COURSE IMPLEMENTATION

Course Timetable

19. The course offered a variety of techniques and situations by which the participants could benefit from an examination of theory and practice. Of the ten weeks,weeks 5 and 9 were alloted to attachments to educational and administrative institutions. During the other weeks one day or one half day was timetabled for visits to local schools, colleges and places of interest.

20. The pattern of the day on the campus of the University of the South Pacific is summarized by the following table:

9.00 a.m.	Lecture/Simulation/Role Play
10.30 a.m.	Coffee
11.00 a.m.	Lecture/Simulation/Role Play
12.30 p.m.	Lunch
2.00 p.m.	Workshops/Tutorials/Library
4.00 p.m.	Tea

21. A full and final programme is detailed in appendix 4.

Course Structure

22. The aims of the course were expressed as follows:

(a) To broaden fundamental professional knowledge and to further develop understanding of the issues and techniques involved in the effective teaching-learning process.

(b) To encourage a re-examination of the theory and practice of administration and supervision and their application to the improvement of the educational process.

(c) To develop knowledge, skills and attitudes for effective professional leadership.

(d) To promote an awareness of national aims and objectives and the role of education towards their achievement.

(e) To develop professional competence in the planning of short and long-term in-service programmes for educators in national education systems.

(f) To emphasize the complex roles played by people in organizations and the need for an awareness of individual and group aspirations.

(g) To encourage a flexible and co-operative approach to problem solving.

(h) To encourage personal development.

23. More specifically, objectives were identified to enable course members:

(a) to demonstrate an understanding of effective professional leadership in administration and supervision within the education system and the community.

(b) To demonstrate an application of administrative and supervisory knowledge, skills, and attitudes to practical institutional situations.

(c) To prepare programmes for the further professional development of educational administrators, supervisors, head teachers and staffs in national systems.

(d) To identify ways of promoting innovation in organization.

(e) To demonstrate co-operative approaches to problem solving and decision making.

(f) To identify areas in educational administration and supervision where Commonwealth co-operation and exchange can be most usefully promoted.

To assess the ability of the course to go some way to meet these objectives a formal evaluation was undertaken midway, and at the end of the course (appendix 5 and 6), with the further understanding that an evaluation would be attempted a few months after the participants had returned to their posts.

24. The objectives found expression in the draft syllabus which provided the framework for the day by day programme.

Draft Syllabus

The syllabus will provide guidelines for the programme but will be followed flexibly to suit group needs.

A. Educational Administration: Administrative processes with reference to ministries, departments and educational institutions.

1. Concepts of the administrative process:

(a) Educational policies and the national framework:

National development.

The role of education in national objectives.

The Ministry of Education in the structure of government.

(b) Decision making and the management of resources:

The concept of leadership in the educational system.

Staff recruitment and selection.

Usage of available plant and facilities.

Use of available finances.

(c) Organization and Co-ordination:

(i) Ministry and departmental level:

Introduction to organization theory.

Supervision of departments and divisions.

Delegation of responsibility.

Procurement and supply of resources for the school system.

Routine and development activities.

(ii) At the school level:

Student grouping and course allocation.

Staff allocation.

The problems of creating balance within the school programme.

Co-ordinating the work of the school staff.

(d) Communication:

Horizontal and vertical communication within the educational system.

Communication within the school.

(e) Human relations:

People in organizations.

Influencing student behaviour.

Staff relations, morale and motivation.

Development of school/community relationships.

(f) Evaluation:

Evaluation procedures at a ministry and divisional level.

Evaluation of a school programme.

Staff evaluation and self evaluation.

Measurement of pupil progress.

(g) Change and innovation:

Developing centres of innovation.

Networks for centres of diffusion.

2. Planning strategies and the economics of education:

(a) Planning education programmes and policy in relation to national objectives for social and economic development.

(b) The economics of education in the national context and the economics of educational planning.

(c) Identification of objectives for educational management systems; nationally, regionally and at a school level.

(d) Plan implementation - strategies and constraints.

B. Educational Supervision:

1. Aims and objectives of supervision.

2. Selected functions of the school supervisor.

(a) Supervision and curriculum development:

Curriculum objectives.

Curriculum design.

Curriculum centres.

Curriculum change.

Curriculum evaluation including the role of examinations.

(b) The quality of the learning process:

(i) Supervision and inspection:

Executive functions.

Advisory functions.

(ii) Supervision and professional development:

Training skills and techniques.

Course design and appraisal.

Development of national in-service programmes.

(c) The supervisor, the school and the community:

(i) School-community contact.

(ii) The school and community development of out-of-school programmes.

25. Section A of the draft syllabus was formulated to demonstrate that the participants although faced with a multiplicity of activities could

nevertheless find a common thread of administrative processes running through and linking their particular task areas. These processes, planning, decision making, organizing, co-ordinating, communicating, influencing and evaluating are closely interlocked in any one task area but a breakdown which exposes underlying principles clarifies not only the process itself and the objectives of the activity but also enables administrators and supervisors to view the input of their professional role from someone else's standpoint and thereby see more readily the wholeness of the educational system.

26. The intention of section A was to allow the course to select those elements of process which when viewed in the context of selected, practical studies would be most relevant to the professional requirements of the participants as expressed in the course objectives.

27. Time was also alloted to national planning strategies and the economics of education, to give the participants the chance to see their own role in the perspective of wider national demands, and the financial restraints which these demands impose on educational planning.

28. Section B, entitled Educational Supervision, provided a conceptual turnabout by examining the role of the supervisor in relation to a number of specific and central themes; the curriculum, inspection, professional development and the interlinkage of school and community. By so doing it was anticipated that the recognition of ideas and principles examined in section A might then be seen more keenly in specific task areas.

29. The practical constraints of staff availability and time, and more significantly the perceived and expressed wishes of the course participants, resulted in a final programme which highlighted significant elements of the syllabus. These elements are discussed in greater detail in the sections which follow. The programme outline as it was finally presented appears as appendix 4.

Country Presentations

30. One of the most important elements of the course was the opportunity given to professional officers to appreciate the variations of practice and organisation within the region. The constraints of distance within the Pacific severely limit the opportunity for dialogue so that for many participants in Suva the course provided the chance to develop professional links and expand educational horizons.

31. Each participant was requested to bring papers to Fiji which would outline the structure and workings of his or her country's educational system and their own specific responsibilities within the system. For many of the participants, the period of preparation prior to the course provided insufficient time, necessitating the writing of papers during the first week, a week which, after the formal opening proceedings, was devoted to an examination of the educational systems of the Pacific.

32. There are strong similarities of organizational structure within the region, an inheritance from a recently departed British, Australian or New Zealand presence or, in one or two cases, continuation of that presence. Nevertheless, there exists considerable diversity in the terminology applied to administrative positions and there are a number of signs to indicate changes in structure responding to the expansion of formal and non-formal educational provision, to the requirements of curriculum change, and to pressures for the decentralization of decision making. Such changes reflect

common problems; how to deal with a growing school population and the rising expectations associated with expansion; the failure of wage employment to match school output, and the apparent inability of existing curricula and examinations to meet the needs of individual and nation. The search for solutions to these problems imposes new responsibilities on officers trained only in the school of hard won experience. The ways and means by which individuals react and readjust to new roles and demands must be central to training procedures.

33. Selections from the country papers are reproduced here. It has proved necessary to edit the original papers to produce a single paper for each country. The material centres on national systems but examples are provided at the end of the section to illustrate the roles of a district senior education officer in Fiji and a district education officer in New Hebrides. Diagrammatic illustration of selected ministries is shown in appendix 7.

COOK ISLANDS

The fourteen inhabited islands of the Cook Islands have a total population of approximately 18,000. The islands became self-governing in free association with New Zealand in 1965.

Education is free and compulsory between the ages of six and fifteen. Approximately 7.000 children attend schools, twenty-nine of which are run by the Government. Schools run by the Catholic and Seventh-Day Adventist missions cater for about 500 students.

Primary education lasts for six years. Secondary students work to the Cook Island's School Certificate and beyond that, in the upper fifth form, to New Zealand School Certificate. Within the secondary schools there are manual and academic streams.

In 1965 junior high schools were established with a strong vocational element but in 1975 they were changed to the more traditional academic model.

The Department of Education is headed by the Secretary who is directly responsible to the Minister of Health and Education. The Secretary for Education has three directors who are in charge of primary and pre-school education, secondary education, and tertiary education. The Secretary is assisted by a chief administration officer in charge of support services and by an executive committee which appoints the National Curriculum Advisory Committee.

Important commitments are seen to include the improvement of primary schools, revision of the secondary school curriculum towards more practical objectives, the development of a Cook Island's School Certificate at Form Five, the promotion of active community participation and the propagation of Cook Islands' culture.

FIJI

Fiji, an independent state since 1970, has a population of approximately 560,000 scattered over 55 inhabited islands although the majority of the population is on Viti Levu and Vanua Levu.

Schools are maintained and administered in a partnership of state, mission, and private enterprise. Education is not legally compulsory but there is an attendance level of nearly 100% at the primary level. Education is free for pupils in classes 1-6, the government paying three regular instalments to the appropriate agency. A primary enrolment of 122,626 attend 642 primary schools giving an average of 191 per school roll.

At the secondary level there are 122 schools, both secondary and junior secondary with a student intake of over 30,000. There has been a gradual change over from class eight schools to a pattern of six years of primary school, from the age of six, to be followed by attendance at junior secondary schools for four years. The junior secondary school was established as a result of the Education Commission proposals of 1969, but in several cases pressure has been brought to bear on the government to convert such schools into full academic secondary schools. In 1974, 58% of the age population were in forms three and four at the secondary level.

Schools on remote islands are at a disadvantage in the quality of teachers available for appointment, the distance from other schools and the lack of supervision. Transport is difficult, there being no Ministry boat service. Licensed teachers (untrained) continue to teach in some areas.

Teacher training courses may be followed at Nasinu Teachers' College, Lautaka Teachers' College, Corpus Christi Teachers' College and at the University of the South Pacific. The overall requirement for teachers by the early 1980s is expected to be 460 a year.

Technical and vocational education is provided at the Fiji Institute of Technology which concentrates on trade and technician level courses, the Ba Technical Centre, the Hotel and Catering School and the School of Maritime Studies. It is proposed that multi-craft centres offer a wider range of local facilities for adults and school leavers in rural areas.

The Ministry of Education has a permanent secretary as chief executive, responsible to the Minister. A deputy permanent secretary oversees four divisions headed by divisional education officers, in charge of primary, secondary, vocational,and development programmes. A curriculum development unit and an examination unit also come under the deputy permanent secretary.

The country is divided into four divisions - central, eastern, northern and western, each headed by a divisional education officer who normally has senior education officers and education officers attached to the division.

A recently instituted educational forum gives the public an opportunity to contribute to policy making by meeting with officials. At the village level school committees are responsible for the management of rural primary schools.

GILBERT ISLANDS

The Gilbert Islands, a dependent territory of the United Kingdom, consisting of 33 islands spread over 1.6 million square miles of ocean, has a population of approximately 54,000 people.

The Ministry of Education, Training and Culture oversees the education system. The Secretary is executive head and responsible to the Minister. He is assisted by a senior assistant secretary responsible for personnel and

accounts. One senior education officer is responsible for the co-ordination of all functional units, another for educational development and planning. Four education officers are in charge respectively of primary education, secondary education, tertiary education and administration. Also at the headquarters on Tarawa are a cultural officer, an assistant education officer (primary) and the clerical staff.

Working outside the headquarters yet with direct responsibility to the Ministry are three district education officers and three subject advisers.

The Minister is advised by the Education Advisory Committee, which has representatives from the Ministry, from local government and rural development, from the teachers' organization and from the churches.

Primary education provides a nine-year course for children aged six to fourteen years. There are 81 primary schools with an enrolment of 13,679. Primary schools are now run by the government with the absorption of all mission primary schools from January 1977. It is the intention that primary education should be free for the first six years by 1978. It is at the end of the sixth year that selection for secondary education normally takes place. One quarter of the selection must be on an island quota. Approximately 10% of the sixth year age group go on to secondary school.

The government's intention at the secondary level, in association with the missions and the churches, is to provide a sufficiency of places to meet national employment requirements for skilled technical, professional and administrative manpower.

There are five secondary schools with a total enrolment of 832. Four of the schools are church run. Students follow a three-year course to Gilbert Islands' Junior Certificate. Two of the schools then offer courses to Cambridge School Certificate and a sixth form is being established at the government's King George V and Elaine Bernacchi School. All schools are fee paying.

In 1977, four community high schools were opened as a pilot project. The schools offer a three-year course open on a non-selective basis to form one. The curriculum centres on English, Gilbertese, Home Economics, Manual Arts, Physical Education and Religious Education. Teachers will be seen as organizers rather than instructors and the timetable will be ordered to meet the needs of the locality.

The establishment of community high schools resulted from an Australian aid grant of A$179,000 and staffing is by twelve primary teachers who have undertaken a short conversion course. A curriculum committee has been formed to meet the developing needs of the project.

At the tertiary level there is Tarawa Teachers' College, a marine training school and Tarawa Technical Institute. The Teachers' College provides a two-year training course for primary teachers and in-service training facilities both at the College and on the islands.

Seventy three students are studying overseas, the majority at the University of the South Pacific in Fiji.

NEW HEBRIDES

Since 1906 a Franco-British condominium has been ruling the New Hebrides. State supported education dates from 1962; prior to that date schools were mission run. There are two separate educational systems supported financially by the two governing powers.

The British Education Department is headed by a chief education officer, who is advised by the British Education Advisory Committee the members of which represent various churches, communities and organizations. The establishment at education headquarters in Vila is completed by a deputy chief education officer, an education officer (Curriculum), a social development officer, and two assistant education officers. Four district education officers are in charge of the four island districts assisted by assistant district education officers. These officers combine professional and administrative duties (see page 26).

The primary system has 136 schools, 112 of which come under the auspices of district education committees. A further 31 schools are unassisted, notably those managed by the Seventh-Day Adventist Church. Approximately 14% of grade six primary students pass on to grant aided secondary schools. Distance between communities necessitates a boarding element in some primary schools.

The secondary system has two cycles; a three-year junior secondary course followed by a two-year course for selected pupils leading to the Cambridge Overseas School Certificate. An arts sixth form has opened at Malapoa College in Vila but science students go to Honiara (Solomon Islands).

Teacher training takes place at Malapoa College, a Diploma in Primary Education being awarded by the Institute of Education, University of the South Pacific. Secondary training is provided by the School of Education at the University of the South Pacific.

There are developments in women's clubs, in village training, courses for rural youth, community centres, and adult education classes.

(The French system was not represented on the course).

NIUE

Niue, a coral island of 259 square kilometres, has a population of 2,800 with a further 7000 Niueans living in New Zealand. Niue became a self governing state in 1974, associated with New Zealand.

The Department of Education is administered by the Director of Education who, in 1976, established five section heads. An education officer, deputy to the Director, is responsible for advisory services to schools, including in-service training. A curriculum development officer heads a unit responsible for the revision and development of the curriculum. The school inspector is responsible for the well-being of the primary schools and has responsibility for extension education. The principal of the High School acts as an adviser to the Director, and the Director's secretary has responsibility for all administrative matters.

The island has eight primary schools wherein education is free and compulsory from the age of six to fourteen. A dramatic migration of Niueans

to New Zealand in the early seventies has greatly reduced the school roll without a proportional reduction in teaching staff. Expatriate directors of education have emphasized the upgrading of teachers.

The Niue High School has an intermediate department for forms one and two with a strong practical and cultural emphasis. Students are presented by the school for New Zealand School Certificate with its Pacific options. Further long term education takes place outside the island. In the next five years high school staff could be completely localized.

Government, public service and the education department have made repeated attempts to provide some form of community education but these have in the main failed largely because they were untimely, impractical or in conflict with other valued activities. It is desirable that all educational enterprises beyond high school level be seen as aspects of an extension education programme except where such enterprises can be regarded as pre-entry or in-service training for a specific government department. To this end an extension education co-ordinating committee has been established.

By 1976 all villages had a play centre which, in most instances, met on one morning a week, run by volunteer groups within the villages.

PAPUA NEW GUINEA

Papua New Guinea is a young nation, gaining full independence in 1975. It has a population of approximately three million people who live in twenty provinces. Over 700 different languages and dialects are known.

The general aims of the Papua New Guinea education system stress the importance of schooling for community living and community needs; community involvement in the education system; equality of opportunity for all; the maintenance of local cultural values; the development of a system composed of self-contained cycles; all intentions incorporated in a meaningful and effective schooling dedicated to national unity and development.

The Minister of Education is responsible for national policy. The Secretary for Education is the executive and administrative head of the Department of Education. The National Education Board advises the Minister on policy, planning and the implementation of plans, and allocates staffing establishments. The Teaching Service Commission is responsible for the appointment, transfer, discipline and conditions of service for teachers, whilst the Secretary for Education determines school curricula, language policy, the school calendar and the standard of instruction.

The Department of Education has eight divisions each with an assistant secretary at their head plus an office of higher education. The divisions control primary education, secondary education, teacher education, technical education, finance and administration, education services, policy and planning, and provincial education. Supervision of this system is undertaken within the provinces by provincial education superintendents and school inspectors, as the extended arms of the Secretary for Education and the Teaching Service Commission.

Each provincial superintendent of education is assisted by a senior inspector and inspectors, curriculum advisers and education officers. The role of the provincial superintendent of education has been enhanced with the inception of provincial government responsibility for the development

of curriculum in non-core subjects, the appointment of staff and the control of finance.

In 1977, 153,608 children were enrolled in 1,924 community (primary) schools. This figure represented approximately 60% of the 7-12 year old population. The community school course begins at seven years of age and lasts for six year.

The National Education Plan has the long standing objective of universal primary education and has a 92% target for 1985.

The curriculum is divided into a nationally based curriculum and subjects of community value. English is the medium of instruction although local languages may be used in the first grade. A new community school syllabus will start in year one in 1978 with an emphasis on student and community self reliance and the equitable distribution of income.

Approximately one third of grade six leavers move on to secondary high schools. (1977 Provincial High School enrolment 31,426 of which 21,998 were males). Admission to high schools depends on a leaving examination and the provincial quota. It also relates to internal assessment during grades five and six.

There are 82 high schools; 52 are government run and 30 by mission agency. 40% of the students leave after two years; the remainder take a national examination after four years (grade ten). The aim of secondary education is to provide an adequate preparation for post secondary courses, direct employment needs and for participation in community life. Evidence shows the increasing inability of provincial high school students to obtain jobs. One response to this situation is the introduction of practical skills and agricultural activities in school.

At the end of grade ten results are determined by internal assessment and a national examination. In 1977, 1094 students went on to National High Schools which provide an alternative to the preliminary year of studies at University. New courses are presently under trial in these schools.

Papua New Guinea has nine technical colleges meeting the needs of the semi-skilled, secretarial jobs and sub-professional technical employment. There are nine community teachers' colleges offering two year courses for students with a minimum of grade ten entry. The University of Papua New Guinea offers courses for secondary teachers, including an up-grading course for community school teachers wishing to teach at the secondary level.

Provision in the field of non-formal education is increasing. Vocational centres (1977 - 97 centres) have been established to enable young people who have completed grade six or grade eight to prepare themselves for useful occupation in their locality. The curriculum varies from centre to centre.

It is the intention that some centres develop as Village Development Centres which will have no minimum entry requirements, with duration and curriculum to meet specific needs. Training will, as far as possible, take place on the job.

Each province has an education officer and a College of External Studies offers correspondence courses in general secondary and commerce certificate courses, and a community secondary education correspondence course provides primary leavers with a three-year community based programme.

The major effort now is to indigenise the system and provide a curriculum relevant for national integration and development.

SOLOMON ISLANDS

The Solomon Islands achieved full independence in 1978. Covering approximately 30,000 square kilometres, the Solomon Islands has a population of approximately 197,000.

Until the early 1950s formal education was concentrated in the hands of the missions. Since that time there has been increasing government involvement and in the past few years there have been a number of major policy changes enshrined in the Educational White Paper of 1975 and the Education Review of 1978.

The education system is now structured and organized by the Ministry of Education and Training, pursuing a policy that seeks the maximum delegation of powers to the local level whilst establishing a national system of controls, standards and aid provision.

Immediately responsible to, and appointed by, the Minister of Education and Training, is the National Education Board which exercises supervisory functions over eight local education boards. The local education boards are in effect a special form of local committee council with statutory provisions to ensure adequate representation of churches and other community interests. In this way the services available to local councils may be utilized while the special needs of the boards are described and protected by the Education Ordinance and the supervision and inspection services of the Ministry. The local boards, established in 1974 and under the wing of local councils since 1976, have a number of clearly defined responsibilities:

(a) The appointment and movement of teachers in primary and some secondary schools.

(b) The distribution of grants.

(c) Approval for the development of new schools.

(d) The furnishing and equipment of schools.

(e) Advising the Ministry and the local council on the educational needs of the area.

(f) Providing planning and supervisory services for school building.

(g) The transfer, supervision or dismissal of teachers and suspension or dismissal of pupils.

(h) Advisory, inspection and other services to schools with the help of professional staff seconded from the Ministry.

Each national academic secondary school has a board of managers, responsible to the National Education Board for the running of the school. The boards own and operate the school under the oversight of the National Education Board.

The new non-academic secondary schools have boards similar to those of the academic schools but they are subject to policy direction from the local education board. Central funds are channelled through the local councils.

School committees, chosen by the local community run the primary schools and see to the financial and material needs of the school with the help of board staff and grants.

A national teaching service has been established under the overall control of the National Board. Entry into the teaching service, career development and further training are all centrally controlled by this body. Wherever possible postings are determined by the local boards.

At the primary level direct fee payment for day schooling has been abolished. The current age of entry is seven with a six-year course. In 1979 the entry age will be between six and nine. At the end of standard six the Hicks Test is applied to determine who goes on to secondary school although it is now planned that a national attainment examination and a teacher's assessment will also be taken into account. In 1977 of 3579 standard six pupils, 1233 gained entrance to any type of secondary course. Until recently at least 50% of the 400 plus primary schools were mission run but the majority of such schools have now been handed over to local education boards.

There are six academic secondary schools. One is government controlled, four are church schools receiving direct government aid, while one church school remains independent. Present policy aims to have a double stream up to form five when the Solomon Islands' School Certificate will be taken. This examination replaces the Cambridge School Certificate in 1978. Double streaming will be achieved by 1980-81. The government controlled school, King George VI School, will have a sixth form class. At the present time it is necessary for form two students to undertake the Hicks Test to determine who will go on to the single stream upper classes.

The schools follow a common core curriculum of English, Maths, Science and Social Science with Manual Arts, Home Economics, Business Studies and Agriculture.

In the White Paper of 1975, it was proposed that vocationally oriented non-academic schools be established. Twenty such schools were planned of which eight have been built. The aim of the schools is to prepare young people for a more productive and effective living in rural areas and local communities. A two-year flexible programme concentrates on agriculture, handicraft, homecraft, development studies, culture, physical education and religious instruction. At the end of the programme application may be made to the Technical Institute or to rural training centres. Special training provision has been made at the Solomon Islands' Teachers' College for teaching in the new secondary schools.

However, as a result of a policy review in 1977 it is now proposed that in 1979 all secondary schools will have a common core curriculum up to form 3 at which time entry to form 4 will be determined by a national examination. This follows widespread parental criticism of the failure to provide academic education. It is further proposed that a triple intake be started in all secondary schools. So all new non-academic schools will become junior academic secondary schools.

The main tertiary level programmes provide for technical training at the Honiara Technical Institute, overseas scholarships and teacher training for primary and new secondary levels. The primary teacher training course

lasts for three years which includes one year on probation. It is anticipated that by 1981 the primary teaching force will be fully or partly trained.

TONGA

Tonga is a Kingdom in the South Pacific with a population of approximately 100,000. It has been an independent state since 1970.

The Ministry of Education is headed by the Director who is directly responsible to the Minister. The Ministry has three divisions each one of which is headed by a senior education officer.

The Primary Education Division is supported by school inspectors, area organizers, and supervising teachers, who are responsible for staffing, curriculum development, in-service training, professional supervision and evaluation, and examinations. There is close liaison with the Teachers' Training College on all matters relating to teacher education.

The Secondary Division is responsible for parallel matters in the two government secondary schools, and with principals in the church schools for all matters relating to examinations.

The Curriculum Development Division is an innovation of recent years and is responsible for the development of primary and secondary syllabus.

In addition to the three divisions, there are two sections responsible for scholarships and clerical matters.

Education has been compulsory in Tonga from 1876. The Education Act of 1974 makes it compulsory for children of six to fourteen years of age to attend school unless he or she has completed six years of education. Approximately 86% of primary school pupils attend government schools and the remaining 14% attend church run schools. The total primary enrolment in 1975 was 18,465. Government responsibility will increase with the phasing out of Catholic involvement in the running of primary schools.

In secondary education religious and private bodies cater for 90% of the enrolment. In 1975 there were 8,521 secondary students in 19 secondary and 23 middle schools. The government has responsibility for teacher training and for the import of educational materials.

Secondary teachers are trained overseas but training for the primary schools takes place at the local college. There is a 9% dependency on overseas teachers, a level which is likely to remain in the short term.

Technical and vocational education has received little attention although the Third Development Plan 1975-80 gives priority to the development of these areas in the Government school, Tonga College.

Non-formal programmes are also planned in the current development targets, with an emphasis on programmes which will encourage young people to remain in rural areas. A Youth Services Division is to be established in the Ministry. Plans have also been completed for the establishment of a multi-purpose Institute for Rural Development, Teacher Training and Vocational Training, a centre where teachers, agricultural extension workers, farmers, tradesmen, health officers and social workers will meet and work together.

TUVALU

Education comes under the Ministry of Social Services. The administrative head of the Ministry is an assistant secretary. An education officer (administration) assists the Ministry's executive officer. An education officer (primary) is located at Vaitupu with an assistant education officer. The eight primary school headteachers are responsible to both these officers.

The eight primary schools have a student enrolment of approximately 1600. The primary schools have two divisions, classes one to five, junior primary, and classes six to nine, senior primary. All senior primary schools are run by the government with a grant in aid. The only secondary school, Motufua, is run by the church and the government. It provides a six-year education leaving to the New Zealand School Certificate or a four-year course leaving to the Fiji form four certificate. The school has an intake of approximately 130 students. A further 100 students attend school in the Gilbert Islands and Fiji.

A policy review is currently examining curriculum change and the need for a curriculum development officer; the development of community high schools to meet the needs of post primary students; new approaches to the training of teachers for pre-service and in-service work.

WESTERN SAMOA

An independent nation since 1962, Western Samoa has a population of about 171,000 in an area of 11,000 square miles spread over two major islands, Upolu and Savaii.

Approximately 51,000 children attend 173 primary schools, 153 of which are government controlled. 9,000 students attend the twenty schools controlled by the church.

From the age of five years six months, elementary education for all Samoan children extends for nine years using Samoan as the medium of instruction. The nine years are split into three primer years, four standards and two forms in the intermediate section, after which time a national examination is undertaken to determine secondary selection.

The secondary system comprises in the first instance 19 junior secondary schools which are strategically located throughout the country. They offer a three-year academic course for 82.5% of the secondary population (4121 students - 154 local teachers). The schools are the result of community effort with the Ministry of Education supplying the staff and sometimes the furniture but all other expenses are borne by the community. The curriculum is undergoing considerable revision to put a much greater emphasis on technical and vocational subjects.

The other elements of the secondary system are the three senior secondary schools; Samoa College, Avele College and Vaipouli College. Samoa College follows a New Zealand academic curriculum to university entrance, the other two colleges providing courses to New Zealand School Certificate level. 7.5% of secondary age students attend the three colleges.

For the 120 to 150 students who sit the University Entrance examination local opportunities exist at the University of the South Pacific School of Agriculture at Alafua or as trainees at the newly opened secondary teachers' college where a three-year course will lead to a Diploma in Education.

The Minister of Education is responsible for the educational system, the executive head being the Director of Education who, with his deputy, heads seven divisions. The divisions deal with primary education, secondary education, vocational education, curriculum development, library services, administrative services, and project development. Most of these divisions are headed by chief inspectors. The primary division is headed by a chief inspector, who has a deputy and four senior inspectors. The country is divided into twenty districts, each district being under the supervision of a district inspector. These district inspectors report to the Ministry on the last day of every month, when problems are discussed with ministry officials. The secondary division operates a similar system.

The curriculum development unit has its own publishing centre for school texts and has recently undertaken preliminary syllabus work for the new junior high school curriculum although secondary curriculum work will be transferred to the new secondary teachers' training college. The curriculum development unit also has surveillance over school broadcasting and the examination unit.

The social demand for education is very high. One fifth of the national budget goes to education provision. The current development plan highlights the need to develop an eight-year elementary course with an opportunity for all students to undertake secondary education; a junior high school course which will provide an education relevant to the needs of all students and further encourage community involvement; an upgrading and re-training of teachers to meet the new demands of secondary education.

THE DUTIES OF A DISTRICT SENIOR EDUCATION OFFICER, FIJI

General

(a) Performs his duties in accordance with the Education Ordinance and Rules and Regulations made thereunder, Education Gazette instructions, and procedures laid down in the Education Officers' Guide.

(b) Puts into practice instructional policies with the help of his professional staff and co-ordinates various activities with a view to improving the quality of education in his district.

(c) Makes decisions on staffing, transfers and admissions or dismissal of pupils.

(d) Personally investigates complaints and disputes and deals with them in consultation with the Divisional Education Officer.

(e) Takes certain disciplinary measures and recommends more serious cases to the Permanent Secretary for Education.

(f) Recommends applications for registration, dismissal of teachers, promotions, increments, establishment, recognition, registration and closing of schools.

(g) Reports to the Permanent Secretary for Education.

Planning and Preparation of Education Officer's and Education Adviser's Work

(a) Assists the Education Officer and Education Adviser in planning and preparing their work.

(b) Checks their itineraries and amends them if necessary.

(c) Reviews their diaries.

(d) Holds staff meetings from time to time and offers comments and advice for carrying out their duties more effectively.

(e) Peruses all inspection reports on schools and teachers.

Teachers' Posting, transfer, Re-appointment and Issuing of Licences to Teach

(a) Posts newly trained teachers to schools.

(b) Transfers teachers from one school to another.

(c) Issues licences to teach to suitable persons.

Supervision of Schools

(a) Ensures with the assistance of his professional staff the smooth and effective running of schools in the district for which he is responsible.

(b) Spends a substantial proportion of his time visiting schools, observing the teaching and the learning processes going on in schools. Sees that each school is catering for the special needs of the environment in which the school is located.

(c) Makes his personal judgements of what he sees and offers comments and advice to the teachers both individually and collectively at the end of his visit.

(d) Makes recommendations to the management committee of the school regarding matters that call for attention such as repairs to the school building, inadequate equipment, etc.

Office Organization

(a) Assists in planning office organization.

(b) Keeps a close check on all routine matters.

(c) Keeps a non-expendable items register and takes on charge any new item.

(d) Appoints a Board of Survey once a year to check on non-expendable equipment and furniture.

Organization of Examinations

(a) Selects supervisors for the various examinations.

(b) Arranges accommodation at various centres for candidates sitting for examinations.

(c) Ensures that examinations at all centres are organized efficiently.

(d) Prepares an analysis of Intermediate and Secondary Entrance Examination results and notes progress; sees that full use of the analysis is made by his field staff and head teachers in improving the standard of work in schools.

In-Service Training

(a) Plans, with his staff and the In-Service Training Section courses for those Committee members of his district who need them.

(b) Organizes such courses at convenient centres during the year.

(c) Takes an active part in the courses and makes contributions to the discussions and demonstrations.

(d) Prepares and submits reports to the Permanent Secretary for Education and copies to the Divisional Education Officer of the Division.

Rural Development Education Committee

(a) Office

(i) Acts as the secretary.

(ii) Guides the deliberations of the Education Committee in the light of the Education Ordinance and the rules and regulations made thereunder.

(b) Establishment, Recognition, Registration and Closing of Schools

(i) Deals with applications.

(ii) Inspects site/school and holds discussions or meets with the committee or people prior to putting applications before the District Rural Education Committee.

(iii) Forwards applications to the Permanent Secretary for Education together with the recommendations of the District Rural Development Education Committee.

(c) Building Grants

(i) Reviews all applications for building grants and offers advice to School Committees.

(ii) Collects relevant information and puts all applications before District Rural Education Committee with his recommendations for their consideration and recommendation.

(iii) Inspects new buildings or classrooms, prepares/obtains completion certificates and submits them to the Permanent Secretary for Education.

(iv) Forwards District Rural Development Education Committee s recommendations to the Permanent Secretary for Education.

(v) Inspects buildings under construction and submits a progress report on the building at the end of each month.

(d) Government Primary Schools

(i) With the School Fees Remission Committee reviews applications for remission of fees and forwards the recommendations of the Committee to the Permanent Secretary for Education.

(ii) Acts as the manager of the schools.

(iii) Works out the shortages of teachers in his district and submits his requirements to the Permanent Secretary for Education for the following year.

(iv) Submits a list of office requirements to the Permanent Secretary for Education every year.

THE DUTIES OF AN DISTRICT EDUCATION OFFICER, NEW HEBRIDES

General

(a) Meetings are held twice a year before the British Education Advisory Committee where district requirements are proposed.

(b) Maintenance of buildings.

(c) Overseeing new buildings.

(d) New projects.

(e) Grants for buildings and teachers' salaries.

(f) Local revenue from school fees, which are collected by the headmasters.

(g) Local revenue from funds raised by donations, bazaars and dances, paid by the local school committee to DEC funds.

Visits

(a) Pay teachers monthly salaries.

(b) Report on the statistics of pupils and teachers.

(c) Report on buildings.

(d) Visits made by VIPs.

Inspection

(a) Reports on teachers (Confidential).

(b) Full inspection. Teachers doing two years probation require four reports and, if successful, recommendations for promotion are put forward to the Promotion Board. Likewise with teachers moving from one grade to another.

Examinations

(a) General ability tests.

(b) Reading tests from grade three in primary school.

(c) Senior Primary Examinations.

Recommendations

Recommendations are made by the District Education Officer and assistant district education officers on the following:

(a) Teachers on probation to be confirmed as Grade 4, 3, 2 or 1 after two years success.

(b) Recommendations for salary deduction, blocking increments, demotion, suspension without salary and dismissal.

(c) Recommendations are put forward for teachers qualified for scholarships and in-service training.

(d) Recommendations for local courses.

(e) Recommendations for new buildings.

(f) Posting of teachers.

Books and Stationery

Forms are filled by headmasters and sent to district education officers where orders are prepared and sent to the Curriculum Development Officer for the supply of books to schools. This is done three months before the beginning of the first term. Bills are sent to the DEO for payment.

The Administrative Process

34. Examination of the country papers and discussion on the roles of the participants laid the foundation for the course. Once a recognition of common and distinctive functions had been established the substance of the course could more readily relate to known needs and problems.

35. In a paper presented by the Course Director, John Weeks, at the beginning of the second week, the administrator was defined in the following terms:

> An administrator is one who, through the authority vested in him, is able to use his capacity to organize and make decisions. An educational administrator is a person who leads an educational organization, or a section of it, within the limits of the local and national educational structure and who has to make professional decisions which will affect varying numbers of people, since educators, in whatever capacity they work, have a potential influence upon the present and future of fellow human beings to a degree probably un-paralleled in any other profession.
>
> It is, therefore, essential that an educational administrator bring to his professional task as much expertise as possible; an understanding of the complex nature of human relationships; at least some knowledge of the theory of organization and administration; the ability to utilize effectively resources that are available and preferably a background of experience in dealing with administrative situations.
>
> Obviously, one cannot acquire this desirable expertise overnight and the budding educational administrator may have at least two built-in deficiencies. He may well have come straight from the classroom into an administrative position, since 'good' classroom teachers are frequently translated from the classroom with no preparation; he may therefore have to begin administering with very little experience on which to draw. The second deficiency with which the potential administrator has to contend is the lack of practical facilities. A teacher trainee has opportunities provided for him to practise teaching during his college life; but very rarely will the educational administrator be able to have access to an educational administrative situation where he can 'practise' in the way that a teacher trainee uses teaching practice.

36. The course attempted to tackle these deficiencies by a variety of practical means; case studies, simulation exercises, role plays and workshops provided the framework for illuminating both principle and practise as they affect the daily work of educational administrators. A selection of the material prepared for and used on the course is reproduced in this report in the belief that national training exercises might make use of the studies whilst appreciating the need to change names, situations, and locale to meet national requirements.

37. The early part of the course (appendix 4) concentrated on selected elements of the administrative process. The syllabus, which outlined the elements of the process, was based on a framework found in the Commonwealth Secretariat's Handbook for Supervisors, Trial Edition, which itself derives from a paper by E. Miklos presented to the Commonwealth Regional Workshop on Educational Administration and Supervision, Kuala Lumpur, Malaysia 1975.

TABLE 2 Supervisor's Task Area

Administrative Process	Curriculum	Pupil Personnel	Staff Personnel	Community Relations	Physical Facilities	Management
Planning	Identify specific objectives and devise means	Inventory of numbers and special needs	Staff needs and staff development	Programme of school community contact	Design of buildings, facilities	School management systems
Decision Making	Select objectives and means; decide content or programme	Space and service required	Recruitment and selection of staff	Form and frequency of contact	Best use of available space, changes	School needs, requisitions
Organizing	Schedule courses and individual	Grouping pupils, accounting	Assign teaching duties	Schedule contacts for year	Use of space and equipment	Procedures, delegate duties
Co-ordinating	Maintain balance in programme	Special services, movement of groups	Related work of teachers	School and community activities	Relate need to availability	Management with other activities
Communicating	Among staff members on programme involvement	Needs to higher levels	Provide and receive information	Exchange information	Needs to higher levels	On needs with staff
Influencing	Availability of resources and work on programme improvement	Pupil control, provision of services	Motivate teacher improvement	Attitudes toward school	Extent of use of facilities	Allocation of resources
Evaluation	Assess outcomes and adequacy of programme	Pupil progress, adequacy of services	Assist with self-evaluation, formal evaluation	Effectiveness of relations	Use of present facilities	Efficiency of procedures

38. Miklos asks the question: 'What are the essential processes for making available and making effective human and material resources so that the purposes of an enterprise may be accomplised?' He answers, with reference to Gregg, by specifying seven components in the administrative process; planning, organizing, co-ordinating, evaluating, decision making, communicating and influencing. Each process is closely interrelated with the other and may follow the sequence proposed in the draft syllabus (page 9), but not necessarily so.

39. Miklos further suggests that the components of the administrative process be matched against specific task areas notably the school programme or curriculum, pupil personnel, staff personnel, community relations, physical facilities and management. The combination of process and task area provides a matrix to allow administrators to identify and clarify the nature of specific functions. The table which clarifies this cross linkage is reproduced here as Table 2.

40. In Fiji attention centred on planning, decision making, communication and evaluation, looking more broadly at the components of the administrative process in sessions on change and innovation, and building organizations. In these latter sessions the inter-relationship of the components was more readily observed. It was the intention to draw upon the national and local experience of the participants to provide the functions with which to build the framework.

Planning

41. Everybody concerned with education must plan. The teacher must plan lessons, the timetable must be devised, the balance of the curriculum must be determined, teachers must be distributed equitably among schools and funds must be allocated to different cycles of the educational system.

42. Planning is not an element of the administrative process to be viewed in isolation, neither is it necessarily the first stage in a cycle of activity. Nevertheless, it is often the stage when objectives are clarified, when a diagnosis of options is undertaken and activities are specified and initiated.

43. In the case of the teacher, planning his or her lesson, the planning includes making, adopting and implementing the plan, but as soon as the activity is removed from the classrooom, stages within the planning procedure are likely to require the input of a wider consensus, including those outside the educational system. Thus, at the national level, Education is one of many ministries fighting for a slice of the national cake and the arguments which determine the final allocation will not be those of an entirely educational nature; political beliefs and opinions,and financial constraint will impinge strongly on the work of the educational planners in the pursuit of national objectives.

44. Similarly, the planner must seek expertise on the physical, human and economic resources available when determining alternative strategies. This requires an ability to tap the fund of experience held by professional colleagues at all levels and of the populace at large, with their demands for education in a quantitative and qualitative sense.

45. In a paper distributed to the participants (Beeby, Planning and the Educational Administrator, Unesco International Institute for Educational Planning 1967), educational planning is defined as .... 'The exercising of foresight in determining the policy, priorities and costs of an educational system, having due regard for economic and political realities, for the

system's potential for growth and for the needs of the country and of the pupils served by the system'. This definition was served to meet the needs of senior administrators within a ministry and yet all of those concerned with education will recognize all or part of the definition as significant to their roles.

46. From classroom to Minister's office there is first a need to clarify the objectives towards which any activity may be geared; objectives which must be seen as consistent and appropriate to the wider objectives of school, community and nation.

47. The objectives established, a diagnosis of the available options must examine the capacity of the system or sub-system to undertake the programme which is proposed. Are there enough teachers or school buildings, can teachers be released in sufficient numbers for in-service training, will the timescale proposed produce sufficient secondary girl graduates, will the local community be able to offer skilled craft assistance, can the central ministry be persuaded to release sufficient funds and so on? The political, educational and financial balance sheet must be drawn up. Counsel must be taken, resources assessed and possible side effects considered.

48. Once one of the options for action has been selected, a matter of decision-making, the procedures for action should be detailed against the timescale determined for the effective implementation of the programme. Each activity in the sequence must be seen to have its own clear rationale in the overall implementation of the programme. The administrators will soon learn that the printer, the builder, the caterer and the accommodation officer may be of a significance that a purely educational background has not prepared him or her for. The practical needs of each stage in the process must be carefully assessed.

49. The Commonwealth Secretariat's Handbook for Supervisors provided the participants with an example familiar to many in the national or district education office; planning for an in-service course.

Planning an in-service course for secondary head teachers

(a) Clarify objectives:

At the end of the course head teachers should be able to:

(i) Exercise professional leadership in the area of curriculum.

(ii) Translate an official syllabus into an effective and dynamic school programmes.

(b) Identify options:

(i) Inspector spends a week in each school working with head teacher on school programme.

(ii) Run course in term-time for two weeks at a residential centre.

(iii) Run course on a day basis over a series of week-ends.

(iv) Use two weeks of the long holiday for the course.

Consider effectiveness of alternatives, also resources needed and unintended consequences. Option (i) will be very slow to fit in all the schools and the heads will not be able to influence each other, so effectiveness will be reduced. Option (ii) will disrupt school programmes and will be most expensive to arrange as accommodation is not easily available in term-time. Option (iii) will enable heads to apply the course as it proceeds and is, therefore effective, provided the course venue is within easy reach of all participants. Option (iv) will enable participants to work together for a sustained period but effectiveness is reduced if the course is too much separated from their school situation.

Consult: Head teachers, district inspectors, director of in-service training in the ministry, district education committee, nearest teachers' training college.

Decision: Combine vacation course (Option (iv)) with day visits to follow-up course in the schools involved, if funds and accommodation available. Otherwise, try option (iii) for a smaller number of participants.

(c) Specify activities:

(i) Draft outline programme of course.

(ii) Ascertain if accommodation and facilities available.

(iii) Obtain authorization/funds from ministry/district.

(iv) Notify head teachers.

(v) Plan detailed programme in conjunction with head teachers/ inspectors.

(vi) Invitations to speakers from the ministry and the community and replies.

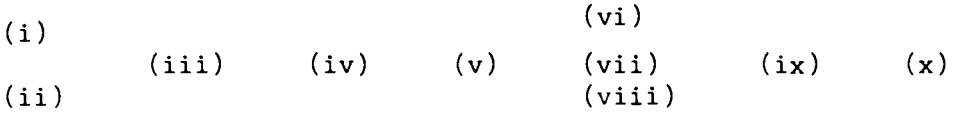
(vii) Preparation of case study material.

(viii) Arrangements for catering, and social activity at the course.

(ix) Hold course.

(x) Follow-up activities.

Flow chart of above activities:



Note: In this example activities (i) and (ii) and activities (vi), (vii) and (viii) could be run simultaneously.

Would you agree with the order of activities for this project? What notional times would you allow for each activity? How long would you have to allow from the start of (i)/(ii) to the start of activity (ix)?

(d) Monitor Progress:

Before the course: Check on completion of specified planning activities within the notional times alloted and prepare forms for evaluation of course by participants.

After the course: When visiting the schools to follow up the course, discuss with head teachers what initiatives they have taken, how they have involved their staff and what progress has been made in increasing the effectiveness of the school programme overall or in one area.

Decision Making:

50. Everyone makes decisions all the time; be they minor personal decisions on the schedule for the morning's work or major decisions affecting the schooling experience of thousands of children. For this reason decision making is often seen as synonymous with administration. It was clear from the job descriptions of the majority of the Fiji participants that their roles were multi-functional and that decision making on a variety of matters had to be handled by themselves in relative isolation.

51. Case studies were made available to the participants either prepared especially for the course or available in the Trial Edition of the Commonwealth Secretariat's Handbook for Supervisors:

(a) A Problem of Discipline:*

A case of teacher M who has punished a standard three pupil by pulling her hair has been reported to the principal of Primary School XY by her father, in the form of a letter of protest, a copy of which has also been sent to the local M.P. The latter then makes a telephone call to the principal, seeking an explanation and requesting him to take disciplinary action against the said teacher.

(b) The Degree is Everything:

People in the Case:

Mr. Fular	-	Newly Appointed Provincial Education Officer
Mrs. Balo	-	Mathematics Teacher

The Education Officer for the Province, Mr. Fular, has just returned from an extensive two week tour. He had recently been promoted with full responsibility for the Province and was making every effort to get to know his new area as quickly as possible. His tour had been successful and he felt satisfied with the contacts he had made with

*Taken from The Penang Case Book - a set of case studies produced by participants in the Penang Conference of the Commonwealth Council for Educational Administration and edited by H. J. Harris. December 1975.

District Inspectors and school staffs. It was his firm belief that getting to know and understand people was an important part of the administrator's role.

As he entered his office, he saw a mass of files on his desk. It was always the same; while he was away work in the office piled up and it meant late nights to deal with all the problems.

Before looking at the official mail he glanced at the few private letters. He recognized the writing on one of them. It was from a teacher friend in his previous area; a good conscientious mathematics teacher in a secondary school. This teacher, Mrs. Balo, had entered training college quite late after struggling to pass the junior secondary certificate examination. Mathematics was Mrs. Balo's great interest and on leaving college she had been appointed to teach this subject in a secondary school. Although she had no degree, her hard work, enthusiasm and concern for her pupils brought good results and all who knew her were impressed.

After some years she had been transferred to another secondary school where she was made head of mathematics. This recognition made her very happy but she was always conscious of not having a degree and afraid that one day she would be replaced by someone who, on paper, would appear better qualified to head a department.

So, when Mrs. Balo was offered a scholarship to study mathematics for one year she was delighted and saw it as an opportunity to improve her qualifications and make her position on the school staff more secure. She had gone off on the course and towards the end of that year Mr. Fular had moved on to his new post.

"How nice to hear from an old friend", thought Mr. Fular. "She must have been back for some months now. I'll read her letter before staring on those files". He opened the letter:

Dear Mr. Fular,

I am sorry that I have kept silent for such a long time. It is because I am so unhappy in my work. I am very pessimistic about my work and I just don't know how to begin my story. You knew that before I got my scholarship I acted as Senior Assistant and Head of Mathematics. Now, I have neither of these posts. The whole trouble is the new Inspector (he was not here when you were Education Officer). Soon after my return, he came and saw my work and told the Head that I was not keeping to the syllabus and was not teaching properly. You know that he is new to his job and does not know the syllabus himself. He was very unfair. I did nothing wrong and yet I suffer.

All my past hard work is not only equal to nothing but less than nothing. At the end of the term, I asked the Head about my position. He said that as I was not a graduate I could not be Head of Mathematics. (I gained no recognized qualification at the end of my course). I was sad when I heard this. It seems that everything depends on a degree. Well, I have no degree, and I feel sad. I had hoped to be better off after my year's course but it was a waste of time. If you are liked you are all right; otherwise nothing you do will help you. Now my mind is full of the word 'degree' and I have changed my attitude completely.

I never join in any staff activities. I am unpleasant and lazy. I feel that it is useless to work hard. Everything depends on qualifications and not on hard work and ability. I do not know what to do. What is your advice to me?

With best wishes,

Yours sincerely,

E. G. Balo.

Mr. Fular looked at the letter, then at the files and thought of his unhappy friend. What should he do .....?

(c) Memo from Chief Primary Inspector, Eastern Region:*

What action would you take if this item came into your in-tray?

MEMORANDUM NO. RC/12/73 DATE: 8 March 1973

TO: All District Inspectors of Primary Schools

1. It has been brought to my notice that some primary school staff in the Eastern Region are having considerable difficulty in the introduction of the New Maths Syllabus to their classes.

2. Please let me know if this is true of schools in your district and if so, what the specific problems are.

3. I would also like to know how much support could be expected if weekend "workshops" were organized to help those teachers.

52. The case study and in-tray exercises pose a number of questions:

(a) What precisely is the decision to be made?

(b) Who is to make the decision, the administrator in question or is it appropriate to pass the decision on, up, down or across? Does the decision require convening a special meeting or referral to a specific body?

(c) Is sufficient information available for a decision to be reached?

(d) In what ways will those affected be consulted in the decision making process?

(e) How will the decision be transmitted and evaluated?

*From the Districts Inspector's In-Tray Exercises produced for the Commonwealth Regional Workshop on Administration and Supervision in Education, Freetown 1973.

Communication

53. One of the greatest problems facing the administrator in the Commonwealth Pacific is the relative isolation in which many administrators have to operate. The physical problem of transmitting or effecting a decision may be considerable. Decisions may have to be taken on the spot to obviate delays which the limitations of the communication network place on work. This brought the participants in Fiji to a consideration of communication in its widest sense; the effective flow of information, decisions and ideas, upwards, downwards and horizontally within the educational system and with society at large.

54. To be effective and efficient communication means that those within an organization have all the information they require, when they need it, and with a knowledge of how to act upon the information received. In turn there must be channels of communication which allow the recipient of information to acknowledge that information received has been acted upon.

55. The Trial Edition of the Commonwealth Handbook for Supervisors provided the following exercise:

In your own school, or a school under your supervision, examine the process of communication in each of six task areas - curriculum, staff and pupil personnel, community relations, physical facilities, and management. With regard to each area consider:

(a) What written communications were made in the current term?

(b) What feedback was invited?

(c) What feedback was received?

(d) What meetings were arranged?

(e) What subjects were discussed?

56. The establishment of an effective network of communication must incorporate a number of specific procedures, for example, meetings and interviews. In Suva participants examined check lists for the effective conduct of meetings and acted out role-plays in which approaches to the conduct of these situations could be applied.

Conducting a Meeting

Conducting committee meetings, teachers' meetings, community meetings, leading small groups in study sessions, interviewing people are all channels of communication.

Communication is more than 'talk'. In communicating, persons share:

- their own feelings
- purposes
- knowledge

and they do so by;

- the exchange of words
- gesture
- posture
- the physical arrangement of the room in which the meeting is taking place, e.g. seating, lighting, space arrangements
- time
- communication is also influenced by the individual's perception of his or her role.

These influence interaction between individuals in the group.

(a) Elements in Communication

(i) What the speaker wants to say.

(ii) What the speaker wants to conceal.

(iii) What the speaker reveals without knowing it.

(iv) What the listener wahts or expects to hear.

(v) What the listener's perception of the speaker will let him hear.

(vi) What the listener's background, needs and purposes tell him what the word means.

(vii) What the emotional climate of the situation permits the persons to share.

(viii)What the physical structure of the situation permits the persons to share.

(ix) The actual or perceived relationship of speaker and listener;

- authority
- equal
- colleague
- subordinate
- inferior
- superior

(b) Barriers to Communication

Effective communication is possible if persons recognize some of the difficulties people encounter in seeking to understand each other.

(i) Words differ in meaning in different contexts and situations. Words accepted by one person in humour may lead to conflict when used by another person.

(ii) Deep commitment to one's own values may lead to a refusal to entertain the values of others.

(iii) Different perceptions of the problem can lead to arguments without solutions.

(iv) Communication is hindered if those considered superior in knowledge, status, or experience sit apart from the active group.

(v) If a decision is likely to run counter to a person's interest, facts may be withheld or attention diverted from the real issues.

(vi) Words may be used to frustrate thinking, e.g. national goals, relevance, policy.

(vii) Seeking to convince others of one's own values or views rather than seeking to understand theirs.

(viii)Tendency to defend one's point of view and an insistence on conformity.

(ix) Attempts to keep feelings out of discussion. Some people believe that if feelings come into discussions, communication does not occur. Feelings are as important as are facts in communication and attempts to keep them out of discussion is an attempt to limit the degree of communication. If a leader views personal feelings as important then the expression of personal feelings by members of the group does not threaten him.

(x) If persons feel that their contribution is not respected they will not make a real contribution.

(xi) If they feel that the leader cannot be trusted they may send messages designed to deceive.

(xii) Vested interests may attempt to divert the line of discussion.

(xiii)Feelings of personal insecurity on the part of the leader, could lead to the controlling of participation or a defensive reaction.

(xiv) Attempts to convince or convert or belittle other people's contributions.

(xv) Making decisions by majority vote rather than trying to reach a consensus.

(c) Preliminaries

(i) Notice of the meeting or invitation to attend the meeting should be sent at least 7 days before the date fixed for the meeting. The notice should contain:

The Agenda.

Some information on the special topic if there is one.

The minutes of the last meeting if it is a regular group.

Members should be invited to make contributions to the agenda.

(ii) Ensure that the meeting place is prepared and ready at least half an hour before the scheduled time.

(iii) Paper should be available and if the meeting is likely to last for more than an hour, some refreshment should be provided.

(iv) If there is to be a speaker then the members who are to welcome the speaker and to move the vote of thanks should be identified and informed. Someone should be available to receive the speaker on arrival.

(d) Role of the Chairman

(i) Create an easy atmosphere such that encourages freedom to communicate. Be businesslike yet friendly.

(ii) Guide the flow of discussion, shifting questions around. Keep order.

(iii) Clarify questions or ask questioner to state question another way.

(iv) Keep the group on the topic and control deviation.

(v) Look into the face of participants, noting frowns etc. Be sensitive to restlessness, boredom, squirming in chairs.

(vi) Encourage participation by all present. Control the over-talkative, seek contributions from the shy, or less articulate members.

(vii) Be on the look out for camps - the alignment of members in sub-groups.

(viii)Look out for potential leaders within the group. Even leaders who disagree may be used to help clarify a position.

(ix) Work towards a consensus.

(x) Summarize the discussion from time to time. This may be done by the secretary also.

(xi) Ask questions that get members to state areas of agreement then work towards more agreement where it has not yet been achieved.

(xii) Make a final summary. The meeting should reach a conclusion. If consensus is not reached the meeting may be adjourned and members arrange to meet again for further discussion.

(xiii)Minutes of the meeting should be circulated before members meet again. The minutes should state decisions, points of agreement and disagreement, proposals, recommendations but not dialogues.

The Interview

(a) Preparation

(i) Review all theinformation about the persons to be interviewed, study the application and read the references.

(ii) Make a list of the candidates in the order in which they are to appear and know the name.

(iii) Within the room place the chair exactly where you would like the candidate to sit.

(iv) Prepare a format for recording information or scores. Decide on criteria, e.g.

- communication
- interest
- knowedge of the position sought
- experience

Each member of the panel may select one area for initiating discussion but other members may be invited to participate.

(v) The Chairman must direct the interview.

(b) The Interview

(i) Welcome the candidate by name and try to put him/her at ease. Avoid flattery.

(ii) Do not appear rushed, impatient or display dissatisfaction or confusion.

(iii) Avoid expression of approval or disapproval of the candidates responses.

(iv) Have a few questions handy in case the interview dries up, but use responses to let the interview flow.

(v) Do not convey your decision one way or the other to the candidate.

(vi) The panel should compare notes after each candidate has been interviewed.

(vii) The candidates may be asked to remain and await a decision, or they may be told that they would hear from the panel. If a decision is made the candidate chosen should be recalled and briefed as is necessary.

57. Participants were further asked, in groups, to tackle the assignment which is reproduced below:

The Minister for Education of the Rikiwonga Islands has decided, after due planning and study, that more relevant education should begin to be provided in his country, rapidly moving from a purely agricultural to an industrial economy. A new two year vocational studies stream is to be added next year, in nine months time, to the Abameda High School, a fee-paying, co-educational, grant-aided grammar school so as to provide a good range of courses in the vocations already established in the country for young school leavers.

Beginning with the Ministry's directive, and having regard to the need for effective communication:

(a) Identify key agents in the country through whose co-operation during the two-year course the scheme can be implemented.

(b) Produce a sample communication to at least two of the agents identified; one to an official, the other to a private individual or organization, indicating what part in the scheme you wish him to play.

Basic assumptions or deductions you make as to requirements not given above should be stated under a short heading called 'outline premises'.

58. One group in answer to (a) recognized the following agencies:

(a) The Ministry of Finance

(b) Central Planning Office

(c) Heads of Churches

(d) National Teaching Services Board

(e) Private firms

(f) National Development Board

(g) School Principal

(h) School Board of Managers

(i) Teachers' Training College

(j) Abameda High School Parents' and Teachers' Association

Evaluation

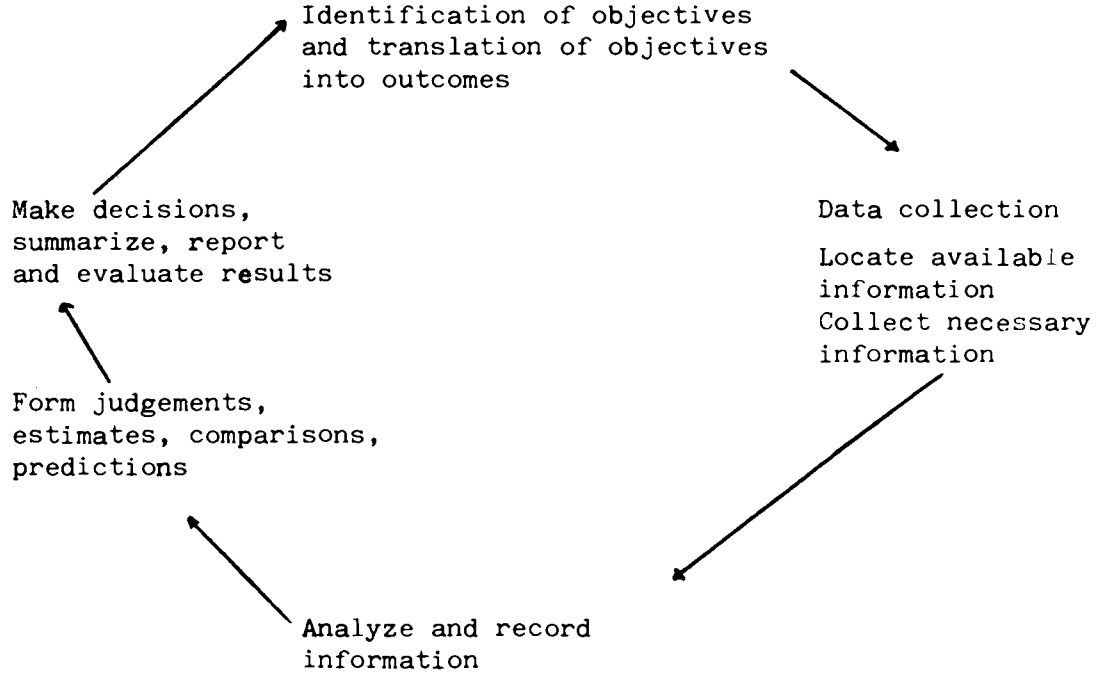
59. Running through the entire educational administrative process is the complex thread of evaluation. Whilst seen as the last of the components of the administrative process on the framework enunciated by Miklos it is nevertheless present in all of the components. For the purposes of the course a background paper was prepared to consider, in particular, evaluation within a school to facilitate an assessment of the learning experience. An edited version of the paper, which was prepared by Miss Olive Lyken, one of the consultants to the course, is reproduced below.

Evaluation in Education

Evaluation is an important part of the learning process, and is a part of every teacher's daily activities. Teachers committed to the task of improving instruction in schools, are constantly seeking better ways of presenting material, and more effective ways for students to learn. Ray C. Phillips defines educational evaluation as ..."the process used in determining the effectiveness of teaching, and/or the value of a learning experience in assisting students to achieve the goals of education. The degree of teaching effectiveness and learning is measured by utilizing the various tools and techniques available to teachers for gathering information which will contribute to intelligent evaluation".

Terry D. Ten Brink defines evaluation as the "process of obtaining information and using it to form judgements which in turn are to be used in decision making".

Steps in the Evaluation Process



Step 1: Identification of objectives

Teaching effectiveness is measured in terms of goals and objectives which require careful definition and translation into classroom practice and activity.

Goals relate to ends, to ultimate outcomes whilst objectives are intermediate outcomes achieved during the process of achieving goals or other objectives. Goals may be nationally determined and give direction to what goes into the curriculum. Curriculum objectives must be relevant to national goals.

Bloom's taxonomy of educational objectives provides a valuable framework for:

(a) Defining objectives

(b) The construction of tests

(c) The evaluation of learning

(d) Ensuring balance in the curriculum, reflecting cognitive, affective and psychomotor objectives.

Bloom recognizes that cognitive objectives are achieved through:

(a)	Knowledge	-	recall, recognition, description
(b)	Comprehension	-	understanding, interpretation, translation
(c)	Application	-	selection, prediction, problem solving
(d)	Analysis	-	see relationships, organize principles, identify elements in a statement or communication, clarify statements
(e)	Synthesis	-	arranging and combining parts to form a pattern or structure
		-	produce a plan or set of operations
		-	organize ideas and statements in writing
		-	relate personal experiences
		-	plan a unit of instruction
		-	formulate a hypothesis
(f)	Evaluation	-	assessment of a qualitative or quantitative nature
		-	determine criteria for assessment
		-	judgement on collected data
		-	recognize fallacies in an argument

Affective objectives concerned with attitudes, responses and values are less easily measured.

Step 2: Instruments of inquiry

A considerable range of instruments has been developed to assist the teacher and the administrator gather information about pupils, teachers and schools at large. These include:

- questionnaires
- interviews, formal and informal

- sociometric techniques for group analysis
- projective techniques to assess attitudes
- written and oral assignments to acquire knowledge, review understanding and use new concepts
- teacher devised tests
- essays
- standardized tests
- external examinations
- cumulative records

Step 3: Recording and analyzing information

Using one, some or all of the instruments outlined in Step 2, a cumulative record can be built up for individuals or institutions. When information is recorded times, dates, the tests used, the name of assessor and the responses should all be recorded to enable analysis.

Step 4 and Step 5: Forming judgements and making decisions

Having collected and recorded and analyzed information judgements may be made on the basis of observation and inquiry and testing, to allow a decision to be made appropriate to the situation.

60. To assist the course participants to follow through the stages of the evaluation process an assignment was set which states:

> You have been invited by the Fiji Teachers Association to give a lead paper on "Present trends in the evaluation of pupils' performance at the primary level of education in my country".

Change and Innovation

61. The ability to administer efficiently and effectively, to respond to the demands of society both quantitative and qualitative, and to the needs of individuals and communities, requires a sensitivity to change and a willingness to innovate.

62. All the participants recognized stresses and strains within their respective educational systems. Some of the major problems facing educators in the Pacific region were identified at a workshop on Education and the Community organized by the Commonwealth Secretariat in the Cook Islands in 1976. In summary form these issues included:

(a) Education provision which is out of line with manpower needs for national and community development.

(b) Unrealistic and unattainable aspirations for employment among young people and their parents.

(c) Conflicting demands on education systems and educational resources to provide, on the one hand high level education for a limited number of top jobs, and on the other, to meet the educational needs of the majority of young people.

(d) Wastage of educational resources on the over-production of over-educated youngsters and on a growing number of school leavers.

(e) Emigration of educated young people to richer countries.

(f) Unwillingness of many school leavers to return to live in their villages after graduation.

(g) Unpopularity of agricultural work and self-employment among the young, in part reflecting and affecting the low economic returns from such activities.

(h) Concentration of schools and educational expenditure in urban areas and on main islands.

(i) Predominance of urban oriented values in school curricula.

(j) Growing rift between home and school.

(k) Lack of basic structures such as transport networks and markets for increasing productivity.

(l) Lack of financial and technical resources for introducing essential educational changes.

These problems are considered in detail in a paper entitled, "Identification of Problems and Possible Solutions", by Alec Dickson, in the Commonwealth Secretariat report Education and the Community - Partnership for Development, Cook Islands 1976.

63. Responses to these problems are, as the country papers show, various in conception and implementation. There may be curriculum change within existing institutions as in the case of Fiji's introduction of Modern Studies, or schools may be developed along new lines as instanced by the Gilbert Islands' community high schools. Elsewhere, for example in Papua New Guinea and Western Samoa moves are underway to develop community and village-based centres which offer a range of learning experiences outside the traditional concept of the school.

64. Whatever the change and at whatever level the administrator is at work, in the school, the local education office or the ministry, the problems identified in the Cook Islands and re-affirmed by the experience of the participants to the Fiji course impinge on day to day decision making and policy development. They provoke a search for solutions which at a local level may be planned, adopted and implemented by an individual administrator after due consultation and involvement of all concerned in the change but which at central levels in the education system may see a separation and delegation of the implementation of innovation.

65. Course participants were asked to consider the changes required within their own societies and the ways and means by which innovations could be successfully implemented. They were asked, for example, to examine critically the primary school system in their own countries and to proffer proposals to see that the system is both efficient and effective. They were also requested

to work on a number of case studies and simulations one of which is reprinted below. The study falls within the category of curriculum change whereby an attempt is being made to develop a secondary school curriculum perceived as more appropriate to the needs of the country. It is change with implications for the whole system and requires all the elements of the administrative process to be applied at all levels of the educational hierarchy.

Introducing Agro-technical Studies in the School System

The Minister of Education in the Bagal Islands, after attending a (Unesco) Conference of Ministers of Education and those responsible for economic planning in Asia and the Pacific, was convinced of the need for changing the academic bias of the secondary schools in his country. He was keen to introduce some skills training in the schools. He was aware of the political opposition to such a measure. It may create also some political problems for him as well as for his government. He felt it was an educational innovation in the desired direction of making education relevant to his country.

The Minister ordered the Director of Education to organize, on an experimental basis, a few agro-technical subjects at some selected secondary schools. He stipulated that these proposed subjects must have relevance to the environment of the school.

The Director of Education who had been in this post for the last seven years was agitated about this order. He had to obey the orders of the Minister. He called a meeting of his professional and administrative staff and a selected number of secondary school principals to plan, develop and initiate the introduction of agro-technical studies.

The principals on the orders of the Director were keen to introduce these new subjects in their school, some through conviction and a few for enhancing their promotional prospects if the experiment succeeded.

A brief description of the Bagal Islands:

Location	-	these are a group of about 44 tropical islands, lying south of the equator in the Pacific Ocean.
Area	-	140 square miles
Population	-	about 210,000
Climate	-	rain throughout the year with an average annual rainfall of about 100". There is a dry season from January to March.
Economy	-	based primarily on agriculture and fishing. The islands export bananas, and copra. A fair quantity of the food for the islands is imported.
	-	there is a nascent tourist industry, a few motor repair and maintenance workshops are seen in the city. The government is planning to set up a few industries based on local raw materials; a paper factory, a brewery and a cement factory are planned for the following year.

- on the main island there are five main towns linked by good roads. The villages are served by dirt track roads. Hydro-electric power development is underway. Electricity to the towns in supplied by thermal power stations. The per capita income is about $180.

Schooling

- about 80% of the primary school population attend the 120 primary schools. The drop-out rate is very high after the third grade. There are 12 secondary schools; six are government schools. Nearly 65% of the primary teachers are trained. Of the secondary teachers only 42% are trained.

- education is not compulsory. There is a selection test for entry to secondary schools at age 12-13 years. Nearly 20% of the national budget is spent on education.

Case Study Worksheet

(a) The Director of Education has to ask the Minister for funds to develop these subjects in a few secondary schools on an experimental basis. The Minister has to introduce a supplementary estimate for this purpose. Prepare a report for the Minister.

(b) The Director has to work out a plan and a strategy to get the support of administrators, principals, teachers, students and parents for this new venture in the curriculum of the secondary schools. How would you attempt this exercise if you were the Director?

(c) How should the principals organize activities to get this innovation accepted by the schools and their communities?

66. Innovation demands that the essense of the changes proposed meet goals and objectives clearly conceived and stated as representing the needs of society. Innovations must meet the demands of broad national objectives, incorporate the expectations of the local community, contribute to an improvement of the learning process and represent a flexibility able to respond to new needs as and when they develop.

67. In a full process of consultation for change the advantages claimed for change must be stated with as much supporting evidence as possible, evidence grounded in the objectives of the educational system.

68. A change of the type outlined in the example provided above will have many implications. What type of learning programmes will need to be developed? How will this affect the overall conception of the curriculum. How will the changes be co-ordinated and what impact will they have for teachers and their professional development, for employers and their acceptance of and involvement in new courses, and parents and their conception of the worth of new qualifications?

69. These implications demand consultation, consultation which should not be limited to one phase of the innovatory process but to a continuous flow up, down and across, during the planning, adopting, implementing and evaluating of a specific project. In the case in question the following interests were identified as being important groups within the consultation process:

School principals
School teachers
School students
Parents
School governors
School committees
Employers
Teaching colleges
Curriculum specialists

70. Finance can too often be forgotten in the welter of educational argument? Are finances sufficient not only to pilot innovation but to see the programme through to a self sustaining state? What are the cost implications for staff re-training and in-service work, and for new materials and equipment? Is it possible to assess the cost effectiveness of the innovation? It is essential these financial implications be thought through in countries where there are strong competing demands for limited resources.

Educational Supervision

71. The second half of the course emphasized the role of the educational supervisor with particular reference to curriculum development, the quality of the learning process,and the fostering of school and community links. This section briefly examines elements of these themes after considering the multi-faceted role of the supervisor.

72. A supervisor emphasizes the professional development of people, guiding and furthering their competence to benefit the learning process. This emphasis allows a contrast with the role of the administrator as one concerned with the total administration of a service or a section of a service (para.35). This does not deny that both supervisor and administrator should have the same goal; the efficiency and effectiveness of the learning process.

73. In examining specific problems and issues it may be profitable to distinguish the school-based supervisor from the office-based supervisor but in a wider context supervisors in all parts of the world face a number of central concerns:

(a) New demands, local and national,are being placed on the school curriculum, which have far-reaching implications for educational supervision.

(b) Public expectations of the school are becoming more varied and complex.

(c) The explosion of knowledge places heavy demands on the support and training of educational personnel.

(d) The rapid expansion of the provision of formal education places new demands on the principals of large schools.

(e) The expansion of provision at the pre-school and adult level places new demands on the supervisor experienced in the formal system.

(f) The search for job satisfaction in the education service continues to require close attention in all spheres of educational supervision.

74. To face these issues the supervisor will do well to recognize some principles of his or her profession:

(a) Supervision is directed towards the improvement of teaching and learning, a goal which is serviced by administration and a goal which must establish the criteria for effective supervision.

(b) Supervision must continually seek to clarify, plan, develop and define educational objectives.

(c) Supervision must work from the perceived needs of a given situation, rather than imposing standard formulae.

(d) Supervision must recognize the obstacles to change and evaluate strategies to overcome barriers to educational innovation.

(e) Supervision must strive to utilize the talents and strengths of individuals, teams and communities.

(f) Supervision must seek the co-operative participation of all concerned in education in furthering the learning process.

(g) Supervision must be flexible in the co-ordination of professional relationships.

(h) Supervision must seek to enhance job satisfaction and personal development.

75. These principles, broadly stated, are demanding. Their pursuit requires personal attributes of a high order:

(a) Supportiveness - the willingness and ability to support colleagues.

(b) Helpfulness - a concern for the removal of restrictions and obstacles to successful learning.

(c) Approachability - an attitude to the job which encourages consultation and conference.

(d) Expertise - a specialized professional knowledge and a talent for problem-solving.

(e) Concern - a clear sense of sharing and caring.

(f) Catalytic - an ability to challenge and stimulate thought and action.

(g) Co-ordination and communication - an ability to draw upon and draw together people and their services in a manner understood by all concerned.

76. With the principles and characteristics of supervision in mind, participants on the Fiji course examined the roles of three supervisors, the inspector, the primary school headteacher and the secondary school head of department. Basing their judgement on the experience of their own countries an attempt was made to draw up a list of the major duties and activities expected of each supervisor. This was done with an awareness that the lists would not be exhaustive, but rather provide a framework of activity.

(a) The Inspector

(i) The inspector works with teachers, headteachers, community associations and boards of management and all those who, in any way, are concerned with the welfare and development of schools.

(ii) The inspector seeks to provide for regular supervision of teachers, which will include professional advice and in-service training. In the inspection and assessment of school performance the sharing and solving of problems should be central to the review process.

(iii) The inspector should provide a regular information service on curriculum innovation and new resource material, initiating appropriate in-service training.

(iv) The inspector should be closely associated with meetings and initiatives which seek to increase the links of school and community.

(b) The primary school headteacher

(i) The headteacher has supervisory responsibility for pupils, the academic and administrative staff of the school, parents and the wider local community.

(ii) The headteacher is central to the formulation of a coherent policy for the school which incorporates the care and attention of every child allied to the wider demands of the local society and nation.

(iii) The headteacher should promote the development of the teaching staff to translate the curriculum into an effective learning process. This may require special provision for new teachers, regular staff meetings and in-service training.

(iv) The headteacher seeks to develop a community awareness of the purposes and activities of the school through formal and informal contact with parents and community organizations.

(v) The headteacher should ensure efficient and effective lines of communication, horizontal and vertical, within the school and between the school and the education authorities. Staff meetings, notice boards, and regular personal contacts will facilitate this process.

(vi) The headteacher should have the major responsibility for the preparation of job descriptions.

(vii) The headteacher should possess a detailed overview of pupil performance and seek close contact, where this is appropriate, with examination boards.

(c) The head of department in a secondary school

(i) The head of department has responsibilities to his or her students and to the teachers of the department.

(ii) In association with the school principal and departmental colleagues, the head of department prepares an overall scheme of work for the department.

(iii) The head of department allocates timetable responsibilities, prepares syllabuses and determines resource provision within the limits of his or her vote.

(iv) The head of department should be aware of related curriculum developments and ensure that his colleagues are similarly attuned.

(v) The head of department should encourage the individual counselling of staff and students.

(vi) The head of department should oversee the development of a resource bank as a separate unit or as a part of a wider school resource centre.

(vii) The head of department should seek to encourage in-service training for departmental colleagues.

(viii)The head of department should consciously seek the portrayal of the work of the department in the overall context of the school.

77. Clearly a comparison of these lists and the sample job descriptions detailed earlier (page 23) shows that a far more precise itemization of activity can be determined. This refinement and elaboration of the supervisory functions of specific roles is a valuable exercise not least to develop an understanding of the interlocking nature of supervisory activity and to heighten an awareness of the overall purpose and function of the education system.

The Supervisor and the Curriculum

78. Curriculum development is a dynamic process requiring the attention of supervisors at all levels in the planning, piloting and implementation of innovation.

79. In Fiji, consideration was given to two issues. First, thought was given to the means and ways by which a small, newly independent island country might utilize the opinions of different sectors of the community as to the forms of education considered appropriate to their needs prior to the development of a new curriculum. Secondly, the issues facing a secondary school principal in determining whether a new course should be introduced were discussed with a view to determining the way he or she might best work with the individual and group who would be affected.

(a) A New Curriculum

(i) The mythical yet realistic nation of Tiko seeks to establish guidelines for a new curriculum, a base from which to plan a programme that is seen to be firmly entrenched in the needs and wishes of the nation.

(ii) Tiko is a newly independent island republic of four main islands (Satu, Dua, Tiga and Lima). It has a population of approximately 50,000 people of Melanesian and Polynesian descent. The economy, traditionally based on agriculture, has changed

recently with the development of a regional fish processing and freezing works on the second most populous island of Dua. Many new job openings have been created in the fishing, processing and transportation sectors as a result of overseas investment.

(iii) The new town of Koro Baru has attracted many young people. However, many have not found work because they do not have the technical qualifications for the new types of job which are available. One of the major world powers has provided a television network for the islands in return for a ten-year fishing right in the Republic's territorial waters. Most of the programmes are in English and viewed in communal halls where portable generators have been installed as a gift.

(iv) Traditional leaders and the church are still held in great respect in the rural areas. In the urban areas of each island the new political leaders and public servants (many of whom have a university education) seem to have a more commercial and modern view to things.

(v) Each island has a secondary school which follows the external examination system of the former colonial power. The established church runs three of the schools, the fourth is very modern and has been opened recently in Koro Baru by a new, but very popular church. The government school is old and does not have any technical training facilities. About 40% of the teachers have diplomas, 10% have degrees and the balance is poorly trained or un-trained.

(vi) The new government in its pre-independence campaign promised:

> Free and compulsory education at both primary and secondary levels will be available to all young people.
>
> Education through schooling will be in line with the manpower needs and cultural values of the people.

To this end an Education Commission has been established to develop a new school curriculum for Tiko.

(vii) To whom should the Education Commission turn for guidance? How should the needs and wishes of the community be assessed and formulated to contribute to curriculum development? One approach would seek the opinion of selected individuals or groups requiring them to place an emphasis on those forms of education which they consider most appropriate for the nation. For example:

(a) The Minister of Education

(b) The Principal of the Government Secondary School

(c) The Principals of the Church High Schools

(d) Assistant teachers

(e) Parents' associations

(f) The Council of Headmen

(g) Church Council

(h) The manager of the fish factory

(viii)The emphasis is likely to vary. For instance, the fish factory manager might stress technical education, in school, in teacher training and in adult education programmes. The principal of the church high school may stress a Christian education, observant of traditional values with a focus on vocational education. It is important to seek some form of consensus. From the responses of the members of the community it may be possible to express their opinions on a scale of curriculum and organizational options which can be expressed as a matrix (Table 3).

TABLE 3

	2 1 0 1 2	
Central organization		Local organization
Full programme		Partial programme
Discipline based		Interdisciplinary
Fact oriented		Skill and process centres
Vocational		Academic
Traditional emphasis		Modern emphasis

It is clear that the extremes are not mutually exclusive, they provide only a guide to the balance of emphasis and they by no means determine the final pattern of curriculum development but unless major curriculum change effectively meets national requirements and objectives it will not meet one of its major criteria.

(b) A New Subject

(i) At the school level, the principal is often faced with the challenge of introducing new courses into the mainstream of the curriculum. The Fiji participants considered the implications of social studies replacing history and geography in the first two years of secondary school and how a principal should set about examining this proposition assuming that the school has some choice in the matter.

(ii) The willingness and ability of the principal to pilot and introduce a new course would depend on a number of inter-related factors which can be posed in question form:

(a) What are the benefits of the change when viewed against the provision of existing disciplines? How is this question answered by the Ministry, by the Curriculum Development Unit, by staff directly affected by the change, by the rest of the school staff and by parents, students, and the wider local community?

(b) What are the implications for training? How much in-service training will be necessary? Is it possible that the training can be effected at the school or will staff have to be released? If the latter will temporary replacement be available? Will it be necessary to adjust the timetable and re-allocate staff?

(c) Is it possible to involve members of the community in the new programme? Are there interdisciplinary implications for departments other than those directly concerned with the new course? Can older students be involved in the development of the programme?

(d) How should the course be piloted and assessed? What relationship is necessary with the Ministry, the Curriculum Development Unit and the advisory services? Will resources be provided from outside or generated within the school, or both? How should the new course be monitored within the school? What opportunities exist for contact with other schools regionally and nationally to compare progress?

(e) How should the new course be portrayed to parents?

Supervision and Professional Development

80. This topic raises a variety of fundamental questions. What are the ways in which professional members of the education service need to develop? What are the ways by which this development can come about and how can those in supervisory roles assist the process? Are there particular skills required to fulfil this development?

81. In the time limits set by the course, emphasis was given to the value of in-service training in furthering the development of the individual and thereby the effectiveness of the learning process.

82. Participants were encouraged to examine the character of in-service provision in their home countries, its extent, purpose, relevance and strategy and to discuss the ways and means necessary for increasing and improving in-service opportunities.

83. At the broad national level, especially for countries seeking fundamental curriculum change, in-service provision is critical not only for the transfer of new ideas but also to develop an awareness on the part of individuals of the significance of their new roles.

84. Assuming the existence of a curriculum development unit, a ministry in-service unit, district education officers, and an inspectorate:

(a) Who should be responsible for in-service programme organization at national, regional and district levels?

(b) How should decisions be made on what courses should be run at each level, and for whom?

(c) Who should direct courses at each level?

(d) What processes should be followed to recruit participants?

(e) What forms of follow-up would assist the successful fulfilment of course objectives?

85. More specifically, participants were asked to design courses for groups within the education service on topics which included the changing role of the principal, and school and community links. This exercise requires establishing aims and objectives for the course, the outline of course content and methodology and a strategy for dealing with the practical necessities of organizing any programme of in-service training including a thorough preparation and information service for intending participants. (See para 49).

The Supervisor, School and Community

86. In his paper to the Commonwealth Regional Seminar on Education and the Community, in the Cook Islands 1976, Alec Dickson suggested that:

> Once upon a time, communities taught their children what they needed to know. And the young, even whilst they learnt, rendered some service to the community. Thus, as a boy learnt to fish, he added to the size of the catch: as a girl learnt to reap, so she helped with the harvest.
>
> Now this reciprocal process appears to be faltering or to have ceased altogether. There is a feeling that both parties - the adult community and the young - are the poorer in consequence. How, in 1976, can the community be involved in the education of its young - and young people, in turn, make their contribution to the welfare or development of their community?
>
> Vital to this relationship is the balancing of one need by another. Neither, it seems, can be satisfied in isolation. For example, the necessity to produce more food (be it from the land or from the sea) could mean the utilization of school-leavers.
>
> Under such circumstances it would be reassuring to think that education might act as intermediary or matchmaker, enabling one problem to solve the other. This is not happening. The truth is that, in the face of community attitudes and values, school does not exert all that amount of influence.

87. Alec Dickson's paper examines ways by which the balancing relationship might be restored and reference is made to experiments underway in some of the Pacific countries, which find brief reference in this report in the country papers, but as discussion in Fiji showed there is a need to identify and clarify existing and potential relationships, an activity which should be open to school-based and office-based supervisors.

88. In an attempt to clarify the pattern of one arm of the existing relationship a profile may be constructed to highlight the degree of participation which the community has in policy making, programme development and course procedures.

	POLICY					PROGRAMME					PROCEDURES				
	Low				High	Low				High	Low				High
Community	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Parents	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Pupils	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Management Committee	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5
Pressure groups	1	2	3	4	5	1	2	3	4	5	1	2	3	4	5

(See Crane, A. R.: "The Principal and Policymaking" - Script of talk given over UNSW of the Air, May 1972)

89. An extension of this analysis may allow the development of a typology of participation:

Community participation

Citizen control

Delegated power

Partnership

Placation

Consultation

Information

Therapy

Manipulation

(Arnstein, American Institute of Planning 1969, Vol.35,pp.216-224)

90. This type of analysis may highlight a situation; it does not in itselt offer solutions or guidelines for a productive school-community relationship. It may persuade supervisors to think more closely about possible community involvement in school development.

91. The Trial Edition of the Commonwealth Secretariat's Handbook for Educational Supervisors offers an exercise that builds on an analysis of existing linkage to elaborate programmes which can realistically meet the educational objectives of a school and its community, as perceived by the principal of a school or by officers in the regional education system.

An Exercise for your Consideration

Summarize briefly the main educational aims or objectives of your school/district as you see them. Then try to recall any activities and meetings in which your school (or a school under your supervision) has participated with members of the wider community during the last three months. List them in the appropriate places on the calendar below. Include meetings of boards of governors, parent-teachers associations or similar bodies, school open days, and community development work of any kind in which the school has participated on an organized basis. Discuss the resulting calendar with your colleagues. Compare the programme you have outlines with the aims/objectives you have stated. Do they fit together? If not, what are the main problems which limit your programme, and have other schools or colleagues fresh ideas or experience which may help to overcome them? Try to draw up a programme of school community contacts for the next three months using the same framework. Keep in mind (a) the educational aims/objectives you have proposed, (b) the situation as you know it, (c) a realistic estimate of staff/pupil time available, and (d) the value of practical results, both in the school and in the community.

Meetings	Activities
Week 1	
2	
3	
4	
Week 5	
6	
7	
8	
Week 9	
10	
11	
12	
Any regular school/community contacts every day:	
Any regular school/community contacts every week:	

Course Attachment

92. Reference to the timetable (appendix 4) shows that over twenty percent of course content was allocated to attachments and visits to educational and administrative institutions. Participants were given the opportunity to study processes and procedures pertinent to their own professional development. Schools, colleges and government departments in Fiji went out of their way to assist the training course in the attachment exercise. A complete list of institutions which were ready to open their doors to the educational administrators of the Pacific is provided as appendix 8.

93. To aid the value of the attachment procedure participants were provided with guidelines for their period of observation, guidelines for reporting their attachment study, and for those visiting schools, a framework for measuring the organizational 'health' of the school. The guidelines are reproduced as appendix 9.

94. The attachments were timed to allow participants to examine the central concepts and theories of the course in a practical setting. To facilitate this, the attachments were buttressed by briefing and de-briefing sessions which stressed the need to gauge the working of an institution in an ordered and systematic way.

Course Reading

95. Participants to the course in Fiji were encouraged to make use of the library facilities at the University of the South Pacific, and reference texts were provided for the course by the Commonwealth Secretariat.

96. A number of reading lists aided participants in specific subject areas such as planning and innovation. Reproduced below is the general reference list for the course.

Educational Administration

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Course Evaluation

97. The Commonwealth Pacific training course was developed to meet a number of specific aims and objectives. (Para 22 and 23). In the short time available it was essential to gauge the ability of the course to meet these targets in a meaningful way. The administrators were given the opportunity to comment formally and informally on the development of the course, including the completion of a written evaluation midway through the programme and on its termination.

98. Six months later the Commonwealth Secretariat contacted participants to assess the influence of the course on day to day work, training and policy decisions.

99. The course evaluation forms are reproduced as appendix 5 and appendix 6.

100. The mid-term evaluation found broad approval for the objectives and outcomes expected from the course, with some variation of opinion, as there was throughout, on the form which certification should take. One body of opinion felt that a course of ten weeks, of some intensity, should result in a more substantial qualification than a certificate of attendance. The alternative view held that the frank exchange of opinion amongst professionals from different backgrounds and roles, would have been hindered if individuals had been conscious of an examination at the end of the course.

101. The relevance and variety of content was found acceptable although some participants highlighted the difficulty of meeting the needs of personnel of different grades.

102. There was a welcome for the variety of methodology used on the course, with an emphasis on the value of attachments, visits and the direction of reading. Visiting speakers with a detailed knowledge of the Pacific were greatly appreciated. The value of the written assignment was questioned, many administrators being unfamiliar with this type of individual task.

103. The end of course evaluation showed little variation in thought from the mid-term exercise. With few exceptions the aims and objectives of the course were thought to have been met in so far as this was possible on the course itself; future practice would be the final arbiter. Content was thought to be relevant, useful and adequate for the variety of topics which were explored.

104. On the overall methodology of the course appreciation was bestowed on the lecturers and staff assigned to the course and to the programme of attachments. Insufficient emphasis was thought to have been paid to personal tutorials and the value of the individual written assignment continued to have a number of detractors. The ten week time span was considered appropriate to the structure of the course.

105. As was the case for the first regional training course held for Commonwealth Africa, the participants felt that more attention should have been given to course sessions for the whole group followed by activities for individuals and small groups of like status and professional need.

106. At the end of the evaluation participants were invited to write more freely on their general opinion and assessment of the course, and express their own intentions on the ways by which the course could influence their future programme of work.

107. Participants recognized a variety of ways by which they could see themselves fulfilling some of the course objectives. In the area of training a number of target groups were recognized:

Primary school headteachers and deputy headteachers

Secondary school headteachers

Inspectors

School committees and managers

Youth and sport organizations

District education officers

Community bodies

Courses were seen to be of value in a number of areas:

Curriculum innovation

Planning - curriculum,timetable

Evaluation procedures - within a school, school assessment

Staff planning and human relations

The interaction of elements within the educational system

Community involvement in school development and vice versa

108. Participants recognized possible changes in the approach to their own tasks. They envisaged an examination of the organizational structure of their own departments, new forms of consultation with colleagues, discussion on new forms of school assessment,the planning of annual work programmes and an exploration of their own work in the context of national aims and objectives.

109. Participants also formulated a series of recommendations addressed to the University of the South Pacific and the Commonwealth Secretariat. The recommendations are not in order of emphasis and are seen as closely interrelated:

(a) The participants would welcome continued contact with the Institute of Education, notably in the form of visits to members from Institute staff. It was suggested that in the first instance such a visit might take place within a few months of the end of the course to maintain the momentum provided by the Suva gathering.

(b) Some members, but not all, would welcome the opportunity to undertake a monitored project on one particular aspect of their work.

(c) Course members would wish to maintain links with their colleagues and to learn of programmes and innovations which they have initiated. It was recognized that a central liaison body could best serve this function.

(d) The members suggested a re-convening of the group in a year or eighteen months time for a short course centring on their work experience in the light of the initial programme.

(e) Some of the course members wished to see the ten-week course as the first element of a programme leading to a recognized award, for example a diploma in educational administration at USP.

(f) It was suggested that an association of educational administrators in the region might further the professional development of administrators in the Pacific.

(g) It was hoped that the Institute of Education at USP and the Commonwealth Secretariat might be able to forward relevant professional information to participants. In a broader context, the participants expressed the wish to receive information on the Commonwealth about which they know little.

Signposts for Future Course Development

110. The evaluative responses from participants as well as the consultants' reports highlight a number of points for future reference some of which are described below. These points may apply to training courses at levels below the Fiji course and in areas other than administration. While they are not all embracing, they represent an assessment which may usefully be taken into consideration in the planning for our next regional course as well as for national courses run by participants on their return home.

(a) It is desirable that as far as possible all members of the full and part-time staff and the participants themselves should be able to contribute to the planning for such courses,and ways and means of involving them should be considered.

(b) Regular planning meetings during the course have been found valuable in developing a flexible response to the needs and interests of the participants and enabling the programme to draw on the professional expertise of both staff and students; provision for such meetings should be made on the course timetable.

(c) Participants should have time prior to the start of the course to prepare country presentations. Similarly, preparatory material has helped to increase their early understanding of the course even though the busy lives of most administrators may sometimes reduce the possibility of full attention being given to such material prior to the course itself.

(d) On courses such as this, a balance between theory and practice, centred on specific tasks and using a variety of learning experiences, is to be encouraged. This process should draw upon the social and economic milieu of the participants.

(e) Consultants should be available for the full duration of the course and should see it as one of their main functions to talk, meet and challenge participants both within and outside the formal timetable of the course.

(f) While meeting the needs of administrators as they perceive them at the moment, courses should also endeavour to challenge the problems of the day as these are likely to confront administrators in the years ahead, since change and innovation are considered to be central elements in the roles of all who work within education.

(g) Accreditation for a course should be clearly established and understood well before the start of the course.

(h) Contacts established on the course should be maintained and strengthened by regular meetings and by a regular cross flow of information; mechanisms for ensuring these at both regional and national levels where applicable should be considered during the course.