

INTRODUCTION

1. THE PURPOSE OF THE MEETING

The Meeting in Kingston, Jamaica from 5-7 July 1982 was held in response to one of a number of recommendations of the Eighth Commonwealth Education Conference (8CEC) which deal with educational administration. Paragraph 90 of the Conference Report states:

"The Commonwealth Secretariat should explore the possibility that existing institutions with an educational administration training capacity should develop or expand regional training capabilities. Should such institutions, governments, or other agencies seek to establish a regional training centre as part of a host institution, the Secretariat should facilitate discussions for this purpose and be asked to assist if necessary with the provision of expertise for the establishment of this new capability".

The purpose of the Commonwealth Secretariat Meeting in Jamaica was to pursue this recommendation for the countries of the Commonwealth Caribbean, and thereby facilitate the establishment of a Commonwealth Regional Training Programme for Educational Administration.

The Meeting sought agreement on the objectives, priorities, strategies, location, host institution, staffing, duration, governance, funding and a timetable for the implementation of a Commonwealth Regional Training Programme for Educational Administration in the Commonwealth Caribbean.

THE IDENTIFICATION OF EDUCATIONAL ADMINISTRATION
TRAINING NEEDS AND PRIORITIES

The role of the Commonwealth Secretariat

For the past eleven years, the Education Division of the Commonwealth Secretariat has been asked by successive Commonwealth Education Conferences to act upon recommendations which refer to training for educational administration. In 1971, at the Fifth Commonwealth Education Conference held in Melbourne, Australia, and at the Specialist Conference on Teacher Education in a Changing Society held in Nairobi in 1973, stress was placed upon the need to train personnel for effective educational administration.

At three Commonwealth regional seminars held between 1973 and 1975 consideration was given to the role of the educational supervisor in the school system in implementing education policies and improving the quality of educational services. All three seminars highlighted the serious shortage of training opportunities at all levels for personnel in national education systems.

The second of the three seminars was held in Georgetown, Guyana in 1974 for the Commonwealth Caribbean. The recommendations flowing from the Guyana seminar were that:

- a. "Regular workshops at periodic intervals be held at a regional level to foster the professional development of educational administrators, supervisors, principals and curriculum developers in the area."
- b. "Pre-service and in-service courses be instituted and maintained by the individual territories for the preparation and continuous development of educational administrators."
- c. "A Standing Conference on Educational Supervision and Administration be set up within the Caribbean region."
- d. "A scheme of attachments and exchange visits be initiated within the Caribbean to ensure greater interchange of ideas in supervision among territories. This should later be extended to territories with similar experiences elsewhere in the Commonwealth."
- e. "Machinery should be set up for a continuing survey of innovations in education within the area with a view to disseminating this information among supervisors and administrators."
- f. "The universities in the area be asked to develop courses for educational administrators leading to certification and further, that these institutions should examine the feasibility of including attachments as part of this certification."

- g. "An interim steering committee be set up with representation from among participants at this workshop, and that a permanent regional council of educational administrators be inaugurated."
- h. "Funds be sought with the assistance of the Commonwealth Secretariat to give effect to this recommendation."
- i. "Any materials relating to educational supervision and administration that may be made available by the Commonwealth Secretariat for fostering the development of supervisors and administrators be circulated in the region through this council and that the council's publications be made available for the Commonwealth Secretariat for distribution to the other member countries of the Commonwealth."

(Commonwealth Regional Seminar on Administration and Supervision in Education, Final Report, p 2. Georgetown, 1974.)

Similar recommendations were made at the seminar in Freetown for the Africa region in 1973, and in Kuala Lumpur for the Asia/Pacific region in 1975.

The recommendation from the Commonwealth Caribbean seminar in Guyana in 1974 that a Standing Conference on Educational Supervision and Administration should be set up resulted in discussions about this between the Caribbean Community (CARICOM) Secretariat and the Ontario Institute for Studies in Education (OISE) in Canada, in March 1975. These consultations were endorsed by the Inaugural Meeting of the CARICOM Standing Committee of Ministers Responsible for Education held in Antigua one month later. Subsequently, discussions on the proposed Standing Conference took place with the Canadian International Development Agency (CIDA).

The needs and priorities identified in these discussions closely matched those reflected in the recommendations of the Commonwealth Secretariat's meeting in Georgetown in 1974. In addition, in the CARICOM/OISE discussions there was reference to the need for research, and for the development of techniques which would allow for the evaluation of existing training programmes.

The Sixth Commonwealth Education Conference held in Jamaica in 1974 recommended that consideration should be given to the establishment of Commonwealth regional and inter-regional centres for training educational supervisors and administrators. This recommendation resulted in a meeting held in Nairobi in 1975 which issued the Report of the Planning Meeting on Training of Personnel in Educational Administration and Supervision, (hereafter referred to as the Nairobi Report). The University of the West Indies (UWI) was represented at the Nairobi Meeting. The main recommendations of the Nairobi Report are summarised below:

- a. Regional and national training courses should be complementary.
- b. Universities and Institutes of Education would provide an appropriate institutional base for regional training centres.
- c. Certificates of attendance should be issued for short courses.

- d. Funding for training centres should be sought from governments, institutions and agencies.
- e. The need for additional buildings, staff and training resources should be examined.
- f. A co-ordinator for centre programmes should be appointed from the host institution on a full-time or part-time basis.
- g. Programmes should be run by local staff supplemented as necessary.
- h. A training centre should be answerable to an advisory committee.

The Nairobi Report also gave considerable attention to the content of regional training courses.

Some of the ideas and recommendations put forward in Nairobi in 1975 found expression in a series of regional training courses organised by the Commonwealth Secretariat between 1977 and 1979 (Nairobi in 1977, Suva in 1978 and Barbados in 1979). These three month courses for inspectors, education officers, and school and college principals were held in educational institutions within national and regional universities, and the course directors were professional educators from within the institutions. The School of Education, UWI Cave Hill, was the institutional base for the course in the Commonwealth Caribbean and the Course Director was the Vice-Dean of the School. Certificates of attendance were issued. A report of the Commonwealth Caribbean course is contained in Educational Administration and Supervision - Report of the Regional Training Course Barbados 1979 (Commonwealth Secretariat 1981). All the regional courses were well received and the continuation of similar courses was recommended at 8CEC (paragraph 98, 8CEC Report). However, the ability of the Commonwealth Secretariat to mount such courses regularly is severely limited. In addition, the occasional regional course is difficult to integrate effectively into national programmes, much more so than regular training services provided by a recognised regional centre or programme.

The training courses between 1977 and 1979 emphasised again the variety of training needs in all parts of the Commonwealth, needs which require not only courses held at a regional centre but also advisory services, attachments, the preparation of learning material and on the job training in schools and education offices. Taking note of this diversity of need the Commonwealth Secretariat prepared a working paper for 8CEC entitled A Feasibility Study for the Establishment of a Commonwealth Regional Training Centre for Educational Administrators (8CEC/WP/5).

In May 1981 Senior Education Officials from the Commonwealth Caribbean met together in Kingston, Jamaica for a Secretariat seminar entitled "Management for Change". Support was given at this seminar to the 8CEC recommendation. The seminar highlighted the need for national training policies and programmes for educational administrators at all levels within educational systems. In this context a number of major recommendations were put forward:

- a. Governments must be convinced that the training of educational administrators is a priority.
- b. Training needs must be in response to carefully determined needs and set within a conceptual framework.
- c. Countries should establish their own educational management training programmes, where necessary with the help of other countries and funding agencies.
- d. A network of specialists in the field of educational administration should be developed.
- e. The multiplier effect of training must be built into course design.
- f. Countries should work closely with overseas institutions on programme content if their personnel are studying abroad. Overseas courses must be very carefully chosen.
- g. Most in-service programmes should consist of short intensive courses of one to two weeks.
- h. The matter of incentives in relation to course attendance must be investigated carefully.
- i. Training for school principals should be available before their appointment.
- j. Institutions of higher education should develop modular training programmes.
- k. Training manuals should be developed as part of the training process. (A handbook using materials from the seminar is to be published.)

In addition, the seminar proposed that a regional training centre should have a basic research component. It was further proposed that staffing resources from within the region should be drawn upon and that each country should be encouraged to make a contribution to the centre or programme.

In 1981 the Commonwealth Secretariat published a handbook entitled Leadership in the Management of Education. This publication drew extensively on training materials used both at the three regional seminars and also during the three training courses. The final chapter of the Handbook is entitled A Strategy for the Long Term. Briefly, it examines the need for long term policies for training for educational administration.

The Handbook notes that:

"It is widely agreed that the need for professional and management development for educational leaders in schools, and in district and regional education offices in the developing countries of the Commonwealth is very great. The number of office-based administrators and supervisors of primary and

secondary schools that need in-service training is formidable, though the former is more manageable than the latter...At present, the number of capable course organisers and the number of people qualified to teach on the course is exceedingly small. A further constraint is the acute shortage of resource materials - simulation exercises, case studies, management games, films and tapes - appropriate to the needs and conditions of developing countries. Even when in-service courses are held, there is often a lack of follow-up support so that there will be a tendency in many cases to revert, after a time, to former, less enlightened, styles of administration and supervision".

(Leadership in the Management of Education: A Handbook for Educational Supervisors, Commonwealth Secretariat 1981, Ch 6, p 137.)

Flowing from these needs the Handbook suggested that:

"What seems to be required to achieve greater coherence in in-service planning is the setting up of a central agency which would have a facilitating function, provide support for local efforts, disseminating and encouraging the production of reports arising from courses, assisting in self-evaluation by course organisers, and providing such further co-ordination as appears to be desirable... Such a facilitating responsibility might be given to an In-Service Centre attached to a university, or might take the form of a Staff Training Institute, as in the case of Malaysia, which has established such an institute to provide in-service training for both school based and office based educational leaders. A unit or division might be set up in the Ministry or Department of Education, or the responsibility for taking a systematic view might be given to the Inspectorate of Schools. There are obviously other options. Each Commonwealth country moving in this direction would need to consider, in its own circumstances, how best to achieve the co-ordination that is desirable without stifling initiative and creativity".

(Ibid., p 138.)

It is further suggested in Leadership in the Management of Education that a national network of resource and training centres can serve as an infra-structure for life-long in-service training and that such centres could be located in schools, colleges of education and universities. This might also foster better understanding and closer co-operation among those in charge of different types of institution. The primary aim of a co-ordinated system of in-service planning within a national framework would be to ensure that within a given period all the educational leaders in schools and in district and regional offices are inducted into the basic competencies of skills and knowledge of educational administration. The long term aim would be that every educational leader should be able to continue his or her life-long education through further in-service courses as appropriate. The ultimate test of in-service training would be to nurture the capability of self-development.

Whilst these ideas for development of training policies have been placed in the national context and whilst the suggested responses are also conceived within a national framework, this does not obviate

the desirability - especially as far as small countries are concerned - of utilising a co-operative and co-ordinated regional machinery to further the design and the practice of national training policy.

In the second half of 1981, cognizant of the activities and recommendations of the previous year, the Education Division discussed the 8CEC recommendation with a number of potential host institutions and with member governments in many parts of the Commonwealth. In particular, the Executive Director of the Commonwealth Council for Educational Administration undertook an intensive survey of potential institutions in the South Pacific and selected countries in Commonwealth Africa. In the Commonwealth Caribbean consultations included the University of the West Indies, School of Education, and took account of unmet training needs, of existing training facilities and of the potential to increase training provision within the region. In the light of all the consultations, the Secretariat decided that in the first instance the 8CEC recommendation should be pursued with a view to facilitating the establishment of a regional training programme for educational administration in the Commonwealth Caribbean.

3. EXISTING TRAINING PROVISION IN AND FOR THE COMMONWEALTH CARIBBEAN REGION

A proposal for developing an enhanced training capability for educational administration in the Caribbean must look at existing provision both within the region and also beyond it. The past ten years have witnessed an expansion of training opportunities, but in many instances courses and programmes are short-term and sometimes ad hoc. The participants in the "Management for Change" seminar in Kingston, Jamaica 1981 agreed that existing training rarely reflects a comprehensive pre-conceived management training policy.

Existing training provision is discussed here briefly under four categories although in some instances there is considerable overlap, as for example in the case of national and university programmes where the latter may contribute to the former: National Programmes; University Programmes; Overseas Programmes; and Miscellaneous Programmes. No attempt is made to describe in detail the form and content of these programmes. The following brief summaries provide a general outline. Further detail is provided in the University of the West Indies paper for the Kingston Meeting (Appendix B) and the summary of the Country Papers (Appendix A).

National Programmes

Most countries in the Commonwealth Caribbean have instituted programmes of in-service training for selected groups of educational personnel such as school principals. Courses are held when and how they can, depending upon the availability of funds and expertise, and limited by all the usual problems associated with the release of staff. These difficulties may be made all the greater by long travelling distances

especially in the archipelago countries. Distance and isolation are factors which incur a variety of costs when bringing personnel together for training.

Some of the national programmes utilise, and in some cases depend upon external support. The University of the West Indies provides expertise within the limits of its own human resource base. A few of the overseas agencies have assisted particular countries; for example, a non-governmental Canadian group, the Organisation for Co-operation in Overseas Development (OCOD), has assisted Guyana in providing educational administration training programmes since 1976. In other instances there may be a close association with a particular overseas institution. In the Cayman Islands there is a close link with Sheffield City Polytechnic in the United Kingdom. This programme enables senior educational administrators to work towards a Diploma in Educational Management (see the Cayman Islands Country Paper in Appendix A).

University Programmes

The University of Guyana runs courses in educational administration which contribute to Certificate of Education and Bachelor of Education awards. Options in educational administration exist in the post-graduate diploma programme which is mainly subscribed to by senior school personnel.

At the University of the West Indies educational administration components are to be found in a number of courses. At the Mona Campus in Jamaica the Certificate of Education, the Diploma in Education and the Bachelor of Education, Master and Doctoral degrees each have elements of educational administration. At the Cave Hill Campus in Barbados educational administration is part of the E.Ed programme. Cave Hill is also responsible for a special Certificate in Educational Administration for Principals and Deputy Principals of Schools mainly for Barbados but open to other Eastern Caribbean Islands. At the St Augustine Campus in Trinidad and Tobago an educational administration option is included in the Diploma of Education programme.

Some teachers take courses in management studies within the Faculty of Social Sciences on all three campuses.

The USAID Primary Curriculum Development Project for the Caribbean includes an educational administration component for school principals which is administered by the School of Education, UWI Cave Hill, through a series of national training activities in the Eastern Caribbean and in Belize. The School of Education at Mona provides the same USAID backed programme for Jamaica and with CARICOM support has been able to offer additional places to school principals from the Eastern Caribbean.

Support for UWI programmes in the area of educational administration has also come from CARICOM, Unesco, UNDP, UNICEF, CIDA and from a few Canadian and American Universities.

Overseas Programmes

A limited number of educational administrators attend overseas courses. For example, selected school principals complete short courses at British universities or colleges. Administrators also attend certificate, degree and diploma programmes. There is a smaller movement of a similar kind to North American Universities. Some senior ministry administrators attend courses at Unesco's International Institute for Educational Planning in Paris.

Overseas training opportunities for educational administration have been helpful overall. However, concern has been voiced in the region about certain effects of such training. For example at the Commonwealth Secretariat's "Management for Change" seminar three main problems were noted:

- a. The problem of local replacements
- b. The appropriateness of the overseas course relative to national needs
- c. The attitude of the officer after exposure to a different cultural and educational environment

Miscellaneous Programmes

Within the Caribbean region a variety of institutions and organisations offer a range of management and administration programmes for the public and private sectors. In some of the larger Commonwealth Caribbean countries staff colleges or institutes of management provide courses, usually for nationals of the country in which the institution is located but in some instances also for personnel from other countries in the region. Whilst some of these bodies do not specifically cater for educational administration as such, many of the needs met by their courses are not dissimilar to those in other sectors of the public service especially at relatively senior levels within ministries. Bodies such as the Guyana Management Development and Training Centre, the Administrative Staff College in Jamaica and Central Training Unit in Trinidad possess and offer training in a variety of areas of management expertise. Whilst these bodies are not directly concerned with training for educational administration they do provide programmes in areas such as accounting, personnel management, policy and decision-making, and project administration - all of which are highly relevant to the needs of an efficient and effective educational system.

The Caribbean Society of Educational Administration (CARSEA) is a non-governmental organisation which brings together educational administrators on a voluntary basis. It organises training activities within countries of the region but its capacity in this area is limited by scarce human and financial resources.