federal Inspectorate of Schools, and Teacher Training are concentrating their efforts to improve the quality of education offered in schools, in particular to make the education programmes more meaningful and relevant to the individual child, the community and the nation.

(a) Equalizing Opportunities of Education for all Groups of Children

All children, irrespective of their home background and socio-economic status, should have equal opportunities for education. Better facilities for education are to be found in urban areas, less so in rural areas, thus those children from urban areas have a comparatively "better" quality of education. Those from rural areas who have limited access to good education are children from the lower socio-economic status. There are also pockets of children from the lower socio-economic status in urban areas, and they tend to be those of families who migrated from rural areas and stay in crowded areas either in or around the cities. This group of children go to schools which have poorer facilities than those attended by their urban peers who come from well-to-do families.

Thus, although each child has a place in the school system, the quality of education he receives varies.

(b) Developing the Individual Child

All children in the primary schools sit for common examinations at the end of the third and fifth year of school. The examination at the end of the third year (in Standard 3) is diagnostic in nature and is school-based, i.e. administration and grading are done in the school.

The Standard 5 examination is an achievement test and is graded at the central level. Both examinations are administered as instruments to assist teachers and the Ministry of Education to improve teaching and learning in the primary schools.

Although there have been efforts to reduce class size, particularly at the primary level, enrolment of children in schools has increased over the years. Many classes in primary schools are big, ranging from 45-50 children. This has limited the teacher's attempts to individualise instruction, forcing him to some extent to gear his teaching towards the average child.

Also, because for 20 years the educational system has concentrated on providing manpower for national economic programmes and given much stress to science and technical subjects, the arts and particularly social studies have been neglected.

There is now therefore, more provision for programmes towards developing the child as a total individual, with the aim of developing his potential and talents to the maximum so that he will be able to make a more meaningful contribution to society as a patriotic, cultured, and productive individual. This implies more stress on social studies and language arts.

Innovations

Current programmes which aim to make primary education more meaningful and relevant to the child take into account the child's socio-economic status, cultural differences, availability of "better" schools and teachers, and his opportunity for employment.

The focus of many of these programmes is on the group of children who come from the lower socio-economic groups whether they come from the rural or urban areas. The children in this target group, by virtue of their economic status, imply some deficiency in diet and nutrition, limited language use and development, limited social experiences and interactions, and thus they are not adequately prepared to participate in normal school activities. Underlying these programmes is a project to strengthen the mastery of the three basic skills skills of reading, writing and arithmetic. Other projects include the following:

(a) Remedial and Compensatory Education

(b) School Health and Supplementary Feeding Programme

(c) Integrated Teacher Training Programme

Conclusions

Education cannot ensure national unity and good citizenship by itself. Other formal and informal institutions within society play a big role.

Also, even though enrolment in primary schools is high, there are a number of children who complete six years of primary education and do not proceed to secondary schools although there may be places for them. For such a child primary education is terminal and it is important that it should have provided him with enough mastery of literacy and numeracy skills to function fully in the economic and social environment he finds himself in as an adult. Further

studies into the rate of retention of basic skills as well as projects to strengthen the mastery of these skills, and revision of the upper primary school curriculum to cater for this group of children will be among the projects which will be the focus of attention in Malaysia in the next decade.

PAPUA NEW GUINEA

General Information

The national average for primary enrolment is 58 per cent, though in some provinces 100 per cent has been achieved. UPE is not compulsory and children can receive their six years of primary education paying only a national fee for books of £1.00 and a maximum of £12.00 for tuition.

The education budget allocates 43 per cent of its total to primary education. Of this, 92.3 per cent is spent on teachers' salaries, 4.5 per cent on administration and 3.2 per cent on teaching materials.

Major Difficulties

(a) Teachers Salaries

The precedent set in the years of Australian Administration, with large numbers of well-paid Australian teachers in primary schools, has set a model of high remuneration in public employment. This is reflected in the fact that the beginning teacher's salary is equivalent to £1,600 per year. This imposes a major financial limitation on the rate of expansion possible.

(b) Enrolment and Retention

A UNESCO/World Bank Planning Mission currently paying visits to Papua New Guinea has identified a "plateau phenomenom" in primary level enrolments which, despite investments in expansion, have remained of the order of 58 per cent of the population over the past four to five years. This appears to be due to growing wastage rates (as few as 50 per cent of community school entrants completing Sixth Grade in one province). In part, this is a consequence of national policies of equalization. As expansion was re-directed from the developed coastal areas to the undeveloped highlands areas, coastal intakes dropped (as a proportion of population) while highlands intakes rose sharply. However retention, particularly of girls, has proved a major problem in a region to which formal educational institutions are so new. Between 1960 and 1979, though total enrolments tripled, the proportion of girls dropped from 40 per cent in 1960 to 35 per cent in 1973, only returning to 40 per cent this year.

If the number of girls enrolled in Grade 1 was equal to the number of boys, and if there were no wastage between Grades 1 and 6, then the proportion of the school age population enrolled in the present schools would be 81 per cent (as opposed to the present 58 per cent).

It is hoped to overcome these problems through:

(i) Greater attention to the quality of the community school programme. Wastage may well be in part due to shortcomings in the

attractiveness of the curriculum as presented in classrooms. It is proposed to improve the quality of the primary teaching programme through improvements in the quantity and quality of teaching materials and in the in-service training of teachers. However, given the budget limitations indicated above, there is some question as to whether sufficient funds will be available for these purposes in most provinces.

(ii) Development of Provincial Educational Planning - Now that powers and the resources to develop community education are provincial, lack of capacity to plan and administer community school development are becoming painfully obvious. Projects are under consideration to create/strengthen educational planning and administrative resources in selected disadvantaged provinces. There is likely to be a corresponding strengthening of the national capacity to analyse the special problems of individual provinces, then assist selectively.

(c) Language of Instruction

Papua New Guinea has an exceptionally difficult education problem in its unique degree of cultural heterogeneity. There are some 700 languages, the largest embracing no more than 7 per cent of the population and most being much smaller. Due to inequalities in the past and present provision of education, the availability of teachers is not proportionate to the distribution of languages. The National Government has firmly rejected proposals to commence teaching in the vernacular and all children are taught in English from the date they commence school. The National Government is currently proposing legislative amendments to meet strong provincial pressures to develop programmes to instruct in vernacular where necessary and possible - but only in the "non-core" subjects (i.e. excluding English, mathematics, science and the national and international components of social studies).

There can be little doubt that inability to use the vernacular where necessary, and particularly to commence education in the language of the home, intensifies the problems of making the curriculum relevant, with obvious implications for retention.

(d) School Community Alienation

Despite the conversion of primary schools to community schools, with corresponding changes to the curriculum, there remain real problems of school-community integration, particularly in the disadvantaged provinces, where most expansion is now taking place. The novelty of formal schooling, the reliance on "foreign" teachers (i.e. from a different language group) and a foreign language, the lack of adequately developed adult/non-formal education programmes, all pose serious problems of school-community relations.

(e) The "School Leaver" Problem

Although Papua New Guinea takes one-third of community school leavers on to high school, parents compare this unfavourably with the situation 15 years ago, when, with a new school system preparing for independence, demand was so high that two-thirds of primary school leavers went on to high school (and most of those went on after high school to salaried employment). Thus few parents yet regard community school education as terminal, and many community school leavers consider

themselves to be failures, being psychologically unready to contribute to village life.

Innovations

(a) Cognitive Development (Mathematics)

A long-term research project into cognitive development in relation to Papua New Guinea's enormously varied cultural traditions was initiated some ten years ago. This programme is steadily building up a substantial pool of knowledge concerning the differential curricular approaches that will have to be adopted throughout Papua New Guinea for effective teaching of such subjects as mathematics (taking account of the particular traditional cognitive categories of the local culture).

(b) Training of Provincial Educational Planners, School Inspectors and Headmasters

Substantial efforts are being made to provide these key executives with on-the-spot in-service training, closely related to current day-to-day problems, in order to develop their capacity to improve the planning and supervision of primary education.

(c) Teachers Resource Centres

Model centres are being established as a basis for provincially based curriculum development and the local in-service training of teachers.

(d) Model Community Schools

One model school (in addition to the normal demonstration school) is being established in association with each teachers' college to set desirable patterns for closer relationships between the school and the local community.

(e) Retraining of Primary Teachers

All teachers are trained but a substantial part of the teaching force consists of teachers given only one year of training after education to Grade 7 level. A large in-service college has been established at Port Moresby and conducts retraining programmes, part-time and in the field, in the college and on the job, to uplift the general education and pedogogical development of these teachers. Teachers out of classes undergoing full-time training on full salary, at any one time amount to approximately 2.8 per cent of the force of serving teachers. During the year approximately 8.5 per cent of the teaching force attend 3-month courses, with a further 6.8 per cent attending summer vacation courses at universities and teachers' colleges.

SINGAPORE

General Information

Primary education in Singapore begins at the age of six and extends over a period of six years. Singapore has long achieved Universal Primary Education (UPE) with 98 per cent of primary school aged children enrolled in schools. The normal age range for children in primary schools is 6 plus to 11 plus. UPE in Singapore is voluntary and free for children of citizens. It is provided by schooling. About one third of the total Government educational budget is currently allocated to primary education. Over 75 per cent of the money allocated to primary education is spent on teachers' salaries.

Major Difficulties

Singapore is a city country with a land area of about 620 square kilometres. There are no problems in transport and dissemination of information. However, there is always the problem of the availability of suitable land for new dchools. In the 1960s, the problem of admitting children into primary schools was acute. It was due to the rapid growth of the Singapore population and the following factors:

(a) uneven distribution of population;

(b) unavailability of school sites in densely populated areas;

(c) preference for certain schools, such as those of old boys or with church connections.

The Ministry of Education built schools at the average rate of one school a month between 1960 and 1967. As a result there are now sufficient primary school places for every child of school-going age, provided that the present double-session system is maintained. The majority of the schools operate two sessions, five days a week, with Saturdays kept aside for extra-curricular activities. With the declining birth rates, the primary pupil enrolment has been decreasing over the years. There are plans to convert certain two-session schools into one-session schools and at the same time to offer pre-primary education to all 5 plus children.

At the end of primary education, pupils sit for a public examination. Only when they pass are they given a place in a secondary school. In the past, about 40 per cent of candidates did not pass the examination and 30 per cent of the Primary 1 cohort left school without being admitted to secondary school. With the implementation of the Revised Primary Education System proposed by the Education Study Team led by Dr. Goh Keng Swee, the Deputy Prime Minister and Minister of Education, the drop-out rate is expected to drop to 20 per cent. In the new system, there will be streaming of pupils, and pupils of different capabilities can learn and progress at their own pace.

Singapore is a multi-racial and multi-lingual society. Parents may choose for their children any of the four official languages -Malay, Chinese, Tamil and English - as the main medium of instruction. All pupils are required to study two official languages with English as either the first or second language. The teaching hours for the first language are more than those for the second language. The percentage of primary pupils taking English as their first language has been increasing over the years. This not only aggravates the shortage of English medium teachers but also gives rise to excess non-English medium teachers. The Ministry of Education has adopted a two-pronged plan to solve the problem: one is to recruit as many competent English language teachers as possible, including

expatriates and the other is to send the excess non-English medium teachers to be retrained to teach in the English medium.

SOLOMON ISLANDS

General Information

Until the end of 1974 primary education was largely in the hands of the churches, assisted by Government grants, with the Government participating directly in the secondary, technical and teacher education levels and also in the field of higher education. At the end of 1974, after the Department of Education had, with the introduction of ministerial Government, been superceded by a Ministry of Education and Cultural Affairs, the three main churches in the Solomons withdrew from the field of primary education, and an Education Board was established in each of the eight local council areas. Educational control has devolved into the hands of school committees/management boards co-ordinated at District level by District Education Boards and by a National Education Board at the national level.

In 1975, 29,774 children were enrolled at 344 primary schools and six secondary schools. Children are encouraged to begin the six year primary course at age 6 or 7, proceeding to Standard 6, the end of the primary course. At the end of the sixth year a competitive selection test is held for entrance to secondary education. The top 8 per cent progress to an academic education at a national secondary school while another 12 per cent move to a provincial secondary school for a part academic and part practical training for two years. Secondary schooling is closely related to manpower requirements and the need to localise key sectors of the economy. Technical education is available at the Honiara Technical Institute which provides courses relating to lower and middle management requirements and covering a variety of skills. The Solomon Islands Teachers' College provides a three year teacher training course and short in-service courses for all grades of teachers. Solomon Islanders go overseas for other high education. Government expenditure on education in 1975 was $A1,720,885.

Following a report by an Educational Review Policy Committee (1973) the Government produced a White Paper on education policy in 1974. This was approved in final form in 1975 and now forms the basis of the Government's educational policy for the period 1975-1979. The policy provides for over $A3 million to be spent on education annually by 1980, for children to receive six years of primary education, and for all children to have the opportunity to attend school by 1983. Emphasis is also placed on curriculum development, the responsibility of the teacher training college and special curriculum committees, and the development of a community 'self-help' philosophy at all educational levels.

Primary education is voluntary. The schools are non-boarding. Therefore the system suffers from the problems of a day school situation, e.g. irregular attendance. A few do not turn up at all after some months at school.

The buildings are built and maintained by the community on self-help philosophy. Some communities are working extremely well.

The national board system is non-fee paying. The community is responsible for building and maintaining teachers' houses and classrooms. The Boards, through Ministry of Education and Training are responsible for teachers' salaries and equipment. A school can be closed if the premises are not constructed or maintained (e.g. Education Act 1978 Section 16 (ii)).

On 1 January 1975 education become free for standars 1-3 in the national system. On 1 January 1976 this was extended to standards 4-6 and the national system become free.

In 1975 (that was when the national system came into existance) the recurrent budget for the Ministry of Education and Cultural Affairs was $A1,577,000. That was 17.5 per cent of the whole Government recurrent budget. In 1979 the recurrent budget for the Ministry of Education and Training is $SI 3,160,000 but this is only 15.6 per cent of the Government recurrent budget.

Of the $SI 3,160,000 given to the Ministry of Education and Training in 1979 $SI 1,332,600 has gone to primary education. This is 42.17 per cent. Teaching materials gets $SI 150,000 or 4.75 per cent, teachers' salaries gets $SI 1,180,000 or 37.34 per cent and administration 0.08 per cent.

Enrolment varies in the eight provinces that comprise the Solomon Islands. The national average is 60 per cent and the official teacher-pupil ratio is 1:33. Because of population increases, it is calculated that an additional 104 teachers must be trained between now and 1985 to retain this ratio with a continuing 60 per cent enrolment. Any improvements on this will require a further increase in the number of trained teachers.

Major Difficulties

(a) Finance

Education is a consuming service and a small island country such as this cannot afford to invest large sums of money in a non-productive service. The core question is, can the country improve the education system in the face of rising costs if 100 per cent enrolment is decided on, together with maintaining other Government services? The indications are that a regulated growth in line with availability of finance is now the line of action to be taken.

(b) Trained Teacher Supply

Any expansion in primary education can only be a real expansion if there are trained teachers available. Employment of untrained teachers for expansion costs more in real terms than the cost of trained teachers. At present 30 per cent of our teachers are not trained.

In the next development plan (1980-1984) we are expanding our teacher training intake to 100 a year. At present the intake is 60.

(c) Supervisory/Advisory Staff

Once the training is completed the teachers are posted to village schools in the island provinces. These men and women ought to be regularly visited to sample the quality of teaching done and to break the feeling of professional isolation that can easily develop because the country is made up of many scattered island communities.

The visits can only be said to be effective if what is observed is acted on appropriately - praise and encouragement for the good work done and "remedial" short/long courses whichever are needed, for those that needed them. This is what our men in the field are trying to do rather than merely function as desk administrators. What is needed is an advisor/supervisor/consultant kind of a person.

(d) Materials

No system can function well without a regular supply of effective, attractive and interesting teaching materials. Costs of materials are rising and whatever material is there has to be well looked after. The system does suffer very largely on the maintenance/care side of materials. If proper care is given to basic materials (e.g. instructional readers) then other additional teaching materials could be bought for use.

Innovations

(a) Teacher Training (2+1/Scheme)

In order to increase the number of trained teachers for primary classes and instead of employing a very high percentage of untrained teachers, the 2+1 scheme was initiated in 1977. In this scheme the pre-service students do 2 years at the Teachers College and one year's teaching attachment in a school where they are fully responsible for a class as a probationary teacher.

Built into this scheme is a course for upgrading untrained teachers to be part-trained. To do this the second year College students are attached to selected schools in the second term. This enables the upgraders to attend a full term's course at the College on full pay. The course is made up of two residential courses and supervised field teaching.

(b) Cultural Classes

When the present education policy (1975-79) came into being it moved all primary schooling to the villages so that the children were not isolated from communities socially and culturally. However it was found that the village elders possessed a wealth of cultural skills and information that could benefit the children. The question was how to pass this on to the children.

Since 1976 cultural funds from the Australian Government, for the preservation of culture, have been given. This makes it possible to "employ" elders from the villages to "teach" one culture lesson per week to each of the classes. Towards the end of the year the children are brought together to a central place for a cultural festival (e.g. dancing, singing, drama and display of artifacts).

(c) Standard 6 - Third Term Programmes

In the third term the standard 6 children are required "to make school skills more relevant to village life". Thus the children are not required to attend formal classroom work but at times to be involved in outside activities that offer economic, cultural and social experience.

Conclusion

Universal Primary Education is a stated national aim. Its attainment is regulated by limited finance that has alternative uses. To expand Universal

Primary Education a balance must be maintained between quantity and quality. Consumption has to be maintained at an acceptable rate or the country may find it impossible to give basic education to all children.

SRI LANKA

General Information

The Constitution of the Democratic Socialist Republic of Sri Lanka declares, "the complete eradication of illiteracy and the assurance to all persons of the right to universal and equal access to education at all levels" as one of the objectives.

UPE is not enforced by law. There is widespread consciousness and respect for learning, and schooling therefore is voluntary.

A proper climate for Universal Primary Education has been created in Sri Lanka and UPE has achieved an 85 per cent level of enrolment. In 1978 it was 90 per cent for kindergarten to grade 5.

Education is free from kindergarten to university in Sri Lanka. UPE is provided mainly by schooling. Due to the structure and organisation of the school system and administration it is difficult to specify separate allocations for primary education.

Major Difficulties

Maintaining regular pupil attendance in school and pupil drop-out are two problems encountered specially in some of the rural schools in difficult areas and schools in urban slum areas. Economic and social factors and the inability to catch up with school learning and lack of relevance of school curricula have been stated as factors in a few such case studies.

Developing an appropriate curriculum with emphasis on the needs of the children and the country was long overdue. The primary education programme was planned in the 1970's in response to this delayed need. An activity-oriented child-centred curriculum with an integrated approach has been introduced to each successive grade, beginning with grade I in 1974. The pivotal points for the integrated approach spring from the new environmental study syllabus which is based on eleven themes. The thematic approach has made local variations and adaptations possible.

The provision of adequate learning and teaching resources for the pupils and their teachers has been a constant problem. This has been partly met by the use of locally available physical and human resources. Separate allocations for the first time have been made to regional offices for provision of equipment to needy schools. A tool kit has been given to small rural schools under the Small Schools Programme. Teacher's guides indicating lines on which instructional material could be prepared have been produced. Workshops for the production of instructional materials are part of the primary education in-service sessions.

The non-formal education programme is mainly for school leavers. Though it is not specifically geared towards primary level school leavers they can share the benefits of the programme, once they attain 14 years of age.

Integrating education with the community has been attempted in several ways. Parents' day, sports meets, school trips, school fairs and sramadana campaigns are some of the events that invite the involvement of the community.

An illustrated pamphlet describing the objectives of primary education has been distributed to parents of all new entrants in 1978. A book on children of 0-11 years of age has been published. The Small Schools Programme is initiating a scheme for school farms on a pilot basis with the involvement of the community.

The recent decision of the Government to issue free school text-books to all school children is a forward step in maintaining UPE in Sri Lanka.

Innovations

(a) The Primary Education Programme

Main features of the Primary Education Programme are the following:

(i) Child centred and activity based approach

(ii) Integration and thematic approach

(iii) Use of local resources

(iv) Flexible time scheduling

(v) Supportive material

(vi) Extensive in-service education

(b) The Initiation of a Pre-Grade I Class at the Primary Level

Children have been for the most part passive recipients of learning, the teacher being the most active agent in the classroom. An activity oriented approach had to be introduced in keeping with the developmental needs of children. This approach was partly facilitated by the insights gained into children and their thinking through Child Development Studies carried out by the Primary Education Committee of the Curriculum Development Centre with local children. New and alternate ways of teaching language and mathematics had to be thought out so that learning could be freed from drudgery and meaningless repetition. Learning difficulties had to be diagnosed and attended to.

An integrated approach to learning and teaching was planned as teaching of disjointed units and concepts was too common in the primary school. Ways of integrating within subjects and across subject areas were planned and communicated to teachers.

The thematic approach in the Environmental Study syllabus facilitates integration as well as flexibility in its implementation in different localities. The eleven themes provide opportunities for the observation and appreciation of the physical environment as well as understanding the social and cultural life of the country. Science for the primary school children has been introduced for the first time in Sri Lanka. The learning of science concepts skills and attitudes through first hand experience is woven into the themes.

The creative activity syllabus spells out innumerable ways of using a wide range of locally available scrap material. Locally made play equipment such as swings and step-ladders are used in

some of the schools at the lower primary level. The use of a part of the school garden as a nature laboratory, for children to observe, explore, experiment, record and report their experiences is another example of exploiting local resources. Places, events and people are made use of in providing learning experiences.

An attempt has been made to free learning from tight time scheduling and strict subject compartmentalisation. Instead of 30-40 minute conventional periods, use of time blocks is encouraged. Continuous evaluation of children's progress is another feature.

The programme has been accompanied by the production of a series of syllabuses and teacher's guides. A journal incorporating the experiences of the pilot teachers has been distributed and this technique has been adopted by the regional education offices too.

Intensive in-service education sessions have been held with a view to radically changing the orientation of the teachers. In-service programmes, at different levels, for teachers, heads of schools and field staff is a continuing activity. The new approach to in-service education being implemented now is in response to the need of a quick intensive in-service programme for the upper primary teachers. A team of members who have been associated with the primary programme including selected pilot teachers, field staff, teachers college and curriculum staff deliberated together and planned a handbook and a programme for upper primary in-service. A selected number of teachers who were trained under this plan are conducting in-service sessions for nearly 30,000 of their colleagues in the country. A demand for supplementary resource material for Environmental Studies has come up and a 10 day in-service cum work-shop is conducted at present to produce the material. Constant checking, feeding and reviewing is necessary to maintain the Primary Programme and some of the things mentioned are ways of meeting this demand.

The second major innovation of the 1970's in the structure of primary education is the introduction of a pre-grade I or a kindergarten in 1978 and the lowering of school-going age to 5 years. A handbook for teachers with an activity oriented approach has been produced. A nationwide in-service programme containing a health education component in it has been mounted.

Pre-school education has been the privilege of a few but the introduction of the kindergarten class helps every child of 5 years of age to obtain informal learning experiences within the state system. This step, it is hoped, will help to minimise the effects of early deprivation and maximise the benefits of primary school learning and help to maintain UPE in Sri Lanka.

TONGA

General Information

Universal Primary Education has been achieved in Tonga, and almost 100 per cent of primary aged children are currently enrolled in schools. Primary Education is compulsory and free for the age range of 6-14 years, and is provided only by schooling.

Of the primary schools in the country 95 per cent are run by the government as well as 10 per cent of the secondary schools. For this, 63.8 per cent of the total education budget is currently allocated to primary education, which in turn is disbursed as follows:

- 75 per cent to teachers salaries
- 25 per cent to administration

Because of limited finance, the provision of teaching materials depends entirely on contributions from Overseas Aid, and Parent-Teacher Associations.

Major difficulties

(a) High Costs

A major problem which is partially solved by:

(i) Overseas Aid

(ii) The Society. They meet whatever they can afford through fund raising by the Parent-Teacher Associations developed entirely by the teachers and headteachers.

(b) The provision of a sufficient number and quality of school buildings

Overcrowding in classrooms is a problem in about 40 per cent of the schools and is caused by:

(i) population drift

(ii) the handing over of mission primary schools to government.

The government rents mission buildings to help alleviate this problem in the meantime, but a Building Programme financed by the community, overseas aid, and government itself try to overcome this problem.

(c) The supply and retention of trained teachers

At onetime the government was responsible for 70 per cent of the primary schools, and the mission the other 30 per cent. But when the mission released 75 per cent of their responsibility to the government, the shortage of trained teachers became a problem. The missions retained most of their teachers for their secondary schools which represent 90 per cent of all the secondary schools in Tonga.

Employment of untrained teachers was necessary to meet the shortage. But this in turn created another problem. The Teachers Training College intake were students fresh out of college and the number of untrained teachers in the field accumulated year after year. It became obvious that the policy of the Teachers' College intake had to be changed. Thus, now 90 per cent are taken from the pool of untrained teachers and 10 per cent fresh from college with an emphasis on higher academic qualification.

(d) Developing an appropriate curriculum

The values, ideals and examples used in the school curriculum originated from the content of western education and have often been very different from traditional Tongan ideals and values.

Development of the new curriculum is knowledge-based, that is, emphasis is based on understanding concepts rather than on learning and memorising facts. It is hoped that this will bring about the desired integration of the school and the community. To achieve this the curriculum is being developed to utilise the rich environment as a resource, and classroom teachers being encouraged to develop their own materials, tailored to their own needs.

Innovations

The most significant and recent innovation has been the development of an appropriate and relevant curriculum for children of primary age. This has come about through the localisation of education posts and the minimising of staff changes so that teachers can be more aware of their pupils' real needs.

This has been backed up by programmes that enable teachers to upgrade this professional standards and that encourage closer ties between them and the community so that they fully understand the rationale behind the curriculum changes and feel committed to implementing them.

WESTERN SAMOA

General Information

Western Samoa has long enjoyed a high level of literacy and school attendance. About 85 per cent of primary age children are enrolled in government schools and 5 per cent in mission schools. School attendance is now virtually universal, at least to Std.1 level (4th year of schooling), though many children begin school later than the age of five. According to the 1976 census only 11.1 per cent of the adult population had then attained a level of schooling below Std.1 and 55.1 per cent had attained a level below Form 1 (8th year).

Though education is neither free nor compulsory, most children attend school up to Form 2 which is the top of the primary level. The normal age for children in primary schools is 5+ - 13+. Fees are paid for schooling and the amountis dependent on what the village school committee decides to levy. These charges range from £0.50 to about £10.00 per school term (3 terms in a year). Government school fees are low compared to those charged by the Mission schools.

UPE is provided mainly by formal schooling received in the government and mission schools and supported by after school lessons received at the village pastors' schools. The total education budget allocated to primary education is about 56 per cent, of which 76 per cent is spent on teachers' salaries, 11 per cent on administration, 7 per cent on school furniture and 0.6 per cent on teaching materials.

Major difficulties

(a) Families working in commercially owned plantations tend to take their young children with them to their place of work. Many of these plantations have no schools in their vicinity and consequently they either do not attend school at all or drop out when their families move from their home village.

A survey was taken at the beginning of this year in an attempt to locate all primary age children not attending school. The returns showed that non-attending pupils had to be enrolled to achieve universal primary education, and in every village school now, there are to be found a handful of children, who enrolled as a result of this survey. Inadequate financial resources often result in pupil drop-out at primary level.

(b) The high cost of living as compared to the low wages paid also contribute to pupil drop-out and irregular pupil attendance. However, in many villages the chiefs, who are the community authority, often insist that every school age child must attend school regularly. Since the villages are responsible for building their own schools, they ensure that they get their money's worth by sending their children to school regularly.

(c) Supply of trained teachers is hard to maintain as some teachers are attracted to mission schools (LDS or Mormon) where higher salaries are offered. New salary scales for primary teachers in the government teaching service have just been implemented this year to help alleviate this problem.

(d) Difficulty in obtaining adequate teaching materials for pupils and teachers is another problem. Lack of suitable texts for Maths, English and Social Science is now being looked at very closely. Australian aid has provided funds to enable the local teachers to plan and produce programmes which hopefully will be more relevant to the needs of the children.

(e) Insufficient funds allocated for teachers' salaries have compelled the Education Department to hire untrained teachers to teach in primary schools. To solve this problem the teacher training course at the Teachers' Training College has had to be reduced from three years to two years. This arrangement will continue until all the primary schools are staffed by trained teachers.

Innovations

(a) New Curricula

Despite the fact that UPE is a generally agreed desirable national aim, it is felt that it would be unwise to try and achieve

this goal unless it can be assured that the type of education offered is relevant to the needs of the country's primary age children.

It would be a lot easier and cheaper to eradicate the undesirable effects of a poor type of education if only a small number of the school population is affected and then develop processes that achieve UPE.

We in Western Samoa are now faced with the task of eliminating what is unsuitable in terms of irrelevancy and replacing it with a much more relevant type of education which caters for the needs of the primary age children and serves as a basis for further education. Since the type of education in Western Samoa has been for the last fifty years a colonial type imported from overseas and adopted without any changes, the whole curriculum is now undergoing review which hopefully will bring about a much more relevant type of education. New aims and objectives have just been laid down and these are now being incorporated into the curriculum.

(b) School Grading

The grading of primary schools according to their roll number has also helped to bring about UPE without making it compulsory. Since the roll numbers affect the teachers' salaries, it is in their interest to attract all the school age children to school. As it is now, the bigger number, the higher the salary.

(c) Drop-out survey

A survey was taken at the beginning of this year to locate those primary school age children not attending school for various reasons. The survey revealed that 60 were not at school and these were immediately brought in to be enrolled in the nearest village schools to their homes. Although some of these children were as old as twelve and were, therefore, beyond the age set locally for initial enrolment, they were given concessions and encouraged to start schooling this year in response to the International Year of the Child.

(d) Community Involvement

Though the Government of Western Samoa wholeheartedly supports UPE, and has already provided opportunities for every child to receive elementary schooling for nine years, the social and cultural conditions at present prevailing in Western Samoa precludes the government from introducing compulsory primary education. However, UPE has virtually been achieved by enlisting support from the traditional community leaders (family and village chiefs), by requiring the local communities to develop a stake in the schools by providing the actual school buildings, and by a system of school grading affecting teachers' salaries according to roll figures. All these influences at work within the system focus attention on the educational processes at the local level, and enhance the achievement of UPE.

If Western Samoa could rewrite history, it would probably identify the first priority in primary education as the need to evolve curricula that would reinforce the integration of the pupils already in the system as worthy pro-

ductive citizens into their own communities. Once that has been achieved, UPE becomes imperative; but there seems doubtful wisdom in striving for UPE in conditions that would ultimately ensure logistically the impossibility of eliminating undesirable concepts created by inappropriate processes.

Progress towards U P E: what the survey reveals

R L Smith, University of London

INTRODUCTION

The Aims of the Survey

In accordance with a recommendation of the Seventh Commonwealth Education Conference, held in Accra, the Commonwealth Secretariat undertook a survey of Commonwealth countries in order to assess their progress towards Universal Primary Education. The survey attempted to measure rates of progress towards Universal Primary Education, to discover the means and methods Commonwealth countries were using, to evaluate the major constraints in achieving universality and to shed light on any innovative practices which might speed and facilitate UPE.

The Methods of the Survey

In May 1978, a questionnaire was despatched to some 33 Commonwealth countries. This instrument was prepared in consultation with staff of the University of London Institute of Education. Pressure of time prevented field-testing of the questionnaire and, in the event, some items had limited relevance to some countries. However, most items appeared sufficiently clear for respondents to offer useful answers.

Responses to the Survey

Of the 33 countries surveyed, 15 eventually responded. (Of the 13 countries in the Asia/Pacific Region, 6 responded). Though this response rate appears disappointing, recognition must be given to the extreme pressure under which many Ministries of Education have to work. However, the research is quite severely limited by low levels of response. Recourse to already published reports and development plans leads at least to the probability of including out-of-date statistics. The validity of findings may be so impaired as to make coherent policies for aid and development more difficult.

KEY ISSUES ARISING FROM THE SURVEY

What do countries mean by Universal Primary Education?

The most strict definition of UPE would be Universal Attendance - all the children of a given age group actually attend school. Of the surveyed countries in Asia and the Pacific, Singapore, Fiji and Tonga might lay claim to this definition.

Universal Capacity is a less strict definition of UPE - there are enough school places but, for one reason or another, not all children attend. Perhaps

a significant repeater population prevents universal attendance. Malaysia is an example of a country with universal capacity but problems of access to schooling keep the odd 5 per cent of children out of school.

Universal Accessibility is another definition of UPE - enough places exist but the distribution of schools is unequal. Thus, urban areas may enjoy 100 per cent attendance whilst isolated areas or those with difficult terrain do not have sufficient schools. Papua New Guinea represents a country where low enrolment of girls illustrates another aspect of the access problem.

The question of what is meant by UPE is further illuminated by a discussion of how the term is used in practice.

In some countries UPE has meant the institution of a specific programme. Malaysia offers a good example of this approach. Other countries have adopted a more evolutionary approach where UPE is given a target date and gradual expansion follows until universalization is reached. India exemplifies this approach.

Another major aspect of UPE is that of compulsion. Allied to this is the matter of fees. Normally, countries recognise the difficulty of compulsion when fees are also demanded. Sri Lanka, Solomon Islands, Tonga and Kiribati (from 1980), all compel attendance whilst providing free schooling. Where schooling is voluntary, fees are often required as in India, Malaysia, Singapore and Papua New Guinea. Bangladesh offers free, voluntary primary schooling although school books must be paid for.

There is no technical reason why UPE should be provided only through the medium of formal schools. However, in practice, most of the Asian and Pacific systems surveyed centre their universalization efforts on schools. Probably India has the widest variety of non-formal provision.

Linked to this element in UPE is the matter of age-specific schooling. In the majority of countries surveyed, primary schooling is limited to young children between the ages of 6 or 7 years and 11, 12 or 13 years.

Payment for the provision of UPE is another area of great interest. Central governments may have their efforts supplemented by voluntary agencies, such as missionary societies, or by local community contributions. Countries like Bangladesh, India, Malaysia and Singapore depend very largely on central government finance. Others, like Kiribati, Papua New Guinea, Tonga and Western Samoa receive important contributions from voluntary agencies. In Papau New Guinea and Solomon Islands, local communities make significant contributions to the provision of primary schooling.

Current practices and progress

The survey reveals that at least seven of the thirteen countries examined have achieved sufficiently high levels of enrolment to claim UPE. Malaysia, Singapore, Sri Lanka, Fiji, Kiribati, Tonga and Western Samoa all have enrolment ratios of 90 per cent or more. None of the other six countries is far behind. (Some African countries have enrolments in the 30 per cent to 40 per cent range). Of course, it is precisely when a relatively small percentage remains out of school that the effort required to win them over begins to look uneconomic. Bangladesh, India, Papua New Guinea and the Solomon Islands still have 20 per cent or 30 per cent of their primary school-aged children to enrol. The financial burden imposed by the final effort maybe disproportionately heavy.

A wider aspect of the problem of financial burdens concerns the teacher supply situation, particularly in countries where UPE is centred on formal schools, as mentioned above. Many of the countries surveyed have a high percentage of the teaching force unqualified. This is a major problem in Bangladesh and Sri Lanka. In a number of countries double-shift school systems operate. Other characteristics of the countries surveyed include strengthened inspection and advisory services in Malaysia and Fiji, curriculum renewal and increased opportunities for in-service teacher education in Tonga, Solomon Islands and Western Samoa.

All governments have to make choices in their planning of education. What is of note in reviewing progress in Commonwealth countries of Asia and the Pacific is that the majority of countries surveyed rank UPE high amongst the competing demands on their limited resources.

Constraints in Universalizing Primary Education

A remarkably uniform picture is presented by all the countries responding to questionnaire items concerning constraints in and brakes on universalization. All countries comment on the high cost inherent in universalizing primary schooling. Countries like India are already spending over 28 per cent of their annual national budgets on education. Additional allocations of resources are unlikely to be forthcoming. In order to achieve UPE by 1980-85, Asian countries would have to devote 4.3 per cent of their GNP to education. Bangladesh currently devotes 1.2 per cent, Sri Lanka 2.7 per cent, Western Samoa, with 91 per cent enrolment, devotes 6.3 per cent of the GNP to education. It is apparent that unless objectives are scaled down or rephased, or less costly types of education are developed, then the cost constraint will continue to hold back universalization. Locally raised contributions to the costs of schooling are an increasingly attractive answer to the financial problems of UPE.

Problems of teacher supply, teacher qualification and retention also figure prominently in questionnaire responses. These questions are naturally linked to that of costs. As the large numbers of unqualified teachers currently in post are up-graded and trained, so the salary bill is increased. Sri Lanka faces a problem of large numbers of unqualified teachers. Fiji and the Solomon Islands have had to use "crash" training programmes for teachers.

Poor physical facilities, a particular problem in countries like Bangladesh, present a further constraint.

Wastage in all its guises - repetition, drop-out and school-leaver unemployment - acts as a considerable challenge to universalizers. These problems are not exclusive to attempts at UPE but do present a daunting prospect for countries which already have major difficulties in this area. Bangladesh, India, Malaysia, Sri Lanka, Solomon Islands and Western Samoa all have wastage problems.

The quality of schooling is mentioned by a number of countries as a cause for concern in universalization. Malaysia, Sri Lanka, Papua New Guinea and Tonga all record a need for improvement in the quality of schooling.

Problems of irrelevant curricula are also mentioned in the survey as constraints in universalization. The entry to school of much larger numbers of children, representing perhaps for the first time the complete range of ability, may render a bookish and inappropriate curriculum quite meaningless to many pupils.

Additional constraints operating to keep children out of school may include geographical and communication problems, scattered or nomadic population, over-centralisation of control and weak administration. Further problems include poor school and population mapping, social and religious constraints and generally low levels of adult literacy which affect parental enthusiasm for schooling.

Innovations and Alternatives in UPE

In general it can be stated that the survey did not reveal any startling innovations which all countries seeking universalization might profitably adopt. It may well be that the secret of successful universalization might be in the application of a number of familiar and complementary techniques. Double-shift systems, as used in Bangladesh, Singapore and elsewhere, appear attractive. However, if teachers are given additional payments for additional shifts, costs may still prove high. Other ways of manipulating the time factor include alternate-day attendance and shortening the school time-table to allow for extra shifts within more or less the same overall school day. Teacher "wear and tear" cannot be ignored in double shift solutions.

Use of unqualified "teacher aides" and increasing the ratio of pupils to teachers represent further alternative. India is experimenting with upgraded primary schools and non-formal provision. Radio and television have also been used. The Sri Lankan developments in non-formal schooling to cater for drop-outs and the establishment of "People's Education Centres" are also worthy of note.

In summary, it can be said that most of the countries surveyed are following a fairly conventional path of formal-school development as the main means of universalization. The great question is whether those countries furthest from the UPE target can afford to invest more in formal schools.

MAJOR POINTS FOR DISCUSSION

Educational authorities such as Beeby and Phillips, whilst recognising the faults and shortcomings of formal school systems, declare that schools remain the most viable means of achieving UPE. Given this premise, and bearing in mind the suggestions above, the major questions which developing countries must tackle are:

(a) How can we use our school systems more effectively?

(b) How can we ensure value for money?

(c) What is the role of non-formal schooling in UPE?

These questions subsume more detailed questions concerning pupils, teachers, buildings, methods of teaching and learning, materials available and the administration of education; but we must leave these detailed questions to the time allocated to group discussion.

Educational and administrative implications of UPE

Md. Ferdouse Kan, Director Bangladesh Association for Community Education

Universal Primary Education (UPE) is a declared aim of all but a few Commonwealth countries such as Gambia, Malawi, Sierra Leone and Papua New Guinea. A survey of progress towards UPE in the Commonwealth countries was made recently by the Commonwealth Secretariat. It appears from that survey that as many as eighteen countries have already achieved UPE at 85 per cent level. Bangladesh, despite her severe constraints, has been toiling to achieve this objective since the 1930s, but with the attainment of independence in 1971, it has acquired a sense of urgency. Article 17 of the Constitution of Bangladesh (1972) states that "The State shall adopt effective measures for the purpose of establishing a uniform, mass-oriented and universal system of education and extending free and compulsory education to all children to such stage as may be determined by law". We in Bangladesh are, therefore, committed to UPE and it appears that our Government is now determined to achieve this objective by 1985.

Before proceeding further, I will raise two queries concerning the topic under discussion. My first question is: How do we define Primary Education?

In Bangladesh Primary Education comprises five-year schooling followed by a three-year Junior Secondary stage (classes VI-VIII), followed by a two-year secondary stage (classes IX-X) and a two-year Higher Secondary stage. There are a number of Commonwealth countries where the duration of Primary stage is longer e.g. it is six years in Botswana, Kenya and Zambia, seven years in Malawi, Malaysia, Singapore and Tonga and eight years in Seychelles, but in the majority of cases it is five to seven years.

The objective of Primary Education is to impart to children the basic knowledge and attitudes required of an effective member of the society. In the present-day world rapid technological advances have made the society increasingly complex and five to six years' initial schooling cannot be considered adequate today. Bangladesh Education Commission (1974) recommended eight-year compulsory elementary education for all children of the country to be achieved by 1983.

For the purpose of this Seminar, it is perhaps necessary to confine our attention to the existing duration of Primary Education obtaining in the participating countries. But should we not at this stage conceive as our perspective aim a minimum of eight-year universal education to be achieved in gradual phases? I understand that India is now shifting her emphasis towards such a goal. Bangladesh also should work for the same objective.

The second question I would ask is: Simultaneously with provision for UPE should we enforce compulsory attendance, or leave it voluntary? The practice in the Commonwealth countries varies. Ten of them have so far enforced compulsion.

In my view, in a developing country like ours UPE without compulsion will mean under-utilisation of the facilities created leading to wastage and stagnation. What is more, it will defeat the very purpose of UPE and it will take a long time to eradicate the curse of illiteracy from the country. In the Bangladesh situation, about 35 per cent of primary-age (5+ to 9+) population are outside the school system. It will be unrealistic to assume that once the requisite facilities are created in the schools all the children of the age-group or at least 95 per cent of them will, of their own accord, attend school. In this competitive world we are to march ahead in rapid strides; we cannot afford to move at a leisurely pace.

I would, therefore, maintain that we should talk about Universal Compulsory Primary Education i.e. UCPE rather than UPE. For enforcing compulsion Government will be required to adopt legislative measures by promulgating a suitable Act. Mere Act promulgation is not enough; it will be necessary to create appropriate administrative machinery to enforce compulsion, to identify the defaulters and to mete out appropriate punishments to them. In Bangladesh the Union Parishad and the proposed Gram Sarkers (the Government at the grass-root level) may be charged with the responsibility.

In the matter of compulsion another factor should be borne in mind. If the defaulters are far too many in number, it will be rather difficult to implement the Act in actual practice. The instance of Chittagong Municipality may be cited here. In this subcontinent Chittagong Municipality of Bangladesh undertook a pioneering venture and introduced compulsory Primary Education for boys with effect from 1928 and for girls with effect from 1940 and has been able to achieve by now a literacy rate of 43.44 per cent only (male 51.55 per cent and female 35.62 per cent), the average for Bangladesh being 22.2 per cent. Chittagong Municipality has not been able to cover the target-group of children even within a period of over three decades mainly on account of its failure to enforce compulsion.

With a view to minimising such difficulties, the following measures may be adopted:

(a) Implementation of the UCPE should be preceded by a massive campaign launched by the Government and carried on by all the mass-media, by local bodies and public leaders emphasising the worthwhileness of Primary Education. The aim is to make illiterate parents education-conscious. An effective adult literacy programme will also help the cause.

(b) Special incentives should be offered to seriously disadvantaged groups such as girls, children of very poor families, children of extremely low literacy areas, nutritionally distressed areas, famine-prone areas etc. The incentives may take the form of supply of free textbooks, free school uniform, free school tiffin and of other activities attractive to children.

(c) The causes of drop-outs from primary classes are to be identified and analysed and effective steps taken to remove these causes. In Bangladesh about 45 per cent of children officially enrolled in class I drop off before reaching class II and 16 per cent before reaching class III. In quantitative terms every year about 1.2 million children drop off in class I and 0.5 million in class II. It may be necessary to change school-hours and holiday patterns to suit local conditions, to make school-work more interesting, to

forge effective liaison with the community and to appoint more women teachers for attracting and retaining girls.

Let us now turn our attention to other important educational and administrative implications of UPE; such implications will primarily be concerned with enrolment-projection, the creation of required facilities, the production and distribution of textbooks, the training of teachers and arrangements for proper administration and supervision.

Enrolment-Projection

Year by year enrolment-projections are the basic data for the provision of UPE and hence it is imperative that such projections are made with an adequate degree of reliability. It will do if the projection shows 90% of the total children of the relevant age-cohort, making allowances for the physically handicapped, mentally handicapped and sick children. Over-estimation will involve under-utilisation of facilities and under-estimation will lead to chaos. We must, therefore, guard against both inflation and deflation of enrolment figures. The absence of reliable records of dates of birth of children is a complicating factor in this regard. In a number of developing countries registration of births and deaths is not taken seriously and hence exact chronological ages of children are not known in many cases. I have come across quite a few students and even adults who falter when answering the simple question: "What's your age"? Before answering they pose the counter-question: "Which age? Certificate age or the real age"? Under such circumstances, it is not surprising for a person to have three dates of birth: (i) on the basis of his certificate age i.e. the age entered in the school admission-register, (ii) on the basis of his age orally transmitted by the parents/guardians which may not always be correct and (iii) his actual date of birth. In countries where such a situation prevails, instead of single age-cohorts in different Primary classes, the authorities will have to deal with, during the initial period, a sort of "age-scatter" in each class. For instance, in class I in Bangladesh where officially the age of entry is 5+, the actual ages of children may vary from 4+ to 7+.

It is, therefore, necessary to have local administrative machinery requiring individual parents to notify and register birth and deaths with the appropriate authority without fail and on default to face some suitable penalty.

Creation of Required Facilities

On formally embarking upon UPE it is necessary to go on creating every year additional facilities required for accommodating the additional number of children expected in the schools. For determining the extent of facilities actually needed in individual rural administrative units to cover the target group, "school-mapping" of the country is an essential pre-requisite. In this "mapping" the localities with peculiar geographical or demographical features must receive special consideration. Such localities may include sparsely populated hilly or forest regions, "Char" areas (i.e. river or seaside areas), tribal areas and areas criss-crossed by rivulets. The normal criteria for the size of class/school, such as distance between schools, teacher-student ratios etc. may not be suitable here.

The time-schedule should be strictly adhered to, otherwise the on-rush of pupils will be too great for the school authorities to handle, resulting in disorder and discontent. Timely and harmonious completion of different aspects

of the work is, therefore necessary. I have had sad experiences of implementation of educational projects in the 1960s; in many cases, classrooms and laboratories though completed could not be put to use for want of furniture and equipment, and when these things were procured and students admitted, classes could not be held for delay in sanctioning posts of teachers. All possible care must be taken to avoid such unco-ordinated planning.

The main facilities that must be ready for pupils in a programme of UPE are (a) classrooms/schools, (b) furniture, equipment and educational materials, (c) teachers and (d) adequate production and supply of textbooks. All the four aspects mentioned above must be completed sufficiently ahead of the commencement of the school session i.e. prior to the date the projected enrolment is expected in the schools. This presupposes, as has been emphasised earlier, co-ordination of efforts and timely execution of the different works involved. As availability of funds is the major constraint in developing countries, utmost economy must be exercised without sacrificing effectiveness. Wherever possible, physical facilities already available should be used, teachers should be urged to work harder and, if required, the existing schools may adopt two or more shifts.

Several plans for new school/buildings, ranging from permanent structures to various grades of kutcha houses should be prepared by specialists having practical experience in the field as a guide to the local authorities. Classrooms should be of optimum size but fully functional. These type-plans should also indicate details of materials required with approximate costs and other relevant information.

As regards furniture, it is advisable to produce this locally, but it should be of approved specifications. Equipment such as globes, maps, charts etc. should be manufactured within the country. Some of them may be produced from locally available materials, as has been demonstrated by the Village Education Resource Centre (VERC) at Savar near Dacca.

Production and Distribution of Text-books

Timely production of textbooks in adequate numbers is essential. They need to be well-written and well-illustrated to make them attractive to children. A separate organisation like the Bangladesh Textbook Board is required for the purpose. There should be another body to examine critically and update continuously the curriculum and also to assess the textbooks in use with a view to effecting desirable improvement. In Bangladesh, the recently established Academy for Fundamental Education may be charged, inter-alia, with this responsibility.

The introduction of UPE, according to many, involves the supply of textbooks free of cost. In Bangladesh no tuition-fees are charged in primary schools, but children purchase textbooks and necessary writing materials. In the wake of freedom in 1972, the Bangladesh Government decided to distribute textbooks free to all primary school children in the country, but the distribution machinery was inefficient and the books did not actually reach most of the schools in rural areas until May or June whereas the school session started in January. The result was utter confusion and widespread discontent; the Government stood thoroughly discredited despite its laudable motive and the idea had to be abandoned. The lesson is that if textbooks are made free for all children, effective distribution channels must be evolved first; but if the books are priced, the cost should be subsidised to keep the price reasonably low (but not so low as to make them cheaper than the paper they contain) with provision for free distribution to children coming from very poor homes.

Appointment and Training of Teachers

From a reliable enrolment-projection and from the school-mapping, it should be possible to determine the number of additional teachers required every year. Timely recruitment of teachers is vital. Teacher qualifications should be prescribed by the Government but the selection and appointment of teachers should be left completely to the local authorities. In emergency cases the Government, at the grass-root level, should be empowered to make adhoc appointments of qualified persons.

It will be necessary to strengthen appreciably both the in-service and pre-service training of teachers, especially women teachers. Massive crash-programmes for orienting teachers to their new responsibilities may also be undertaken.

About 50 per cent of primary school children are likely to be girls. But in Bangladesh the present enrolment of girls in primary schools is only 35 per cent and their drop-out rate is also very high. Paucity of women teachers (who constitute a mere 5 per cent of the total) in primary schools is reckoned as one of the major contributory causes. It is desirable that the majority of teachers in primary schools should be drawn from the female sex, as temperamentally they are considered more suitable for young children. If required, teacher qualifications should be slightly relaxed in favour of women candidates during the initial period.

Teacher training courses should have direct relevance to the primary school curriculum and should be under constant review. The Academy for Fundamental Education may look after this aspect. Classroom teachers (and also inspectors) should be encouraged to undertake, wherever possible, "action-research" in respect of the organisation of classes, the organisation of materials and the methodology of teaching with a view of improving their own practices and achieving greater functional efficiency in their day-to-day work.

Administration and Supervision

Embarking on a programme of UPE is a big affair which will vitally concern every village of the country and as such every now and then multifarious local problems are bound to arise, which will call for immediate attention. Hence a centralised administration cannot work. Zonal authorities with wide powers have to be created and the local community has to be deeply involved. Each school should have an effective Managing Committee and the smallest administrative unit of the country should be given well-defined educational responsibilities. In Bangladesh, the 4350 Union Parshads of the country have been re-organised with that end in view and what is more, the Government is now thinking of moving further down and setting up "Gram-Sarkars" (Village-Government) with a number of specific functions including the educational function.

With a view to launching the UPE programme in June 1980, the Government of Bangladesh is thinking of creating a separate Directorate of Primary Education and of creating 65 School Boards in the country in order to decentralise the administration of primary education and deal with policy-makers, the co-ordination of School Boards and other agencies involved in it such as the Textbook Board, the Academy for Fundamental Education etc. This indicates a trend definitely in the right direction.

At the same time arrangements for inspection and supervision should be adequate and efficient, otherwise much of the effort goes to waste. In Bangladesh there are at present only 465 Thana Education Officers to look after about 40,000 primary schools. Each officer is thus called upon to inspect 80-100 primary schools with 400/500 teachers. What an impossible task! In my view there should be at least one inspector for every 20 schools. In addition, occasional supervisory teams may also be organised by local authorities. Frequent inspection and supervision should reduce drastically teacher-absenteeism and pupil-truancy. Each School Board should also set up Evaluation Teams which will make sample surveys and submit half-yearly comprehensive reports on the implementation of the programme.

Before I conclude, I should like to mention briefly a small experimental venture. A UPE Pilot Project, managed by a local Managing Committee, has been operating since 1976 in the Meher Union of Comilla District. They set up 22 Feeder Schools accommodating pre-class I, class I and, if possible, class II children. The teachers are all women, drawn from the locality. The results are very encouraging. They have secured active participation of the local community who provide accommodation and space and demonstrate continued interest. They have also achieved 100 per cent enrolment of "small children" and their retention up to class II. The major difficulties experienced by them relate to overcrowding on the one hand and irregular attendance on the other, to in-service training of teachers, the fairly high cost of textbooks and stationery and occasional financial crises. They have also gained valuable insight into the cause of drop-outs.

Let me finish by reiterating that however formidable the educational, administrative and financial implications may be, UPE should be accepted as an immediate inescapable responsibility by developing countries. We must remember that the potential of the population will not be released nor the pace of development accelerated until illiteracy is liquidated, and UCPE is the only effective way of eradicating this curse completely. In Bangladesh during the last 28 years the literacy rate has stubbornly stayed in the neighbourhood of a meagre 21 per cent. What a shame! We must face the responsibility with firm resolve and courage, and as a national emergency akin to war. We can no longer afford to lose time by being fussy or shaky about financial resources, good school houses, first class teachers and ideal curriculum-syllabi. We must wage the war with whatever we have.

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Strategies for U P E and a consideration of alternatives

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INTRODUCTION

The contribution of education to a nation's economic and social development has been much discussed since the early sixties when politicians and economists began to focus their attention on education as an investment in terms of human capital. There is a shared belief that education is something which can accelerate a country's standard of living. The underlying assumption is that the education provided is functional, consequently its recipients' production outputs will be higher. The other new international educational order model assumes that a society's attitudes and values must be changed to match with the present international demands. The assumption is that the given society is living with incompatible old attitudes and values hence the necessity for change. Such a society needs education and re-education. Adult education must therefore be a continuous process for non-formal school goers. Whichever school of thought we look at, education will remain both an individual's right and a public enterprise. As a public enterprise, all countries of the world are committed to providing more and better education for their people notwithstanding the myriad of other problems which have to be attended to.

Since the early sixties, third world countries have been making great efforts to universalize primary education but due to the different nature of problems each country faced in time and space, different strategies have been adopted in an effort to cater for basic education for their target populations.

This paper, therefore, aims at first outlining the main strategies that have been adopted by countries in implementing Universal Primary Education (UPE), then looking more closely at alternative forms of schooling that countries have already adopted for UPE or are beginning to consider seriously because of the prohibitive expense of UPE based on conventional schooling. Finally, the paper will digress and discuss the philosophy and practice of 'Ujamaa' in Tanzania in providing education at primary level as a case study.

STRATEGIES FOR UPE

The common and traditional strategy for implementation of UPE is that of the evolutionary approach. Universal Primary Education is declared and included in a given country's development plans. In most cases no major changes are made in the structure, and organisation of the education system. What is done by such a country is gradual expansion of primary schools and teacher training colleges.

In Ghana, for instance, the objective for UPE was expressed in the country's Accelerated Development Plan for Education in 1951. One of the major aims was to devise an educational pattern which would make it possible to achieve UPE as rapidly as finances and teacher training facilities allowed.

Facilities for the training of teachers were increased by the addition of ten more training colleges which doubled the size of the existing ones. According to the plan, 3,500 teachers were required; by 1958 an enrolment of 4,055 teacher trainees had been achieved. This is an example of the traditional or evolutionary approach to the implementation of UPE.

The advantage of the evolutionary approach is that it is administratively easier to implement. The approach facilitates identification of problems and the implementation schedule is as suggested in the plans. However the disadvantages outweigh the advantages. The approach leaves a large population without basic education since facilities for formal education and other essential resources are not adequate for universalization of primary education. Another serious disadvantage is the cost factor. It is extremely expensive to implement UPE through the evolutionary approach hence UPE in many countries takes ten to twenty years before it is fully achieved.

A closer look at the evolutionary approach to UPE shows that it is the central government which decides on dates for UPE even when there may be little public demand for it. Where there is popular pressure, the cost of the formal approach to UPE is usually too heavy for any third world country to bear.

In the year 1950, Egypt passed a law which decreed free education for all and made primary education compulsory. The plan was to give children aged 6-12 six years of schooling.

Due to the rapid expansion of primary school enrolment, a large number of new teachers had to be trained and an additional 20 teacher training colleges had to be built. The shortage of teachers forced the government to initiate a one year teacher training course for holders of the secondary education certificate and placed enormous financial strains on the government.

Another example of the evolutionary approach to UPE is to be seen in Nigeria. The Federal Government of Nigeria set 1980 as its target for the full achievement of Universal Primary Education. The first universal age group enrolment was scheduled for September, 1976. UPE represented an increase of 65 per cent in primary enrolment in less than ten years. To make this possible the third National Development Plan (1975-80) proposed to spend 20 per cent of its capital educational expenditure on primary education. To date Nigeria has not yet achieved its 85 per cent UPE target. It should be noted that Nigeria has more resources for education than most countries in Africa and some observers speculate that Nigeria's commitment to rapid educational expansion for UPE may not be achieved until the year 2000(A.D.).

ALTERNATIVES WHICH OTHER COUNTRIES HAVE ADOPTED

Albania

Albania began to control and shape its education after the liberation war against the Italian regime in 1940. In early 1940, illiteracy in Albania was as high as 80 per cent. It was thought that one way of wiping out illiteracy was through UPE. Albania, therefore, in 1944, declared compulsory education for all children between the ages of seven and fifteen. Literate adults were called upon to teach in the primary schools. Quick short courses provided the sole training for them. Since these teachers were members of the National Liberation Movement, they received subsistence allowances subscribed by the villages where they taught rather than receive a salary. In the villages where literate adults could not be found, itinerant teachers spent one week in such villages in rotation. To strengthen the teaching force, a three month

teacher training course was run for all UPE teachers. There was a high degree of inspection. Inspectors spent up to two-thirds of their time inspecting elementary schools where they stressed new methods of teaching, student assignments, less preparation, co-operative attitudes and evaluation of students' work.

China

China's socialist policy of universal education started in 1950. Economic setbacks were experienced because the number of children of school-age was greater than expected as was the number of teachers needed. To start with, double sessions in the primary schools were arranged together with a programme of half-work and half-study. Peasants and workers selected by their production brigades were recruited as teachers.

Another source of teachers was found among men demobilised from the army as well as serving soldiers. Youths who had been returned to the rural areas and were literate, together with those who during the Cultural Revolution in 1966 had had their education summarily terminated, were engaged as teachers. Short courses lasting anything between three months and a year were mounted for under-qualified teachers. College tutors went to specific localities and carried out short intensive courses for UPE teachers when the schools were on holiday. Experienced teachers in high schools were sometimes asked to supervise UPE teachers in primary schools in their locality. Between 1969 and 1971 mobile teams of teachers visited 91 communes and taught 10,000 teachers.

Schools also utilised the services of part-time staff who taught politics and vocational subjects; and sometimes students in higher classes taught lower classes. Work units sent personnel to schools for a few hours teaching each week and some operated exchange schemes whereby teachers and other workers changed places for a few months. Correspondence courses were also used in the training of UPE teachers.

England

In 1870, England faced a similar challenge to implement UPE, for in that year an Education Act for free and compulsory education was passed for children between three and thirteen years. In 1871 London's population was 3,265,000 and of this 681,000 were children of elementary school age but 574,000 were not in school. To provide classrooms of the standard required was not easy nor was it easy to match the pace of school building with the growing demand. School boards advised that any barn or warehouse could be used as a school. The monitorial teaching system, where bright pupils taught other pupils with occasional guidance of a trained teacher, was replaced by class instruction by a trained teacher assisted by a pupil teacher.

Singapore

Singapore faced the challenge of UPE differently. Because of the shortage of teacher training colleges, and probably seeing that to increase the number of colleges was financially unwise, Singapore abandoned in 1960 all pre-service teacher training in favour of in-service, part-time courses for unqualified teachers. Its full-time two-year pre-service courses gave way to part-time courses of three years duration in which teachers followed courses in colleges and also taught in primary schools. Three times a week the student teachers attended lectures at their colleges while on the job their teaching was supervised by the qualified primary school teachers.

The above observations indicate that each country, given its level of technology and ideological direction had to adopt its own strategy to grapple

with the programme of UPE. In every case, trained teachers were crucial to the success of UPE. Authorities like Coombs, (1969) have gone so far as to say that it is not a question of having warm bodies to maintain discipline in the classroom but of having people who are able to teach too. Professor Fafunwa (1967) has on occasions cautioned the African continent that the biggest educational problem which besets Africa is the shortage of competent teachers. Nyerere (1966) says that it is the teachers who shape the future of the nation and are more important and powerful than those people who are involved in making and passing laws.

THE NEED FOR ALTERNATIVES

From the above observations it is evident that formal educational exapnsion to cater for UPE is financially prohibitive and too slow a solution. There is a need for an alternative which is cheaper and will cater both for children who need basic education today and for the adults who were unable to do so yesterday. Hence the concept of UPE is no longer limited to that of instructing children in a formal classroom but includes non-formal educational activities and adult education programmes.

During the last fifteen years there has been increasing attention given to non-formal and formal adult education. This has been largely due to the recognition of the delay in witnessing the effect of formal primary education on actual development. The Director General of UNESCO in his opening address of the Adult Education Conference in Abidjan in 1974 said:

> "In any case, it is not the children of today who hold the present destiny of Africa in their hands, it is the adults. So it is by establishing effective communication with the adult population, by helping them to adjust to a rapidly changing world, that an immediate impact can be made on the urgent problems of society and essential progress be brought about. Africa cannot wait a generation to mobilise its rich human resources for tasks of national development."

Attempts have been made by institutions and agencies in many countries to devise courses, delivery systems and learning opportunities for adults and out-of-school youth related directly to their own actual environment. Significant achievement has been made inspite of problems related to project management.

The Brigades of Botswana and farmers' schools and training centres in Tanzania, Kenya, Nigeria and Mauritius are some of the measures that have been taken in this direction to provide education for those outside the formal education system.

The Lushoto Integrated Development Education Project in Tanzania, child-care and nutrition centres in various countries, community schools for children and adults in Tanzania, Senegal and the Philippines, the use of TV broadcasts on a large scale for non-formal education in Ivory Coast and San-Salvador, distance teaching in Kenya and Tanzania are all pointers that demonstrate the fact that training and education can be related to real life problems and can attract and benefit people of all life styles. They illustrate how the combination of formal with the non-formal education can be one of the best ways of maximising the existing teaching and institutional resources in a given country. Such approaches make use of existing organisations and communication media, and learning is organised on a part-time basis, thus allowing the learners to remain productive members of the society while they continue their studies.

TANZANIA'S EFFORTS IN IMPLEMENTING UPE

It may be helpful to highlight some of the major socio-political developments which have occured over the last twelve years in Tanzania which simultaneously have increased the pace towards UPE.

As far back as the country's independence in 1961, the major educational change which took place was the establishment of a single intergrated system of education instead of the racial one which existed. In 1967 a policy paper on Education for Self-Reliance was promulgated which offered an interpretation of the country's philosophy of Socialism (Ujamaa) and Self-Reliance. The philosophy of Ujamaa and Self-Reliance is a clear statement of the kind of society that Tanzania is trying to build. The Arusha Declaration (1967) stated the goal and direction of development; and three principles interacted, namely: equality and respect for human dignity; sharing resources produced by co-operative efforts; and work by everyone. The focus was on the development of man. The same philosophy tried to clarify the fact that the responsibility for the development of the country rested entirely on Tanzanians themselves and this is the meaning of Self-Reliance.

At the grassroots level, villagers are taught that they must use, for their own welfare and development the skills and resources they jointly possess. The attitude that someone else must come and carry out a project before they make headway is discouraged hence external assistance in any form comes only to supplement their own efforts.

Socialism and Rural Development (1967) is another guideline geared to rural development. The guideline attempts to interpret the Ujamaa philosophy in order to help transform the rural environment where 95 per cent of the country's total population of 17 million live.

Since the early period of independence, politicians at all levels have urged the peasants to live in organised villages instead of the scattered pattern that previously existed. In 1969 a presidential directive was issued requesting all government institutions to gear their activities and decisions towards explaining and emphasising the advantages of living together. The circular further said that people would only enjoy reasonable standards of living and social benefits if they lived together.

The former Political Party-Tanganyika African National Union (TANU) issued Party Guidelines (Mwongozo) which further re-emphasised the importance of giving power to the people on issues concerning their lives and development and insisted that all economic, social and political activities should focus on man and not on things. The Decentralisation Policy of 1972 and the Village Act of 1975 were among the concrete steps taken by the government in making a reality of socialism and Self-Reliance to ensure that decision making, planning and control of development was exercised at the grassroots level. Before the decentralisation policy, villagers could only rarely make suggestions on such things as the need to expand their primary schools and had to wait for a blessing from the bureaucratic Central Government. Unnecessary control by the Central Government smothered the villagers powers to thinking, decision-making and planning of their day to day lives.

A Small Scale Industries policy paper (1972) gave practical guidelines to the people on how to establish small scale industries in the country. It argued that there are certain industries which do not require heavy capital inputs and very sophisticated technology and therefore such industries can contribute to the country's social and economic development. This policy

paper insisted that education should give emphasis to science and technology and manpower training needs. It reaffirmed the necessity for the people to make their own decisions on the kind of small scale industry they wanted, leaving the party and government to encourage, inspire, teach and provide the necessary services.

Several National Campaigns have been launched all geared at community involvement in development. The "Chakula ni Uhai" - Food is Life Campaign (1974) - was one of the largest nutrition education campaigns ever conducted. Radio broadcast lessons were used by study groups in the villages. The whole of 1976 was set aside for intensive and evaluation exercise to see whether the messages delivered through the campaign had taken permanent root. The results were quite impressive especially in that the campaign gave birth to other very practical small-scale food and nutrition projects initiated by the local people.

As mentioned earlier, the Arusha Declaration is a broad outline, and the subsequent policies such as Socialism and Rural Development, and Education for Reliance are offshoots for action that have emerged from conferences and panel discussions on Ujamaa as a social philosophy. For more than a decade, Tanzania has been aware that formal education system is ill-equipped to respond fully to the philosophy of Socialism and Self-Reliance.

A key question that has been debated fully is whether the nation must wait until the day when the whole population will have received formal schooling before it enjoys the fruits of national policy. The conclusion reached is that both children and adults should be educated simultaneously.

Adult Education, therefore, has been emphasised since 1964 because development plans cannot be successful unless the people required to implement them understand them fully. Through adult education the old reactionary negative attitudes and values are being wiped out so that the pace of development might be accelerated.

Since 1970, a distinct philosophy on adult education has been beginning to take shape. This is a consequence of the step the Party took when it went ahead and proclaimed the year 1970 as an "Adult Education Year". President Nyerere (1973) elaborated the concept of adult education with a definite touch on functional orientation when he said:

> "Just as working is part of education, so is learning a necessary part of working, and learning must become an integral part of working, and people must learn as they work. It is, therefore, essential that work places become places of education as well. If we are to make real progress in adult education it is essential that we should stop trying to divide up life into two sections, one of which is for education and another, a longer one, is for work with occasional time for 'courses'. In a country dedicated to change we must accept that education and work are both living and continue from birth until we die". (Nyerere 1973)

It is beyond the scope of this paper to go into the details of how adult education is organised and managed in Tanzania. Nevertheless, it is worthwhile noting that in 1971 there were 5,184,982 illiterates and the results of the evaluation carried out in 1977 reveal that illiteracy stands at only 27%.

FORMAL PRIMARY EDUCATION

The policy-statements, guidelines and projects that Tanzania has launched are sincere efforts towards the implementation of basic education for all. Nevertheless while the adult population was being encouraged to participate in adult education there were millions of school-age children who did not have access to formal primary education.

It was stated earlier in this paper that since early years of independence, Tanzanian peasants were encouraged to live in villages. The villagisation programme intensified in 1974 by which time 80 per cent of the rural population lived in villages.

Thus the Political Party in 1974 directed the Ministry of National Education to make all necessary plans for UPE to be achieved by 1977 instead of 1989 as was earlier planned. This illustrates the socio-political approach model. The Ministry of National Education was faced with the challenge of providing classrooms, instructional materials and teachers to make formal UPE effective. With the co-operation of peasants and workers, physical expansion of primary school buildings started in 1975. The peasants and workers were requested to build classrooms and teachers quarters on a self-help basis. The regional government also gave financial and material resources to speed up the building of classrooms and teachers' houses.

Since the enrolment and attendance of pupils outstripped the construction of classrooms, a strategy of half-day sessions for primary one and two was adopted.

Retired but still competent primary school teachers were employed on a temporary basis. Students in Teachers Colleges and Secondary Schools taught some periods in the primary schools under the supervision of qualified teachers. Extension workers e.g. agricultural assistants, medical staff at the village level were requested to participate in teaching subjects related to their professions. These were some of the measures taken to alleviate the shortage of teachers in the primary schools.

In 1975, the Ministry of National Education advised the Regions to carry out a survey of children between one and twelve years so that systematic enrolment could be undertaken for the reamining 50 percent of children who were still out of school. While at independence there were 471,000 pupils in the primary schools, in 1975-1976 there were 1,874,357 and in the year 1978-1979 there were 3,414,210 children in primary school, an achievement of 92.7 per cent. Primary schools for the disabled have equally been increased and last year, 1978-1979 there were 748 disabled children in primary schools as compared to 76 in the previous year.

The challenge to the Ministry of National Education has not ended with the declaration of UPE. For UPE to be meaningful, the problem of adequate and well trained teachers has had to be re-examined. The problem of shortage of teachers has been residual in the primary schools and with the advent of UPE the problem has been aggravated. The teachers' colleges annual output has been approximately 5,000 primary school teachers. If the Ministry of National Education had relied mainly on the traditional pattern of training teachers where trainees undergo a two-year teaching course in the colleges, it would have taken eight years to get 40,000 teachers for UPE to be successful.

Another constraint which the Ministry of National Education has had to face is finance. It costs the government Tshs.30,000/= to train one primary school teacher. It is impossible therefore to afford the training of the 40,000 teachers required for UPE using the orthodox approach; no less the cost

of building new colleges for the conventional model of teacher training.

An alternative approach for training teachers has been adopted using Distance Education methods. In 1976 the first batch of 15,000 students were selected and enrolled for a three year training programme. The trainees were those who had completed primary education and had indicated that they were interested in the teaching profession. The trainees were between 17 and 28 years of age. The regions administered selection tests while interviews were carried out by local committees who were familiar with the applicants and were able to give considerable weight to suitability based on character. Two other batches of 13,500 and 18,000 trainees were enrolled into the programme in the year 1977 and 1978 respectively. Each trainee received a monthly stipend of Tshs.150/= and stayed with his parents or guardians.

The training programme utilises the following components:

(a) Correspondence education in Pedagogy, Kiswahili, Mathematics Mathematics and methods of teaching.

(b) Tutorials: here the trainees meet twice or thrice a week with their village tutors (these are qualified and experienced primary school teachers who have received an initial 8 week course on distance teacher education) and carry out discussions based on their correspondence education; discuss and analyse problems related to their teaching practice and carry out primary school curriculum analysis.

(c) Radio programme: there are regular broadcasts based on the teacher education programme. Each of the 2,000 school-based training centres has a transistor radio for this purpose.

(d) Teaching practice: The trainees are required to teach 15 to 24 periods per week under the supervision of their village tutors and other qualified primary school teachers. The final strategy is the college seminar. At the end of the three years, the trainees hold a six-week seminar in the teachers college. During the six weeks, the trainees get an opportunity to revise the major topics they have learnt; they prepare instructional materials for their own class teaching. Moderation of the trainees' teaching ability is carried out during the course and at the end of the seminar the trainees sit for the final written examination set and administered by the Tanzania National Examinations Council.

There is an inbuilt evaluation system which involves the Institute of Adult Education, Teachers' Colleges and Regional and District Education Inspectorates. The evaluation system has helped to expose problems which would otherwise stifle progress of the programme. The first batch of 13,000 trainees sat for their final examinations and 97% passed.

The problem of permanent buildings for the schools is being tackled by both the government and the people while the problem of drop outs and attendance has been arrested by making UPE compulsory by law. The teachers from both programmes i.e. the distance teacher education approach and the college trained are now meeting in the primary schools. The question whether the two programmes are equally effective has been answered to some extent by researchers. Galabawa (1978) says that there is no major performance difference between the teachers from the two programmes. In terms of cost effectiveness, the distance technique is more effective since it costs the government only a third of the total cost required for conventional training. The shortage of teachers now stands at 20,000 distributed throughout the country's total of 9595 primary schools.

Since the policy of Education for Self-Reliance was issued (1967) comprehensive revision of the curricula has been made although more effort is still required. Some work has been done to revise the curricula so that they now reflect the environment with which the pupils are familiar and the practical skills, knowledge and values which are most meaningful to them. Furthermore, the aim is to root education in production so that schools contribute to self-sufficiency and become integrated with the local community. The age-old desire to integrate the school and the community is slowly changing to a reality in some regions in the country. The community school as a two way traffic, interaction and co-operation between the school and the community started as an experiment in Kwamsisi in Tanga region; then it was replicated to 35 scattered primary schools all over the country, and this year it has been adopted in two regions of Tanzania-Dodoma and Singida.

The concept of such schools is that the school acts as a centre for the community where all physical and human resources can be co-ordinated. Pupils grow and remain as an integral part of the community by having responsibility in the community and in this way pupils learn the realities of their society and become conscious of the present needs and future aspirations of their country.

The curriculum of the community schools breaks away from the traditional compartmentilised subject areas and the content and the learning experiences are arranged around the fundamental processes and problems of living. In other words the features of daily life are the focal points of the school curriculum hence education is effectively linked with life. The traditional unco-ordinated subject areas are integrated and allow flexibility and reality through the topic or module approach.

CONCLUDING REMARKS

The paper has attempted to review the main strategies that have been adopted by a number of countries in implementing UPE. Some of the countries which the paper has discussed have adopted alternative approaches e.g. Albania and China in implementing UPE because of the unusually high costs of conventional schooling in effecting UPE. Management of alternative approaches to UPE is hard and painful yet liberating.

In Tanzania, the philosophy of socialism and self-reliance, and the determining of national policies and guidelines for campaigns, adult-education and villagisation have contributed significantly to the present level of attainment. An essential element also has been the development of an efficient communication system from the village level to the government.

In many Third World countries the lack of adequate resources is almost universal. However, the resources position would not be so desperate as is commonly imagined if the existing resources could be pooled and optimised. Optimising resources is therefore, absolutely essential.

Commonwealth co-operation

M N Haq, Assistant Director, Education Division, Commonwealth Secretariat

THE COMMONWEALTH TODAY

The Commonwealth is a free association of states, one of the world's strongest voluntary international organizations. In December 1979 it has 42 members ranging in size of population from several hundred million to a few thousand. They include some of the world's richest nations and many of the poorest.

The Commonwealth contains people of many faiths, races, languages and cultures linked through shared traditons and the belief that their interests are served by partnership. Among member countries, English is the common language, and ideals about human rights, law, education and government are shared. These beliefs are enshrined in the Declaration of Commonwealth Principles (a copy of which may be obtained from the Commonwealth Secretariat).

All Commonwealth nations believe in and work for the success of the United Nations. The overwhelming majority of them belong to other regional or work-wide international associations, economic or political. Commonwealth membership is not an alternative, but a complement, to other forms of international co-operation.

The summit of Commonwealth relationships is the meeting of Heads of Government, held every two years. Other Ministerial meetings are held at regular intervals in such areas as finance, law, health, and education. The purpose of these meetings is to help formulate policies and to advance the interests of the nations of the world at large. The central body for co-operation between Commonwealth Governments is the Secretariat, established in 1965.

Governmental co-operation in the Commonwealth is crucial, but by no means everything. There is also a massive network of relationships between organizations and individuals in Commonwealth countries,more intimate and friendly than in any other international group of such diversity. The Commonwealth, world-wide, is a framework for friendship frank speaking, and mutual understanding.

Julius Nyerere summed up the essence of the Commonwealth and the value of the co-operation which it can generate when he said, "The Commonwealth is people meeting together, consulting, learning from each other, trying to persuade each other and sometimes co-operating with each other, regardless of economics or geography or ideology or religion or race. It is this which makes the Commonwealth valuable".

COMMONWEALTH CO-OPERATION

1. The Commonwealth Secretariat

The Commonwealth, through its Secretariat, is active in a variety of fields. The Commonwealth Fund for Technical Co-operation (CFTC) is the

largest and best known. It is a voluntary pledging fund and is administered in three main divisions:

(a) General Technical Assistance

(b) Education and Training

(c) Export Market Development

Co-operation throughout the Commonwealth also takes place through the Commonwealth Science Programme, the Youth Programme, the Commonwealth Scholarship and Fellowship Programme (CSFP) and the Southern Africa Programme for Zimbabwe and Namibia. Functional Divisions in the Commonwealth Secretariat such as Rural Development and Food Production, Health, Economics, Law and Education are also deeply involved in co-operative activities.

2. The Commonwealth Fund for Technical Co-operation

(a) The General Technical Assistance Division of CFTC has been active in each of the regions of the Commonwealth in a variety of specialist fields through the recruitment and support of experts and advisers requested by member governments. Through this programme, for example, Keith Warren whom we met at the Village Educational Resource Centre at Savar, was employed to gather information on work being done in Commonwealth member countries on the production of low cost science teaching materials. His findings were later published as a book. Similarly, experts have been recruited for specific projects in a wide range of educational and technical fields.

(b) The Education and Training Programme of CFTC is responsible for funding many of the seminars, workshops and conferences that are organised by the Education Division of the Commonwealth Secretariat. It is also the channel for assisting countries who have personnel in key posts for which further training or experience is necessary. In this way teachers have been enabled to attend training courses which provided them with such basic skills as to enable them to take responsibility for schools broadcasting, establish audio visual aid centres or set up production centres for instructional materials. Study visits have been arranged for persons newly appointed to posts of responsibility to enable them to see successful programme in other developing countries where conditions are similar to those in their own country.

It was this programme that funded the visit in 1976 of a group of Commonwealth educators and broadcasters to visit India and study the working of its ambitious Satellite Instructional Television Experiment (SITE).

3. The Commonwealth Scholarhsip and Fellowship Plan

The Commonwealth Scholarship and Fellowship Plan has benefited all Commonwealth Teachers. Through it, graduates are nominated by their country for places at a wide range of Commonwealth universities to undertake post-graduate studies. At present, more than 1,000 places are provided each year, but Ministers for Education have called for more so as to increase the number to 1,500 awards throughout member countries.

4. The work of the Education Division

The work of the Education Division of the Commonwealth Secretariat is determined largely by the recommendations made by Commonwealth Ministers of Education at their triennial meetings, the last of which was held in Accra, Ghana, in 1977. With its small staff of seven professional officers working under a Director and Assistant Director, the Education Division is currently engaged in programmes covering the fields of teacher education, educational media, universal primary education, science and mathematics education, technical educaiton, non-formal education, curriculum, examinations, higher education, educational administration and book development. In addition to this, the Education Division is engaged in a programme of teaching about the Commonwealth through its varied activities and through the materials it produces and distributes to Ministers of Education regularly and especially for Commonwealth Day now held on the second Monday of March each year.

This present seminar marks a new thrust by the Education Division into the important matter of access to education. UPE is seen as highly desirable, but difficult to achieve for countries with low school attendance percentages, and so the issue of access to education is being pursued both through the formal system of schools and through alternative means which may more rightly belong to the field of non formal education. This approach is to be backed up by a Commonwealth wide study on the development, production and distribution of low cost teaching materials.

In recent years, the Education Division has organized a number of regional conferences, seminars and workshops in Asia and the Pacific such as:

- Pan-Commonwealth specialist Conferenceon Materials for learning and Teaching (Wellington, 1975)
- Pan-Commonwealth specialist Conference on Educational Broadcasting (Sydney 1975)
- Regional workshop on Educational Administration and Supervision (Kuala Lumpur, 1975)
- Regional workshop on Technical Education (Hong Kong, 1976)
- Regional workshop on Community Education (Cook Islands, 1976)
- Regional workshop on Low Cost Science Teaching Equipment (Papua New Guinea, 1978)
- Regional training course on Educational Administration and Supervision (Fiji, 1978)
- Regional workshop on In-service Teacher Education (Colombo, 1978)
- Pan-Commonwelath specialist Conference on Non Formal Education (New Delhi, 1979).

THE FUTURE

The next Commonwealth Education Conference will be held in Sri Lanka in 1980 and Ministers for Education will be determining the educational

priorities which will form the basis of the work programme of the Education Division. It is likely that recommendations will be made to enter, among others, the fields of non-formal education and special education.

The future of Commonwealth co-operation depends on this form of dialogue and consultation which has been a feature of our interaction so far. Increasingly the Commonwealth is exploring avenues of greater collaboration with other international organizations such as the SPC, SEAMEO, OAU, ECA, IBE, UNESCO, UNICEF, WCOTP and L'Agence de Co-operation Culturelle et Technique for the benefit of the poeple throughout the regions of the Commonwealth. Given the background of common institutions even where local adaptations and other changes have taken place, the informal nature of Commonwealth consultation and co-operation, with its unique flexibility in accommodating new ideas, has continued to hold out the hope to its members of growing co-operation, not merely in our own field of education but also in health, finance and economic affairs, agriculture and science policy and in administrative matters. In this way, though its resources are limited, its contribution to the international order is increasingly recognized in the counsels of the nations.

Progress towards UPE in Africa

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INTRODUCTION

I am attempting in this paper to focus on the African countries which were represented at the Addis Ababa conference of Ministers of Education in 1961 and the subsequent conferences in Nairobi (1968) and Lagos (1976). These include all the former British and French Colonies together with Ethiopia and Liberia. Being a Nigerian, I will naturally draw heavily on the experience of my own country for any generalisations I make.

The concept of Universal Primary Education cannot easily lend itself to a precise definition. Although an attempt is made to define it in general terms as 'that state of education practice where, by conscious effort, communities attempt to make opportunities for learning and self-improvement available to all their peoples', in fact most African Governments have taken generalised access to education to imply the expansion of primary education; that is, school continues to be regarded as an essential educational agent although its function and roles may require to be redefined. Certain countries, for example, Kenya, endeavour to generalise access to the first three or four years of primary education in the first phase, whereas others give priority to increasing the number of years of primary schooling offered. In still other countries the duration of primary schooling has been reduced from eight to six years owing to financial constraints. Certain newly-independent countries with high rates of illiteracy and low rates of primary school enrolment combine priority to primary education with that accorded to adult education. The eradication of illiteracy for both children and adults remains a crucial problem in vast areas of the Continent.

The different strategies followed in generalising access to education appear to reflect differences among groups of countries in terms of prospects of providing universal primary education. Many governments, realising that the prospect of achieving Universal Primary Education is still remote feel that the youth and adults who have not attended school (or have not benefited from adequate schooling) should receive, through different modes of delivery, basic education common to all and to which every individual is entitled.

At the Addis Ababa Conference of African Ministers of Education in 1961 a goal was set for Universal, Compulsory and Free Primary Education by 1980. Interim targets for 1970 were set at 70 per cent of school-age children in primary schools, 15 per cent at the second level. Strenuous efforts were made throughout the decade of the 1960s in expanding school facilities. By 1970 several countries had managed to double their enrolments in primary schools. Many countries, however, fell far short of the targets that had been established. In retrospect, it may be said that the Addis Ababa Conference in 1961 was remarkable both for the targets set and the detailed exploration of how to reach these objectives. The training of teachers at various levels, salaries of teachers, the supply and equipment of classrooms, the production and distribution of suitable textbooks, all these components were considered. Nevertheless, the record shows a severe shortfall for many countries in reaching the 1970 target

and a similar lack of capacity in regard to achieving UPE by 1980. (It may be noted here that the 1980 targets included not only UPE, but also that 30 per cent of the relevant age group would be receiving second-level education, while 20 per cent of those completing second-level education would be able to find places in higher-level education.)

Whatever has been achieved by African countries on the long-term targets set by the Addis Ababa conference needs, however, to be viewed against the background both of population increase and of efforts being made to increase enrolments.

Population in African countries (excluding the Arab countries) increased at an average annual rate of 2.7 per cent from 1970 to 1975, at (an expected) 2.8 per cent from 1975 to 1980, and will probably reach 3 per cent between 1980 and 1985. This is the highest rate for countries grouped for major areas in the world. The population under 15 years in 1975 was 44 per cent of the total population of Africa (excluding the Arab countries) as compared with 25 per cent in developed countries; in 1985 it will be around 45 per cent in Africa and 24 per cent in the developed countries: This age group is expanding faster than total population in the African countries but slower in the developed countries. (Source: UNESCO Statistical Yearbook 1977.)

This demographic development combined with the slenderness of resources and other constraints, which will be mentioned later, affect all efforts African countries are making on progress towards Universal Primary Education.

Another factor which should be taken into account in the provision of generalised access to primary education is the fact that 70 to 90 per cent of today's boys and girls in tropical African nations are growing up in the rural areas. Some of these young people will gain further education and work in the cities. A few with specialist training will obtain rural wage-paid jobs as clerks in Local Government Councils or as agricultural extension workers. But the great majority will have to find their life vocations as self-employed rural producers. They will work within characteristic small-scale enterprises through the countryside, in their present home localities or in other villages or rural towns, Governments are therefore faced with difficult problems in determining how best (a) to provide appropriate continuing education and (b) to expand work opportunities that are productive and remunerative for these rural youth.

The capacity of any particular nation to meet these objectives depends, in large measure, on the pace and direction of economic development. What has become increasingly evident during the past decade is that some nations are in a much more favourable position than others to educate and employ young people. Zambia, Gabon, Nigeria, with substantial revenues generated from mineral exports, for example, are better able to assist their younger generations than, say, Somalia, Chad, Mali, Mauritania, Niger, where the dynamic for development deriving from exports is much less.

The objective of this paper is to provide an overview of the expansion of primary education of countries of the Region, highlighting several common problems and attempts to overcome these problems. If in the course of this paper, I show bias towards Nigeria it is because, in the first place, I am a Nigerian and, secondly, I happen to be one of the actors in the implementation of the Universal Primary Education scheme in Nigeria, which began in 1976.

EXPANSION OF PRIMARY EDUCATION: BASIC FACTS AND PROPORTIONS

Among the nations of the African region during the 1960s widespread primary schooling was accorded a special role in development. As mentioned above, this

was affirmed at the 1961 Addis Ababa Conference of Ministers of Education when the goal was set for Universal Primary Education by 1980. What was accomplished? Despite determined efforts, by 1970, of the 40 million primary school-age children, the proportions reached were only 38 per cent (15.2 million) enrolled in primary schools and 7 per cent (2 million) of the age group attending second-level education. The proportions achieved thus amounted to roughly half those set for the interim target. A point to note is that while the average national rates of increase of enrolments during the 1960s were 5 per cent each year for primary education, those of secondary education were 14 per cent each year. In 1972 there was a shortfall of around 11 million in relation to the target set for primary education. It is true that the enrolment ratio for primary education, which had been 41.5 per cent, had risen by 1975, according to present estimates, to 59.1 per cent, but if the existing trend continues the percentage in 1980 will be only 59.5.

Thus, on the negative side, the 1970 figures reveal that some 62 per cent (24.8 million) of school-age children were not attending primary schools. If the rural areas were taken separately this proportion would be at least 75 per cent. It may also be pointed out that in 1972 some 3.76 million children, who ought to have entered schools that year, were not enrolled and that 1.36 million others who had dropped out before their fourth year of schooling were in considerable danger of lapsing into illiteracy. The problem of repetitious and dropouts certainly warrants careful scrutiny, not only because of the effect on costs and efficiency of the education systems but also on account of potential social repercussions.

These overall proportions of primary school enrolments, however, conceal a variety of national achievements. Table 1 gives the gross enrolment percentages by country for primary education and also annual average growth rates from 1970 to the reference year.

Country	Reference Year	Enrolment Ratios: Gross %	From 1970 to the Reference year: Annual Average Growth Rate of Enrolment %
Algeria	1975	89	6
Angola	1972	79	9.1
Benin	1975	53	9.9
*Botswana	1976	92	7.1
Burundi	1976	22	-4.2
Central Africa Empire	1975	79	6.7
Chad	1976	41	(a) 2.4
Comoro Islands	1973	51	15.5
Congo (Peoples Republic)	1975	155	5.7
Egypt	1975	72	1.7
Equatorial Guinea	1973	72	4.5
Ethiopia	1974	23	9.9
Gabon	1976	202	4.5
*Gambia	1976	32	6.9
*Ghana	1972	58	-2.4
Guinea	1971	28	-12.0
Guinea Bissau	1976	123	21.8
Ivory Coast	1975	87	6.0
*Kenya	1976	105	12.5
*Lesotho	1976	119	3.2

Country	Reference Year	Enrolment Ratios: Gross %	From 1970 to the Reference year: Annual Average Growth Rate of Enrolment %
Liberia	1975	62	5.5
Libyan Arab	1976	155	9.1
Madagascar	1975	88	3.9
*Malawi	1976	63	10.6
Mali	1975	28	4.4
Mauritania	1971	17	10.1
*Mauritius	1976	103	-1.1
Morocco	1975	61	5.7
Mozambique	1972	52	7.7
Niger	1976	21	10.3
Nigeria	1975-1976	50	11.6
	1978-1979	86	15.8
Rwanda	1976	61	0.7
Senegal	1975	45	*3.5
*Sierra Leone	1975	37	4.4
Somalia (b)	1976	45	38.3
Sudan	1976	39	6.6
*Swaziland	1976	103	5.0
Togo	1976	103	9.6
Tunisia	1977	100	0.8
*Uganda (c)	1976	51	6.3
Cameroon	1976	120	(d) 13.6
*Tanzania	1975	70	16.2
Upper Volta	1976	16	6.0
Zaire	1972	88	3.4
*Zambia	1975	95	4.7

*COMMONWEALTH COUNTRIES Source: UNESCO Statistical Yearbook 1977

It should be noted that the reference year for the above is 1972 and the figures refer to Government-maintained and aided schools only. They do not include moslem or private schools though they do include intermediate schools.

Note on Gross Enrolment Ratio

The Gross Enrolment Ratio is the total enrolment of all ages at the primary level divided by the population of the theoretical age group for primary schooling, that is, according to the normal entrance age and the normal (or official) duration of primary education. These gross ratios may be severely distorted, in particular due to repetition and also to inaccurate population data. Ratios far above 100 per cent certainly need closer examination which cannot be undertaken within the context of this presentation.

If we group the individual countries according to their enrolment percentages in 1970, it is of interest that they fall into four broad groups. (The countries mentioned below are those for which these proportions are readily available.)

In the first group are seven countries with enrolments between 8 and 21 per cent; included are five French-speaking West African countries and two others.

Somalia	8
Upper Volta	10
Mauritania	12
Niger	12
Ethiopia	13
Mali	19
Chad	21

The second group has 11 countries with enrolments between 24 and 33 per cent.

Burundi	24
*Gambia	25
Guinea	26
*Tanzania	29
Liberia	30
*Sierra Leone	30
Dahomey (Benin)	31
*Malawi	31
*Uganda	31
*Nigeria	32
Senegal	33

In the third group are 14 countries with enrolments between 49 and 71 per cent.

Ivory Coast	49
Togo	52
*Kenya	54
*Swaziland	54
Madagascar	55
Rwanda	55
*Botswana	56
Central Africa Republic)	57
*Ghana	61
Zaire	61
*Lesotho	65
Cameroons	68
Equatorial Guinea	68
*Zambia	71

The fourth group has three countries with enrolment ratios betwwen 87 and 93 per cent.

Congo (People's Republic)	87
Gabon	91
*Mauritius	93

*Commonwealth countries

COMMON PROBLEMS

In the process of expanding primary education a number of economic and educational difficulties have been revealed which have differed in severity from one country to another. Certain problems are general.

1. Finance

Foremost among these difficulties has been the strain on central and local governments' budgets in paying for pirmay schooling, particularly recurrent costs, with teachers' salaries and teachers' training absorbing over three-quarters of the recurrent payments. Differences exist among national economies in the emphasis on expansion of primary relative to secondary, post-primary vocational classes, polytechnic institutions and universities. Typically, expenditures for recurrent costs of formal education have risen to absorb from 20 to 25 per cent of total public expenditures and in certain cases has reached 40 per cent, over half of which was used for primary education. By contrast, low proportions of budgets were allocated to out-of-school education through extension services for health, agriculture and community development.

2. Manpower

Ironically enough, money may be available and the country unable to mobilise its efforts within the budget deadline for reasons such as the absence of skilled manpower, the length of waiting periods for procurement or simply for administrative procedures. This happens often in regard to construction and in the provision of equipment. The capacity of national construction firms frequently proves insufficient or not well adapted to the building of facilities in remote areas. Some countries have to import almost all building components and unfortunately distance from the sea may increase further the costs and the delay in delivery.

3. Quality of Education

Difficulties of a different nature arise from the requirements of teachers resulting from the implementation of large-scale expansion of primary education. The numbers of teachers required, the duration of their training, their work and salary conditions their bias towards teaching in urban rather than in rural schools, require to be taken into account well before the expansionary phase actually begins. With the hurried expansion of primary education large numbers of unqualified teachers have had to be hired, with consequent effect on the quality of education available to the children (particularly so in rural schools).

4. Drop-outs

In the estimates made at the Addis Ababa Conference provision was made for a yearly attrition from primary school classes - but the actual drop-outs have far exceeded the number forecast. A typical situation in several countries reveals that of 100 pupils who start in primary grade one, one-half have given up by grade four, perhaps one-third attain the final grade and an even lesser percentage complete the full primary school course. Frequently, this has meant a reduction in the size of classes taught by one teacher and thus a significant rise in the recurrent unit cost per pupil. The situation in the former Western Region of Nigeria (now Oyo, Ogun, Ondo and Bendel States) is a good example to cite here. Universal primary education was attempted in this particular region in 1955. The ILO did a study on drop-outs for three

successive school generations. The drop-outs for the whole region were as follows: 1959-1964, 52.5 per cent; 1960-1965, 55.4 per cent; 1961-1966, 58.0 per cent. But in the rural areas the drop-out rates were much higher. For instance, while Ibadan city had a drop-out rate of only 20 per cent, rural towns of Otta and Ilaro had a drop-out rate of 47.2 per cent. Schools sited in villages of less then 5,000 population had a drop-out rate of 69.5 per cent and schools sited in villages of less than 700 population had a drop-out rate of 84.9 per cent.

Reasons for the high rate of drop-outs were varied: Inability of families to meet the school fees or, in areas where no fees were charged, to meet such modest expenses as school uniforms; the labour contribution of older children was required at home or on the family farm; a recognition by parents that there was less likelihood than in former years that schooling would lead to better paying jobs than those within the family enterprise, also lack of reinforcement from parents to what is learnt at school especially in illiterate homes.

Sometimes children 'drop-out' from school because the classes do not exist. Thus, some primary schools offer only the first grade or only the first three or four grades. This has been illustrated by a special survey* for which 16 African countries supplied information. The study showed that between 1969 and 1971 in these 16 countries the percentage of schools which did not offer the last grade could be grouped as follows:

Less than 30 per cent	-	Ghana, Mali, Togo
30 to 49 per cent	-	Congo, Gabon, The Gambia, Chad
50 to 69 per cent	-	Burundi, Liberia, Rwanda, Senegal, Tanzania, Zambia
Over 70 per cent	-	Central African Republic, Upper Volta, Niger

5. Relevant of the Curriculum

This is the most vigorously debated of all topics relating to the development of education in Africa today. The arguments are complex with varied degrees of emphasis, but divide into two main lines. One side advocates making the curriculum terminal for those who cannot go to secondary schools and thus making it more job-centred, practical and geared to local economic activities. The other side argues that the purpose of primary schools is not to teach young boys and girls occupational skills but to teach them literacy and numeracy; that the establishment of such vocational primary schools would create a tier of schools recognised by parents as inferior to the more academic ones. One problem that should be explored, if the education at the primary level is made more job-centred, is how to establish a balance in the total school programme.

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*UNESCO Statistical Yearbook 1972 Table 3.3

6. Employment Problem of School Leavers

This has been a major problem of educational expansion because of the social implications. It is inevitable that primary school leavers, who cannot continue at the next formal educational level, who are still quite young and vocationally unqualified, need further assistance to continue their education, whether on the job and/or in special classes.

APPROACHES TOWARDS HELPING SOLVE SOME OF THESE PROBLEMS

1. Search for Additional Sources of Finance

A guiding principle, well-tested in parts of several countries of the Africa region, is that families and communities are more willing to contribute towards some purpose which is close at hand and which they value highly. Thus, one proposal is to encourage much greater local contributions, which does not necessarily mean re-introducing or increasing fees payable by parents. The method of collection will vary according to local acceptability and practice. The practice of grants-in-aid from the central government would be initiated or revived with discriminatory procedures to help areas of particularly low (or non-existent) money circulation and to encourage demand where there is little tradition of modern education.

2. More Classrooms Built and Maintained by Local Contributions

On the capital side, thousands of classrooms could be built and maintained by local contributions in money, labour and materials (under the advisory services of central government with specific standards observed). Where the tradition of this kind of self-help does not exist and cannot be made practical, direct intervention by government would be essential. In highly-urbanised centres, the Parents/Teachers Associations have been found useful in these circumstances. However, the long-term solution may be the development of suitable industries on a multinational basis (regional or sub-regional) adapted to local needs and conditions. This calls for regional co-operation especially of a group of countries facing similar problems - in order to avoid high costs of imports and to mass-produce building elements, furniture, equipment and materials.

3. Self-Financing of Schools

Another suggested approach to help solve the problem of resource constraints is the introduction of a measure of self-financing into the system. In addition to the pedagogical value of manual work, there is evidence from both developed and developing countries that it is possible to organise learning centres for children, adolescents and adults that are linked with productive activities such as factories, for example, a farm or a workshop, the revenue from which could be ploughed back into the educational operation. An example of this type is the 'Centres d'Enseignement Revolutionaire' in Guinea, where the productive revenue provides a substantial portion of the operation budget. One problem here is to establish a proper allocation of time between, and respective emphasis on, the theoretical and the practical. It must also be asked whether there are effective local instructors available to avoid the expenses of technical training and whether the productive activity and output will fit the local economic pattern? Answers to these questions would enable decisions as to the feasibility of introducing self-financing, or partially self-financing, projects in particular situations.

4. Reduce Unit Costs by Improving Teacher/Pupil Ratios

Because of the rising cost of education, many countries have found it necessary to seek ways and means of easing financial pressures by various innovations designed to lower costs. One approach being investigated in several countries affects the supply of teaching services, which constitute the largest element in education budgets. Attempts have been made to cut unit costs by such procedures as the shift system and reduced teacher/pupil ratios. The problem here is to discover how teachers can teach more pupils without a fall in standards. In parts of Zambia, where population density permits, double sessions have been introduced. Most schools in Lagos, Nigeria, have introduced three sessions per day for all primary school children.

5. Use Teachers from National Service Programmes

Another approach has been to diversify teaching personnel by using former students who for the time being are in National Service Programmes - as in the Republic of Benin where the 'Service Civique National' provides for one year of teaching; or the literacy and rural development campaigns in Ethiopia, Guinea, Somalia and Tanzania, which are led by secondary and higher education students or even by mature primary school leavers. Other examples of attempts to relieve Ministerial Budgets are the experiment in community-financing of teachers in Togo and the self-help (Harambee) secondary schools in Kenya, financed by voluntary contributions and fees.

6. Use Auxiliary Teachers on a Voluntary/Part-Time Basis

Another method of extending teaching services without markedly increasing the salary bill is to use auxiliaries and community professionals and technicians to support regular teaching staff, either on a voluntary or part-time salary basis. This requires a survey of overall community human resources to discover which persons might be effectively utilised in both school and out-of-school learning situations. Other questions, however, must also be answered: What training measures are necessary for such personnel and at what cost? What problems might arise in bringing together the formally-trained teacher and the resource persons in a community?

7. Share School Facilities between Children and Adults

A few countries have resorted to multiple use of school facilities, especially in rural areas, in order to achieve economies in the use of expensive buildings and equipment. Thus, after regular school hours, classrooms are used for demonstrations or lectures by extension services, for adult classes, for community meetings, for the showing of films by mobile units. Tanzania, for example, has abolished the term 'pirmary schools' and replaced it with 'Community Education Centres', indicating the determination to make the fullest use of the facilities.

8. Introduce Alternate-Year Intake in Sparsely-Settled Areas

Children cannot be expected to walk to school more than a few kilometers especially under a hot sun or in heavy rain. Given this fact, the total possible yearly intake each year to a rural school may be only 20 pupils or less, whereas the teacher is capable of teaching 40. Several countries, therefore, take in a full class every other year and are thus able to make

more efficient use of teachers. Another important measure is to merge small schools in areas where the number of schools, judged by the size of classes, does not warrant keeping all of them open.

PROGRESS TOWARDS UPE - THE NIGERIAN EXAMPLE

Nigeria launched its Universal Primary Education scheme in September 1976. Nigeria is a large country (923,786 sq.km.) and among the most densely-populated in Africa; its population of about 80 million is spread over 19 states, with an average of 87 inhabitants per sq.km. in 1978

Although the original intention was to make the UPE scheme compulsory, this aspect had to be deferred to allow the scheme to generate its own momentum first. In terms of its resource implications and its social and economic impact, the UPE scheme is regarded as one of the most significant innovations in Nigeria's socio-economic development.

In 1972, the net enrolment ratio for the population between 6 and 11 years of age was 33.7 per cent, which constituted a rate below the African average of 44.2 per cent.

The projected enrolment figure of 2.3 million children added to the enrolment figure of 5.1 million pupils already in primary schools throughout the country should have given us a total of 7.4 million pupils by the first year of the scheme. What happened in reality was that 3.0 million pupils were enrolled and the total school population rose to 8.3 million. In the 1977-1978 school year that figure rose to 9.8 million as against the projected figure of about 8.8 million pupils. There are, of course, valid reasons for the discrepancies. In the first place, in some States in Nigeria, particularly where primary education is well understood and is very popular, a vast number of children who were not yet six years old were enrolled. Secondly, in other States a large number of children whose ages range from 6 to 8 were enrolled. The programme, however, carries an enrolment target of 11.5 million pupils by 1980. In addition, it is hoped that by 1982 when the first stream of pupils will graduate from the scheme, the total enrolment will reach an estimated figure of 14.1 million pupils. The total number of new classrooms to be built was estimated at around 151,000.

It is easy to imagine the scope and the number of actions to be undertaken. One had to plan two years before the launching of the programme to train 163,000 additional teachers. For training of such a large number of teachers Nigeria would need to have recruited 8,000 additional teacher-trainers locally or if need be from abroad. In terms of quality the curricula had to be revised and new textbooks published in 13 different subject-areas and in six national languages.

Teacher education is considered crucial for the successful implementation of the UPE scheme. Emergency training programmes were initially undertaken to produce a nucleus of teachers needed for the successful launching of the scheme with the Federal Government assuming full financial responsibility.

For the emergency training programme for teachers the following procedures were followed:

(a) Pupils who had competed six years of primary schooling were selected for teachers' colleges for five years training to obtain Teachers' Grade II Certificate, which is the minimum professional certificate for primary school teachers.

(b) Those who completed secondary education but failed to obtain the West African School Certificate were enrolled to spend two years in the Grade II Teachers' Colleges in order to qualify as primary school teachers.

(c) Pupils who obtained the West African School Certificate after completing secondary education spent only one year in Teachers' Colleges to qualify as primary school teachers. These constitute the bulk of teachers used for the initial launching of the UPE.

The emergency period has since passed and the emergency programmes has been converted to a more regular teacher training programme. To facilitiate rapid recruitment and retention of in-service teachers, new incentives were built into the conditions of service and basic salaries. By 1980 it is hoped that around 6,700 new classrooms will have been added to primary teacher training institutions, resulting in a total student enrolment of about 234,000.

Teacher education has grown rapidly reflecting a considerable measure of success in the various programmes instituted by the State Governments, supported by the Federal Government. Enrolment virtually doubled within the two-year period from 1974-1975 to 1976-1977, increasing from 78,000 to 149,000.

Another problem is the qualifications of teachers already in the primary schools. Unfortunately it is difficult to obtain comparable data on teachers' qualifications from all 19 States. This is due in part to different grouping of types of qualifications: For example, in respect of Grade II certified and failed, several States report as 'Others' all untrained teachers, whether West African School Certificate holders or primary school leavers and this group comprises up to 50 per cent of all teachers.

The numbers of unqualified and under-qualified teachers in the primary schools far exceed the numbers of those who are qualified. UPE has aggravated the problem to such an extent that by 1982 the number of unqualified and under-qualified teachers could well exceed 180,000. This would mean a dangerous dilution of the quality of teaching. The Federal Government has foreseen the problem and has established the National Teachers' Institute (NTI), Kaduna, for the specific purpose of providing upgrading courses for these teachers while they continue to render useful services in the classroom. In order to extend the scope of this effort, a scheme is being worked out whereby the NTI and the various Institutes of Education in Nigeria will co-operate to train a substantial number of 'lead teachers'.

The 1975-1980 on-going plan provided 300 million naira for the building of around 151,000 classrooms and 200 million naira for the implementation of the teacher training programme. These turned out to be mere estimates. On the material level, it is not easy to administer such a vast investment programme throughout the country. Provisional planning and special administrative methods and techniques have to be introduced in the administration of national education and previewed in the Development Plan in order to achieve the objectives within the time limit specified.

One needs as much planning as administrative skills and certainly more innovative skills, when educational democratisation strategies are centred around the development of a large-scale literacy programmes (other than primary education for the young). Being aware of the difficulties encountered by large-scale literacy programmes throughout the world and the causes of particular failures,the performances of countries of the Africa region may well be considered as exceptional. The following examples can be quoted: From 1970 to 1973 more than 3 million Tanzanians attended literacy courses;

in Somalia in 1974, of 1.2 million people enrolled in literacy courses in rural areas, some 789,000 passed their final examination.

CONCLUSION

A visible and obvious characteristic of the African educational scene is the expansion of primary education, in response to social demand. This continuing rise can be attributed partly to the pressures consequent upon population increases but also to the growing belief that the quality of life can be improved through education. Increase in enrolment is the direct result of officially proclaimed government policies that every child should go to school. The Government of Nigeria, for example, in its National Policy on Education, states unequivocally that Universal Primary Education is needed to accelerate the pace of national development.

The main issue underlying the expansion of educational facilities is one of timing. What is the desirability of expanding schools quickly in response to popular demand, balanced against financial constraints, which limit quantitative expansion and deeply affect quality control during the expansion process?

A development strategy that features educational expansion must continue to strive for a balance between quantitative expansion and the maintenance of quality. Phased planning and political pressure, nevertheless, are not ordinarily synchronised towards achieving the same expansion goals. Problems of lowered standards emerge as existing resources are depleted. To an extent that cannot be overlooked, the absence of precise planning of the reform and revision of educational content, methods and techniques may block the implementation of a programme or seriously delay its progress.

Once some form of Universal Primary Education is started it becomes exceedingly difficult to control the demand. Furthermore, each successive educational level begins to feel the population pressure from below. Those with primary education want secondary education for their children, those with secondary want higher education. Thus each generation starts from a new platform of higher expectations.

Although statistics on progress towards Universal Primary Education in the Africa region are inadequate and not very reliable, there is visible evidence from country to country that massive expansion has taken place in education especially at the primary level. It is hoped that this trend will continue.

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OFFICIAL SPEECHES

DR M N HAQ, ASSISTANT DIRECTOR, EDUCATION DIVISION, COMMONWEALTH SECRETARIAT

As representative of his Excellency, the Commonwealth Secretary-General, it is my pleasant duty to convey, on his behalf, the warmest greetings and sincerest welcome to you all. We express our deep sense of gratitude to the Government and the people of Bangladesh for their close co-operation and great generosity in hosting the present Commonwealth Regional Seminar on Universal Primary Education for the Asia-Pacific region. I deem it a great privilege to accord a special welcome to his Excellency, the President of the People's Republic of Bangladesh and to express our deep sense of gratitude to him for kindly gracing the occasion by his august presence. We express our heartfelt thanks and appreciation for the excellent facilities that have been put at our disposal and for the warm welcome that we have received since our arrival here. I would like to extend a very hearty welcome to the delegates, consultants and observers and wish them success in their deliberations. It may be mentioned here that although this seminar has been organized for the Asia-Pacific region, the participation by observers from other regions of the Commonwealth lends the seminar an inter-regional character. Our thanks are due to the various Commonwealth governments for supporting the seminar through the participation of their delegates. We offer our thanks to all the guests who have found it convenient to join us.

On this auspicious occasion, I would like to take the opportunity to say a few words about the Commonwealth. The modern Commonwealth with its predominantly Third World membership, is not the mere ghost of the British Empire. It is the free association of sovereign Commonwealth nations and its strength lies in its complete freedom and great flexibility. In spite of its diversity, there is a sense of community. Its ties sustain and support a sturdy infrastructure of consultation and co-operation, embracing the governments of a quarter of the world's population. The Commonwealth has achieved formal observer status at the UN and at a number of international meetings, thus enmeshing itself within the growing complexity of international institutions and associations. On a broader canvas the Commonwealth has been endeavouring relentlessly for a new international economic order aimed at securing for the Third World reasonable price stability for primary products, steady access to the capital and the vast markets of the developed world and a fixed percentage of aid from the rich to the poor. On political issues, the Commonwealth Declaration of Principles (1971) recognized 'racial prejudice as a dangerous sickness threatening the healthy development of the human race and racial discrimination as an unmitigated evil of society' The opportunities and limitations of the Commonwealth were aptly summed up by its present Secretary-General, His Excellency Mr S S Ramphal, when he said "We cannot negotiate for the world but we can help the world to negotiate".

The activities of the Commonwealth Secretariat reflect the major interests of the member nations. Besides dealing with political and economic issues, they encompass co-operation in education, information, export development, health, food production and rural development, applied studies in government, international affairs, science, legal matters, youth affairs and economic affairs. Established in 1971, the Commonwealth Fund for Technical Co-operation (CFTC) is an inter-governmental, multi-lateral development fund, which assists economic and social progress in developing countries. The present seminar has been made possible by funds from CFTC.

The Education Division of the Commonwealth Secretariat was created in 1966 with the following objectives:

(a) To assist and stimulate co-operation in education among member states.

(b) To study educational trends and developments.

(c) To initiate and promote ways of dealing with specific educational problems and

(d) To publish information on significant educational topics that are of special interest to the Commonwealth countries.

The work programme of this Division is based on the remits from the Heads of Government Meetings and the Conferences of Commonwealth Education Ministers. These Ministerial meetings, otherwise known as the Commonwealth Education Conferences, are held every three years. The eighth Commonwealth Education Conference will be held in Sri Lanka in August 1980. Specialist Conferences take place every two years, on themes recommended at Commonwealth Education Conferences. The last one was held in New Delhi from 22 January to 2 February 1979, having as its theme Non-Formal Education for Development. For the first time a meeting of Commonwealth Senior Education Officials was held in July this year. The purpose of the meeting was two-fold - to discuss the preparations for the Eighth Commonwealth Education Conference and to review the work programme of the Education Division.

Besides organizing the above conferences and meetings, the main areas of operation of the Education Division include seminars, workshops and training courses in such fields as science and mathematics education, teaching about the Commonwealth, book development, non-formal education, special education, universal primary education, educational media, higher education, curriculum, teacher education and educational administration and supervision. The purpose of this operation is to help member governments improve the specialist expertise of their staff as well as to assist the governments themselves to formulate action-programmes in problem areas of education.

Furthermore, the dissemination of information to member governments is an important function of this Division and is accomplished in various ways. In addition to holding workshops, seminars and training courses, information is gathered and disseminated through liaison visits, and through publications arising out of reports and commissioned studies. The establishment of a network of Commonwealth desks in the education Ministries of member states has opened up new possibilities for effective collaboration in the collection and dissemination of information. The exchange programme known as the Commonwealth Scholarship and Fellowship Plan is operated in collaboration with the Association of Commonwealth Universities.

The Seventh Conference of the Commonwealth Education Ministers held in Accra, Ghana (1977) recommended, interalia, 'that the Commonwealth Secretariat, in consultation with the governments concerned, should assemble information on the steps being taken to implement programmes of universal primary education in member countries and make this information available to other countries'. In pursuance of this remit, the Secretariat has carried out and published a research study entitled 'Progress Towards Universal Primary Education - A Commonwealth Survey'. The Conference also recommended that the Secretariat should arrange a series of meetings on Universal Primary Education. It is eminently befitting that the first of these meetings is being held in Bangladesh whose people traditionally have held learning in utmost esteem and veneration. This comes as no wonder when it is remembered that Islam regards the acquisition

of knowledge as obligatory upon every man and woman. Thus, in Bangladesh, schools have traditionally received assistance from rulers, chieftains, affluent and religious citizens. It is worth mentioning in this context that William Adam's educational survey conducted in 1835 recorded one hundred thousand schools indicative of one school for every 400 citizens. This traditional indigeneous system of mass education that had developed throughout the centuries, had all the characteristics of a modern mass education system. It was free, universal and was meant for both males and females. The schooling was both formal and non-formal and it involved the community. Besides using parents as teachers, it evolved the famous monitorial system - senior pupils as teacher aides, teaching their junior colleagues. This glorious historical backdrop should serve as a source of inspiration and guidance to the present seminar.

The objectives of the present seminar are:

(a) To obtain an overview of current and planned action in member countries.

(b) To analyse the findings of the Commonwealth survey on progress towards UPE with respect to what countries mean by UPE, to examine constraints in its implementation and to suggest remedies.

(c) To determine preparatory steps that will be necessary for the successful implementation of UPE.

(d) To investigate alternative strategies for implementing UPE.

We hope that the present seminar will afford a great opportunity for exchange of views and experiences among the participants and it will draw heavily upon the manifold experience and innovative practices of Bangladesh in Universal Primary Education. Mention may be made of the experiment by the Bangladesh Academy for Rural Development, Comilla, with the mosque-based feeder schools, attached to the local primary schools, teaching classes I and II with specially trained Imams as teachers for children as well as for adult illiterates; the new curricula for primary education and for teacher education at this level, with emphasis on work experience and population education, formulated by the National Committee for Curricula and Syllabuses; the UPE Pilot Project of feeder schools in the Meher Union of Comilla district, run largely by women teachers with close community involvement and the project for manufacturing teaching materials out of locally available materials, undertaken by the Village Education Resource Centre at Savar. These innovative experiments representing laudable efforts at adding social dimensions to education have tremendous significance for achieving universal free and compulsory primary education within target dates not only in Bangladesh but also in other countries.

Perhaps it is pertinent to remind ourselves on this solemn occasion that universal, free and compulsory primary education is a challenge that has long been with us. Twenty years ago, 15 countries of Asia, inspired with the ideal of socio-economic development, met in Karachi and after prolonged and thorough discussion, decided unanimously to recommend to UNESCO a programme for them to achieve by 1980 universal, free and compulsory education of seven years' duration for the age-group six to thirteen or seven to fourteen. The programme was duly approved by the UNESCO Conference at its eleventh session held in Paris in 1960 and came to be known as the Karachi Plan. Ever since, the challenge has been taken up by these countries as well as by other newly independent countries all over the globe with varying degrees of success. We have assembled here today in the International Year of the Child to rededicate ourselves to this noble but formidable task. It is worth recalling here that out of the two thousand million inhabitants of the developing

countries, more than 800 million are under fifteen, and that less than four children in ten in these countries complete their primary schooling. If present trends continue, in 1985, only two-thirds of children aged from six to eleven throughout the world will be attending school. It is unfortunate that despite its enormous resources, world expenditure on armaments now being close to the terrifying level of $300 billion dollars a year, the modern world is still unable to offer all children education free and compulsory, at least in elementary stages, as proclaimed in the Declaration of the Rights of the Child. Consequently, new generations of young people will swell the already teeming ranks of the illiterate. Hence permanent remedies for a situation like this lies in ensuring universal school attendance for children and increased endeavours to eliminate school wastage reinforced by simultaneous effective adult literacy programmes. Once more the task might appear daunting but we may take heart from the exhortation of courage from one of the noblest men of our time, Dag Hammarskjold, "Never look down to test the ground before taking your next step; only he who keeps his eye fixed on the far horizon will find his right road".

In organizing this seminar the Commonwealth Secretariat has received invaluable help and co-operation from many quarters. We are immensely grateful to His Excellency, the President of the People's Republic of Bangladesh for his generous patronage and inspiring guidance. The very fact that His Excellency has kindly consented to inaugurate the seminar, symbolises how dear to his heart is the cause of education as a whole and that of Primary Education in particular. This demonstration of political will undoubtedly augurs well for the realisation of the challenging goal of free, universal and compulsory primary education. To the Hon. Prime Minister, we are greatly indebted for the enthusiastic support and kind guidance that we have received from him. Our gratitude is due to the Secretary, Ministry of Education for his advice and co-operation, who while attending a two-day meeting of the Commonwealth Senior Education Officials in London in July last, not only made admirable contributions to the deliberations but also took the opportunity to hold discussions with His Excellency the Secretary-General and other senior officials of the Commonwealth Secretariat about mutual co-operation in various fields of education. The first fruit of his pioneering but pragmatic efforts, is the present regional seminar which is being inaugurated today. We are also grateful to the other officials of the Ministry of Education as well as to those in the Education Directorate, Bangladesh National Commission for UNESCO and Bangladesh Education Extension and Research Institute for their hard work and valuable co-operation.

Thank you all.

HIS EXCELLENCY ZIAUR RAHMAN, PRESIDENT OF THE PEOPLES REPUBLIC OF BANGLADESH

I am happy to learn that the Commonwealth Secretariat has chosen Bangladesh to host the Commonwealth Regional Seminar on Universal Primary Education in Asia and the Pacific and it is my particular pleasure to welcome you all to our country. I am gratified to note that although the majority of the delegates come from fellow-Asian nations, there are also representatives from other parts of the Commonwealth who will, I am sure, add the wisdom of their own experience to your deliberations. During the period of its existence the Commonwealth Secretariat has held numerous conferences at ministerial and official levels which have done much to analyse common problems and put forward solutions. Amongst these conferences the Commonwealth Education Conferences have been of particular value. But by their very nature they have tended to deal with global issues and it is gratifying therefore to see the emergence of regional conferences such as this one which can get to grips with more specific matters of regional concern.

It is particularly appropriate that this Seminar, whose theme is Universal Primary Education, should be taking place here in Dacca. The Government of Bangladesh is currently giving its attention to the preparation of its Second Five-Year Plan 1980-85 and its perspective plan 1980-2000. In considering the education sector of these plans we have come to the conclusion that primary education must receive the utmost priority. It is now realised that the policies pursued in the 1950s and 1960s, which placed particular faith in the expansion of secondary and higher education, have mostly proved costly in terms of expenditure and less than effective in terms of investment. Remarkable changes have taken place in the present decade and have upset many of the comfortable theories and assumptions on which our former plans were based. It is not only the poorer countries which are now anxiously reviewing their educational systems. Even the wealthy nations have had their confidence undermined and are painfully re-appraising their policies in the light of diminishing natural resources, uncontrolled inflation and mounting unemployment. Recent advances in industrial technology have brought within reach the prospect of transferring most of the repetitive and dull tasks of production from the hands of human beings to automated machinery. The effects of this new technological revolution on people's lives have yet to be assessed but will certainly be profound, and educational policies will be profoundly altered.

Meanwhile the less advantaged nations are looking for a more equitable world economic system to emerge from the present state of chaotic inequality. It has also become evident that foreign aid is not an effective substitute for self-help. It can facilitate the implementation of indigenous development but it cannot provide long-term solutions. This need, then, to mobilize our own resources is the basis for our present political endeavours. The educational system plays a vital role in political change, hence our present concern with shaping a system to meet the challenges of the future. In this respect we in Bangladesh see primary education as a crucial factor in the development of democracy at the village level and the encouragement of the spirit of self-reliance. It is interesting to note that international and bilateral agencies are beginning to shift their emphasis in the education sector from prestige institution-building projects to the more mundane but more important field of primary schooling. The World Bank, for example, during the period

1970-1974 devoted only 4.5% of its educational expenditure to primary education. During the period 1979-1983 it proposes to increase this allocation to 24%.

As I mentioned earlier, Bangladesh is in the process of a social revolution. This can only be achieved if there is also a major change in the direction of education. Our system must be adapted to produce the attitudes of mind and skills which are needed to make the best of our own resources and to attain the maximum benefit from the foreign assistance which is offered to us. None of these objectives can be realised unless our basic education is broad in scope and sound in content. We, therefore, look forward eagerly to the outcome of this conference in the anticipation that it will give us both guidance and inspiration in our forthcoming efforts to expand and improve our primary education.

Over the past few years, at conferences like this and in the writings of many distinguished people, the economic, managerial-training and curricular problems of education have been exhaustively identified and examined. Many valuable solutions have been put forward to these problems. But as we all know, the real difficulty arises when we attempt to apply these remedies. For ultimately we are dealing with human beings and a remote authority cannot impose solutions on a reluctant populace however good and well intentioned those solutions may be. For a reform (a revolution, if you like) to be successful it must have the active support and co-operation of the bulk of the population. How we set about this task of "education for educational change" is a topic which this Seminar may perhaps consider. Educational systems are notoriously slow to change. And even educationists are not entirely exempt from the charge that yesterday's revolutionaries become today's conservatives. The channel of educational reform is blocked by huge boulders of vested interests which must be shifted before the flood waters of progress can be released. So it appears to me that a massive re-appraisal of our attitudes is necessary, beginning with our academic and educational theoreticians and filtering down through the whole of society. The cry "what was good enough for our grandfathers is good enough for our sons and daughters" is no longer appropriate and is patently untrue. But let us not delude ourselves that the present system can be radically changed overnight although this seems to be the assumption behind many programmes in education. Even in the wealthiest countries educational innovation has taken decades to achieve general acceptance. What we set out to begin today is unlikely to be fulfilled until the next generation. But that is no excuse for not making a start. And the sooner we start the sooner our young people and our country will benefit.

In conclusion, I would like to refer to some matters of concern to us in Bangladesh but which I feel sure have wider implications. First, there is the content of the primary school curriculum. In many countries the curriculum is little more than a pious hope, impossible of implementation either because the teachers or facilities do not exist or because it is so comprehensive that there are insufficient school hours to cover it. Bearing in mind that primary education will be terminal for the majority of people for years to come, the curriculum must provide two essentials. First, it must inculcate those basic skills - the ability to read, to write, to calculate, to measure - on which all subsequent personal and national development depends. Secondly, the school must actively encourage good social attitudes - moral values, if you like - which are the cement of a stable society.

My second point arises from the first. Our responsibilities cannot stop short at the primary stage. We must also provide opportunities for young men and women to acquire productive skills. Some of this training will occur in an institutional setting but this is a costly method which cannot meet

more than a small proportion of the country's needs. So it seems to me that we have to get away from the formal course and examination oriented system and to devise other, cheaper and more popular means of vocational education. In other words, the primary school must not be seen in isolation but must be reinforced by a non-formal system which provides people with a means to increase their own productivity as well as that of society at large.

My third consideration is how we can get the local community more closely involved in the organization, content, and control of the education system. It is a tragedy that in so many villages the primary school remains aloof and remote from the daily life of the inhabitants instead of being a source of pride and a centre of community activity. If we can overcome this problem we shall be well on the way to a democratic, relevant and dynamic educational order.

Finally, may I wish you all a happy and enjoyable stay in Bangladesh. I hope you will make use of every opportunity to see something of our countryside while you are here and also to savour some of its culture. I feel confident that the results of this Seminar will be of great benefit to all of us.

It is now my great pleasure to declare this Seminar open.

ORGANIZATION OF THE SEMINAR

Seminar arrangements

BACKGROUND

Commonwealth Ministers of Education at the Seventh Commonwealth Education Conference held in Accra, 1977, recommended that the Commonwealth Secretariat should conduct a survey on progress towards Universal Primary Education and organize a series of regional meetings to help countries striving to achieve UPE. Particular attention was to be given to countries that were farthest from achieving it.

The survey was carried out in 1978 by Mr R L Smith of the Department of Education in Developing Countries of the Institute of Education, University of London and published by the Secretariat as a book in 1979. In mid 1979, the Government of the People's Republic of Bangladesh, at the request of the Commonwealth Secretariat, agreed to host the first of the regional meetings and plans were quickly made for the seminar to be held in Dacca in December. The Commonwealth Fund for Technical Co-operation made funds available to enable delegates from both the Asia and Pacific regions to attend.

PROGRAMME

Theme

The theme chosen for the seminar was "Problems and solutions in the implementation of UPE".

Objectives

The objectives set for the seminar were as follows:

- to gain an overview of current and planned action related to UPE in member countries.
- to analyse the findings of the Commonwealth survey on progress towards UPE with respect to what countries mean by UPE and to examine constraints in its implementation.
- to determine what preparatory steps are essential to the successful implementation of UPE.
- to investigate alternative strategies for implementing UPE.
- to examine how Commonwealth regional co-operation might assist progress towards UPE in Asia and the Pacific.

Agenda

In order to achieve these objectives, the following agenda was drawn up:

- Country reports providing an overview of action related to UPE in member countries.
- Progress towards UPE: What the survey reveals about UPE in Asia and the Pacific.
- Educational and administrative implications of UPE.
- Strategies for UPE and a consideration of alternatives.
- Commonwealth co-operation in relation to UPE.

Groups

So that the differences of scale between different countries working towards UPE could be taken into consideration, it was decided that discussion should be conducted in two groups representing:

- small states.
- large states.

Timetable

Monday 3 December

1000-1200	Opening ceremony

Tuesday 4 December

0900-1015	Plenary session for country reports.
1045-1200	Plenary session for country reports.
1400-1500	Plenary session for country reports.
1530-1630	Plenary session for country reports.

Wednesday 5 December

0900-1015	Plenary session to introduce lead paper 1: 'Progress towards UPE: What the survey reveals about UPE in Asia and the Pacific'.
1045-1200	Group session on agenda item 2.
1400-1500	Group session on agenda item 2.
1530-1630	Group session to draw conclusions on agenda item 2.

Thursday 6 December

0915-1025	Visit Primary Training Institute and primary school at Manikganj.
1100-1130	Wreath laying at National Monument, Savar.
1130-1230	Gana Shastha Kendra, Savar
1230-1430	Jahangir Nagar University.
1500-1630	Village Education Resource Centre (VERC), Savar.

Friday 7 December

0900-1015	Plenary session to introduce lead paper 2: 'Educational and administrative implications of UPE'.
1045-1200	Group session on agenda item 3.
1400-1500	Group session on agenda item 3.
1530-1630	Group session to draw conclusions on agenda item 3.
1915-2200	Cultural programme and dinner at Hotel Inter-Continental given by the Chairman of the Board of Intermediate and Secondary Education, Dacca.

Saturday 8 December

0630-2000	Visit to Meher Panchagram, Comilla.

Sunday 9 December

1400-1530	Visit to the National Museum, Dacca.
1545-1700	Visit to the Science Museum, Dacca.

Monday 10 December

0900-1015	Plenary session to consider group reports on agenda item 2.
1045-1200	Plenary session to consider group reports on agenda item 3.
1400-1500	Plenary session to introduce a paper submitted by the African regional representative.
1530-1630	Viewing of films related to the seminar.
1900-2100	Dinner at Hotel Purbani International, Dacca, given by the Prime Minister.

Tuesday 11 December

0900-1015	Plenary session to introduce agenda item 4. 'Strategies for UPE and a consideration of alternatives'.
1045-1200	Group session on agenda item 4.
1400-1500	Group session on agenda item 4.
1530-1630	Group session to draw conclusions on agenda item 4.

Wednesday 12 December

0900-105	Plenary session to introduce lead paper 4: 'Commonwealth co-operation and UPE'.
1045-1200	Group session to draw conclusions on agenda item 5.
1400-1500	Plenary session to consider group reports on agenda item 4.
1530-1630	Plenary session to consider group reports on agenda item 5.
1930-2100	Dinner reception by Commonwealth Secretariat at BEERI.

Thursday 13 December

0900-1015	Plenary session to consider recommendations.
1045-1200	Plenary session to consider recommendations.
1400-1630	Free

Friday 14 December

1045-1200	Adoption of draft report and closing ceremony.

Programme of educational visits

MANIKGANJ PRIMARY TRAINING INSTITUTE

The Primary Training Institute Manikganj is one of 47 similar institutes in Bangladesh training primary school teachers. The trainees, who number nearly 200 in the proportion 4:1 male to female, demonstrated their opening activities each day beginning with a recitation from the Holy Quran, followed by the raising of the national flag, the oath of allegiance, and the singing of the national anthem. Following this, the students, under the direction of their Physical Education Instructor, performed a number of exercises. In one of the science classrooms a demonstration lesson on the germination of seeds using an overhead projector was given by an instructor. Nursery rhyme books, pictures, charts, models and other teaching aids prepared by the trainees themselves were also on display.

MANIKGANJ MODEL PRIMARY SCHOOL

The model primary school has a mixed enrolment of 500 pupils. It functions in shifts. There are 11 teachers on the staff of whom two are female. Because there is surplus accommodations, girl students have been put in separate sections.

SAVAR NATIONAL MONUMENT

The National Monument at Savar is dedicated to the honour of the martyrs of the liberation war in 1971. The monument is still under development and will eventually form a large and impressive memorial. Participants placed a floral wreath at the monument.

PEOPLES' HEALTH CENTRE, SAVAR

This is a voluntary organization started in 1972 as a private health centre following the liberation war. But the organisation has extended its activities to include programmes such as primary and adult education (both formal and non-formal), health education training for paramedics so that they can work independently as village and family planning workers, agricultural extension projects. Most interesting and encouraging are some of the income generating programmes for the benefit of poor destitude women and girls. These include furniture construction, masonry, bag making and shoe making.

JAHANGIR NAGAR UNIVERSITY, SAVAR

Prof Zillur Rahman Siddique, the Vice-Chancellor, together with several of his senior professors, received the group and briefed them about the objectives and functions of the University. The visiting group were also entertained to lunch in the Vice-Chancellor's residence.

VILLAGE EDUCATION RESOURCE CENTRE, SAVAR

The centre was established in 1977 with assistance from UNICEF and officially inaugurated in July 1978. Its purpose is to help various rural people and groups to achieve self-reliance by designing and producing equipment and materials appropriate to their resources. While producing educational aids from bamboo, wood, and paper, the centre is running a primary school for disadvantaged children where they are trying to follow their own curriculum. Pottery, screen-printing, fish farming, solar cooking and drying equipment are some of the interesting and useful innovations devised by the centre.

UPE PILOT PROJECTS IN MEHER UNION, COMILLA

To reach the project the participatns travelled by bus, launch and bus for four and a half hours.

The group was taken to three of the 22 feeder schools and two of the eight government primary schools which make up the UPE project. The group also visited a few of the Swanirvar (self-reliance) co-operative projects.

The Meher Union is composed of 24 villages with a population of 16,400 and is divided into seven blocks. Each block has an education committee responsible for two, three or four feeder schools which pass on their students to the government primary schools. The feeder schools contain pre-class one, together with class one and sometimes class two. The primary schools begin with class two or three. The Union Education Committee is responsible for overall supervision of the project.

Each feeder school has two teachers with a minimum of eight years of education but no formal teacher training,and one year (female helper). Half of the teachers are women. Salaries are much lower than those paid to government primary school teachers but these teachers are enthusiastic and happy with their salary and the honour they receive from the local community. Teachers are paid 50% extra if they teach a double shift. Overall, slightly more girls were enrolled in the feeder schools than boys. The project provides the students with all the school books and supplies, an annual medical inspection and medicines.

From the schools visited, the participants got an idea of a typical feeder school. The school buildings are small, about 15 feet by 45 feet, with clay floors, woven bamboo walls and thatched roofs. They contain a table, a blackboard and a lockable steel cabinet for storing teaching aids. The teaching aids seen included charts, pictures and small cards with pictures and matching words for teaching reading. Each student brings his own small mat to sit on. In each school-room two classes of up to 50 pupils are held simultaneously. The teachers teach for two-shifts per day.

In the course of their journey through the villages the delegates also saw some of the Swanirvar activities. A deep tube-well has enabled the production of up to three crops per year and there are many well-kept fish ponds. There is a Mother's Club where women were seen knitting, sewing and making jute handicrafts. At a small factory, improved low-cost sanitary latrines are made from concrete (the widespread use of these has greatly improved the health of the people) and pipes for culverts to improve drainage. There is also an electric powered rice mill. At the project's main building there are offices including one for Zero Population Growth, a library and room where the feeder school teachers meet for training, and a bank. Nearby were workshops for maintaining machinery owned by the project.

After lunch there was a meeting of the UPE personnel and the seminar delegates. The Director, Project Officer, and Deputy Project Officer of the project explained how the project arose and how it worked. In reply to questions from the visitors, the project personnel gave the following information:

(a) One serious problem has been that money for teachers' salaries sometimes arrives five months late.

(b) The Government is in the process of evaluating the project using local records.

(c) The pupils are not followed up after they leave the feeder schools but continue in the primary schools. The first batch of feeder school students to complete grade 5 will graduate from the Block I primary school in December 1980.

(d) The essential ingredients for achieving UPE in Bangladesh are felt to be total commitment to the idea at the top national level and utilisation of local support and involvement.

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