

LEAD PAPERS

Summary of country papers

BANGLADESH

General Information

(a) Government Policy on UPE

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

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

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

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

The Bangladesh Education Commission of 1974 recommended that:

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

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

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

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

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

(b) The Existing Primary System

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

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

The distribution of enrolment among different grades is given below:

<u>Grade</u>	1.	2.	3.	4.	5.
Enrolment in millions	3.39	1.78	1.34	0.94	0.84

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

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

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

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

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

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

Major Difficulties

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

- (a) resource constraint
- (b) pupil drop-out
- (c) teacher absenteeism
- (d) maintaining regular pupil attendance at school
- (e) inadequate statistical information on which to plan
- (f) inadequate machinery for administration and supervision of primary schools.

Innovations

(a) Open Air School

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

(b) Meher Union UPE Project

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

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

The Future

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

FIJI

General Information

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

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

Major Difficulties

(a) Teachers Salaries

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

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

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

classrooms, teachers' quarters and equipment.

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

(b) School Buildings

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

(c) The Supply and Retention of Trained Teachers

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

(d) Teacher Absenteeism

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

(e) Maintaining Regular Pupil Attendance at School

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

(f) Pupil Drop-Out

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

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

(g) Developing an Appropriate Curriculum

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

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

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

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

(i) Administration

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

(j) Providing Suitable Opportunities for School Leavers

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

(k) Integrating Education with the Community

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

(l) Statistical Information

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

Innovations

(a) Introduction of Fee-Free Education

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

(b) Partnership between Government and School Organisations

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

(c) School Transport Subsidy

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

(d) More Relevant Curriculum

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

HONG KONG

General Information

(a) The Education System

The education system in Hong Kong is structured as follows:

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

(b) Government Policy on Universal Primary Education

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

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

each school premises was doubled.

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

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

(c) Achievements Towards UPE

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

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

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

(i) Chinese Tradition

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

(ii) Improved Economic Situation

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

(iii) Reduction in Number of Late Entries to School

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

(iv) Greater Chance of Entry to Secondary Schools

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

(d) How UPE is Provided

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

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

(e) Expenditure on Primary Education

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

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

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

Major Difficulties

(a) Examination Pressures

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

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

(b) The Size of Classes

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

(c) Population Size and Population Movements

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

(d) Unqualified Teachers in Private Schools

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

Innovations

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

INDIA

General Information

(a) Government Policy on Universal Primary Education

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

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

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

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

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

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

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

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

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

(c) Expenditure on Primary Education

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

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

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

Major Difficulties

(a) School Buildings

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

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

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

(b) Teachers

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

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

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

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

(c) Drop-Outs

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

- (i) Provision of non-formal part-time education for 16 million additional children and for drop-out children out of the target of 32 million additional children by 1982-83.
- (ii) Provision of multi-point entry into the formal channel for children undergoing non-formal education, at any point.
- (iii) A system of monitoring of attendance in primary and middle

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

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

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

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

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

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

(d) Curriculum

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

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

(e) Administration

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

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

(f) Community Education

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

(g) Statistical Information

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

Innovations

(a) Community Oriental Education

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

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

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

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

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

- (i) Bhumiadhar Centre covering hill people - largely scheduled castes people - in Uttar Pradesh;
- (ii) Bariapur Centre covering the lowest among the scheduled castes in Bihar;
- (iii) Bengali Centre covering poorer sections of a rural community in Uttar Pradesh;
- (iv) Mankodi Centre covering tribal groups in Chhota Udaipur, Distt. Gujarat;
- (v) Kilocari Centre covering an urban slum in Delhi.

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

(b) UNICEF Assisted Projects

Four UNICEF projects are worthy of note:

- (i) Science Education Programme
- (ii) Primary Education Curriculum Renewal
- (iii) Development Activities in Community Education and Participation
- (iv) Childrens' Media Laboratory

The innovative features of these projects are as follows:

- (i) The total curriculum, i.e. structure, content and methodology are directed towards the child in the community and environment.
- (ii) The formal and non-formal systems complement each other, so as to meet the basic educational needs of all children within the primary education age-group.
- (iii) The process of curriculum development has been decentralised

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

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

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

KIRIBATI

General Information

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

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

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

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

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

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

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

Major Difficulties

(a) Quality of Education

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

(b) Teachers

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

(c) Resource Materials

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

(d) Repetition

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

(e) Small Islands

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

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

(f) Curriculum

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

(g) Drop-Outs

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

(h) Employment Expectations

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

UNIVERSAL PRIMARY EDUCATION IN KIRIBATI

FACT SHEET

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

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

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

MALAYSIA

General Information

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

Major Difficulties

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

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

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

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

(b) Developing the Individual Child

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

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

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

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

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

Innovations

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

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

- (a) Remedial and Compensatory Education
- (b) School Health and Supplementary Feeding Programme
- (c) Integrated Teacher Training Programme

Conclusions

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

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

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

PAPUA NEW GUINEA

General Information

The national average for primary enrolment is 58 per cent, though in some provinces 100 per cent has been achieved. UPE is not compulsory and children can receive their six years of primary education paying only a national fee for books of f1.00 and a maximum of f12.00 for tuition.

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

Major Difficulties

(a) Teachers Salaries

The precedent set in the years of Australian Administration, with large numbers of well-paid Australian teachers in primary schools, has set a model of high remuneration in public employment. This is reflected in the fact that the beginning teacher's salary is equivalent to f1,600 per year. This imposes a major financial limitation on the rate of expansion possible.

(b) Enrolment and Retention

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

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

It is hoped to overcome these problems through:

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

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

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

(c) Language of Instruction

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

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

(d) School Community Alienation

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

(e) The "School Leaver" Problem

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

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

Innovations

(a) Cognitive Development (Mathematics)

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

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

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

(c) Teachers Resource Centres

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

(d) Model Community Schools

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

(e) Retraining of Primary Teachers

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

SINGAPORE

General Information

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

Major Difficulties

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

- (a) uneven distribution of population;
- (b) unavailability of school sites in densely populated areas;
- (c) preference for certain schools, such as those of old boys or with church connections.

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

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

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

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

SOLOMON ISLANDS

General Information

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

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

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

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

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

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

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

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

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

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

Major Difficulties

(a) Finance

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

(b) Trained Teacher Supply

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

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

(c) Supervisory/Advisory Staff

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

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

(d) Materials

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

Innovations

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

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

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

(b) Cultural Classes

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

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

(c) Standard 6 - Third Term Programmes

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

Conclusion

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

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

SRI LANKA

General Information

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

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

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

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

Major Difficulties

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

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

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

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

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

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

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

Innovations

(a) The Primary Education Programme

Main features of the Primary Education Programme are the following:

- (i) Child centred and activity based approach
- (ii) Integration and thematic approach
- (iii) Use of local resources
- (iv) Flexible time scheduling
- (v) Supportive material
- (vi) Extensive in-service education

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

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

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

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

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

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

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

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

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

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

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

TONGA

General Information

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

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

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

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

Major difficulties

(a) High Costs

A major problem which is partially solved by:

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

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

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

- (i) population drift
- (ii) the handing over of mission primary schools to government.

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

(c) The supply and retention of trained teachers

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

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

(d) Developing an appropriate curriculum

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

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

Innovations

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

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

WESTERN SAMOA

General Information

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

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

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

Major difficulties

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

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

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

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

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

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

Innovations

(a) New Curricula

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

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

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

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

(b) School Grading

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

(c) Drop-out survey

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

(d) Community Involvement

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

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

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