

Universal Primary Education in Commonwealth Africa

Report of a Commonwealth
Regional Seminar
Lesotho, 4-15 February 1980



Commonwealth Secretariat

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Education Division
Commonwealth Secretariat,
Marlborough House, London SW1

COMMONWEALTH SECRETARIAT

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INTRODUCTION

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

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

A further recommendation of the Accra Conference was that "the Secretariat be asked to consider arranging a series of meetings on universal primary education, beginning with countries that are farthest from achieving it". The regional seminar in Dacca, Bangladesh in 1979 was the first. That in Maseru, Lesotho in 1980 of which this is the Report was the second of such meetings. It brought together representatives from member countries to examine progress towards UPE in their region, to formulate possible conclusions concerning the educational and administrative implications of UPE and to consider the future of UPE in Africa.

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

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

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

RECOMMENDATIONS

RECOMMENDATIONS ADDRESSED TO THE COMMONWEALTH SECRETARIAT AND OTHER INTERNATIONAL ORGANISATIONS

1. It is recommended that the Commonwealth Secretariat should collaborate with other international agencies to maintain and increase their commitment to providing resources for:

- the design, development and construction of low-cost, functional school buildings and other physical facilities;
- the development, production and distribution of local and low-cost instructional materials.

2. It is recommended that Commonwealth Secretariat should collaborate with other international agencies to maintain and increase their provision of opportunities and resources for training, particularly in respect of:

- the introduction of diversified methods of teacher education;
- the setting up of evaluation, research and data-collection facilities;
- the strengthening of the professional skills of educational management personnel.

3. It is recommended that international bodies should urgently consider ways and means of accelerating their procedures for responding to and implementing aid programmes.

RECOMMENDATION ADDRESSED TO GOVERNMENTS

1. In order to implement UPE successfully, it is recommended that governments adopt or maintain a firm national, political commitment accompanied by continuing financial support from central government, local government, the community and voluntary agencies.

2. It is recommended that governments of member states should develop and co-ordinate both formal and non-formal resources in their implementation of UPE. In this connection, such examples as Project IMPACT in the Philippines and Indonesia are well worthy of study.

3. It is recommended that governments should make the maximum use of their limited financial resources by such strategies as:

- encouraging and strengthening community participation in and contribution to primary education;
- encouraging schools to contribute to their own running costs through

appropriate activities such as school farms, handicraft production, poultry projects and other fund-raising efforts;

- developing low cost, functional school buildings and other physical facilities and ensuring their maximum use;
- appropriate use of auxiliaries and teacher aids and diversified methods of teacher education;
- exploring all methods of getting more pupils through existing facilities by the use of appropriate strategies such as modifications of the school day and careful considered shift systems.
- intensifying the development, production and effective distribution of local and low-cost instructional materials.

In this connection, such examples as Project IMPACT in the Philippines and Indonesia are well worthy of study.

4. It is recommended that the curriculum for UPE should be diversified to respond to national needs balanced with local variations and the particular demands of special education. In addition, curriculum development should allow for the involvement of all sections of the community.

5. In order to minimise any possible decline in quality of education during rapid expansion, it is recommended that governments should constantly review the objectives of UPE, building in appropriate and continuous evaluation procedures.

6. To ensure effective planning and implementation of UPE, it is essential that governments actively involve all relevant Ministries such as Education, Agriculture, Health, Economic Development etc.

7. For effective planning and implementation of UPE, governments should take steps to strengthen the professional skills of such management personnel as

- planners
- administrators
- inspectors
- supervisors
- headteachers etc.

8. As a natural development from the achievement of UPE, it is recommended that governments should give serious consideration to the concept of Universal Basic Education, (broadly defined to include vocational skills and "minimal learning needs for survival"), as an urgent target where it has not already been adopted.

9. Whilst external aid is recognised as necessary to the achievement of UPE it is recommended that governments seeking such assistance should clearly determine

- their own requirements and national contribution.
- the level and type of aid required

and ensure that such aid is integrated with overall national development plans.

10. It is recommended that governments planning UPE should take special cognisance of national population trends.

11. In order to retain qualified personnel and maintain professional quality within educational systems, the provision of appropriate career incentives is strongly recommended. Such incentives might include:

- special allowances for service in difficult areas
- opportunities for staff development and career enhancement.

SUMMARY OF DISCUSSIONS

PROGRESS TOWARDS UPE IN AFRICA

Plenary Session

Following the lead paper introduced by Mr R L Smith, three crucial questions were raised:

1. Is UPE still a valid objective?
2. Are schools to remain the main vehicle for UPE?
3. Can UPE be provided on the cheap?

Before dealing with these questions, however, the point was made that most countries are planning UPE as an expansion of the formal system with its classrooms, teachers, equipment, curriculum, examinations and certificates when, perhaps, countries should really be looking for alternatives to the formal system.

It was felt that UPE is still a valid objective since the United Nations had declared that everyone should have the right to primary education. Access to education is the basic problem though this is intimately tied to the economic problem of trying to implement UPE without unduly straining national resources. Another problem is how to incorporate the African cultural heritage into the school system. Problems like these make agreement difficult on whether conventional schools and curricula are the best way of implementing UPE, but in spite of present disagreement, the African community would like to see children equipped with the necessary skills to deal with the life they have to face in the future.

Three further specific points were made:

1. A sense of nationality and pride in that nationality are a component of the educational process since national values and heritage must be passed on to succeeding generations.
2. Education is a human right, therefore developing countries should strive towards it.
3. Education offers the only path towards effective, integrated rural development and re-construction. Therefore, all citizens must be made aware of the developments and new ideas that can improve their life.

It was agreed that every child is entitled to education, the form and content of which will depend on the resources available in his country. Naturally, these resources will differ from country to country.

It was pointed out that even the retarded or handicapped child (such as the blind, and the crippled) can contribute to the betterment of society given appropriate educational opportunity. On that basis, UPE is an acceptable

objective. However, appropriate skills should be incorporated so that mass unemployment is avoided.

It was commented that parents in some areas have indicated that children should be taught through the national language in order to make them fully proficient in it, since language embodies their cultural heritage.

In order to gain an historical perspective, it was suggested that delegates should look at the recommendations made at the 1961 Addis Ababa Conference, where the following decisions were made:

- Universal, free and compulsory primary education should be provided for all.
- 30 per cent of those completing primary school should go on to secondary school.
- 3 per cent of those completing secondary education should proceed to tertiary institutions.

The 1968 Nairobi Conference felt that the 1961 objectives were naive and prompted by nationalist zeal. Nevertheless, it concluded that UPE was still valid.

In 1974, UNESCO and UNICEF felt concerned about the plight of nursing mothers and the underprivileged. This resulted in the signing of an agreement which sponsored a seminar on Basic Education in Nairobi (1974) at which 17 countries from the Africa region were represented. This Conference agreed that schools are fundamental to UPE activity. The Lagos Conference of Ministers in 1976 agreed with this conclusion. However, other modalities have to be included since schools are not the only means for achieving UPE objectives.

The Accra Commonwealth Conference of 1977 was asked to find out what progress had been made towards the implementation of UPE objectives. This resulted in the recent Commonwealth Survey.

The key question in UPE is how it should be made available to all. But this immediately raises issues of the modes of provision and the content of the curriculum and has led some people to conclude that the only educational provision that every person must receive is a survival package to help them cope successfully with their environment.

The seminar observed that the school system alone cannot meet the expected objectives of wholesale democratization of the educational process. The word "cheap" has connotations of low quality. Perhaps an improved (and more expensive) communication and administration system may yield better returns.

In response to a remark that some Ministries provided educational facilities without much expense to them, it was pointed out that some of the instructional methods that called for ingenuity and imagination especially in challenging situations also required more money and more sophisticated organisational strategies.

The seminar scrutinised the paradox that "apex-development" breeds a vicious circle in society; yet, "base-development" produces unemployment that culminates in frustration and unrest. An attempt to break this would be to develop educational programmes that provide training in appropriate skills

for making pupils useful citizens in society.

It was generally acknowledged that a re-distribution of funds is a very difficult problem because other sectors of public life demand adequate attention as well. However, the setting of target dates can be useful since they galvanize each country to make meaningful progress.

Perhaps there is a lesson for countries to learn before planning UPE from the fact that community schools prove better able to respond to pupils' real needs. Children taught in them are also more easily absorbed into society. Therefore, governments need to make a reappraisal of their formal system of schooling.

The cost of UPE can be reduced significantly by making greater use of community resources and of regional co-operation.

Group Sessions

Mr R L Smith, as consultant, prepared the following questions as a guide to the discussion groups:

1. Is there a role for non-formal education in our efforts towards universalisation?
2. What methods are available for cutting the costs of teachers?
3. What are the curriculum implications of universalisation?
4. What strategies are available for ensuring quality in UPE?

GROUP 'A' REPORT (Chaired by Mr P V Sephuma)

The group considered each of the questions and reached the conclusions noted below.

1. The role of non-formal education in our efforts towards universalisation.

At the beginning of the discussion a definition of non-formal education was formulated as "any form of organised education out of school".

Members were unanimous that non-formal education should play a complementary role in efforts towards universalisation as it can cater for those groups not accommodated in the formal system e.g.

- those who have not had schooling
- drop-outs
- school leavers who turn illiterate after some time.

As regards universalisation, it was felt that integrating the formal and non-formal systems is the most realistic approach as the non-formal system constitutes education for life.

It is essential to develop a common yet flexible curriculum which includes:

- (a) A core content consisting of the 3R's.

- (b) A survival content - nutrition, health etc.
- (c) Vocationalisation - training in basic skills.
- (d) Attitudes and values.

2. What methods are available for reducing overall costs of education with regard to teacher costs?

Those suggested by the group included:

- (a) Master teaching where one qualified teacher is assisted by two or three lesser qualified teachers. The salary of these assistants is lower than that of the master teacher.
- (b) Use of community volunteers such as retired teachers, nurses, parents etc.
- (c) Provision of adequate supplies of teaching materials to make the teacher more effective.
- (d) Shift system.

3. What are the curriculum implications of universalisation?

There is need for a relevant curriculum and flexible methods of instruction.

4. What strategies are available to ensure quality in UPE?

The following strategies were suggested?

- (a) For quality to be maintained in UPE, the set objectives must be met.
- (b) Proper advisory and supervisory assistance for teachers can improve quality.
- (c) Schools should be supplied with teaching equipment to help make teaching effective.
- (d) In-service teaching should be provided for all teachers already in the field.

GROUP 'B' REPORT (Chaired by Mr B Kang'ombe)

It was suggested that the group should first list the different forms of non-formal education without putting too much emphasis on exact definition since different countries used different terms for non-formal education (e.g. adult education, continuing education, non-formal education for children etc.). The following forms of non-formal education relevant to UPE were mentioned:

- Non-formal adult education.
- Mass media education.
- Programmes by Youth Services, (Youth Clubs, Village Craft Training Centres, Young Pioneers).

- Correspondence education.
- Night schools.
- Women's organisations/clubs/unions programmes.
- Functional literacy programmes run by external voluntary organisations.
- Non-formal pre-school programmes.
- Cultural organisation programmes.
- Periodical campaigns.
- Community schools.

After this, Mr Smith's questions were discussed in sequence.

1. Is there a role for non-formal education in our efforts towards universalisation?

The discussion focused on stating the specific role of non-formal education with respect to the curriculum content and types of skills which can be taught. It was suggested that:

- (a) Non-formal education must be complementary to formal education in terms of the curriculum content as well as in terms of the population coverage. It should provide the teaching skills, attitudes, specific functional knowledge to the whole community. It should offer general education to those outside the formal primary education system and should help to promote and integrate cultural education and socialization into the formal education system, thus checking against cultural alienation which may result from experiences in a foreign system of formal education.
- (b) Non-formal education programmes are delivered through a wide range of organisations. Therefore when well co-ordinated, these programmes help to maximise the use of human resources towards education.

In summary therefore, the group felt strongly that non-formal education still has a vital role in helping towards the implementation of UPE.

2. What methods are available for cutting the costs of teachers?

The question was taken to mean cutting down on the overall government education bill and not on the individual teacher's salary because, as public servants, their salaries have to be considered together with those of the rest of the public servants in other sectors.

The following measures were suggested for cutting down on the education bill (the measures are limited and we would have to be cautious of their implications on the quality of education):

- (a) The shift system maximises the effective use of trained teachers.
- (b) Increasing the student teacher ratio may be achieved by relieving the head master of some of his administrative duties, thus allowing him teaching, and classroom supervision time.
- (c) The use of para professional monitors, and uncertificated but well-experienced community personnel.

(d) Encouraging community self-help schemes to provide housing for public workers including teachers.

(e) The use of specialists other than teachers (e.g. agricultural field workers, nurses, etc.) to help in the teaching of their specialist subjects (mobilisation of local resources).

(f) The reduction of teacher training expenses by such measures as: having some non-residential training colleges, running distance teacher training programmes, running in-service teacher trainer training programmes, allowing for functional internship elements in the teacher training programmes, regulating the length of pre-service teacher training.

(g) All schools and colleges should do productive work to contribute to their running costs.

(h) Using teachers to handle both formal and non-formal delivery systems of education.

In summary, it was felt that the government education budget could be reduced through

(a) effective and maximum use of resources,

(b) encouraging active community participation and contribution in terms of provision of materials as well as construction,

(c) using various methods of teacher training to cater for the use of para-professionals who could be trained and maintained at inexpensive rates and would also allow for an increased pupil-teacher ratio.

3. What are the curriculum implications of universalisation?

Both primary and teacher training curricula have to be locally relevant broad and diversified in content, allowing for the wide range of interests and abilities of the children. Such curricula cannot be definitive but depend on the innovative ability of the teacher or the trainer respectively.

4. What strategies are available for ensuring quality in UPE?

During the initial transition, quality, defined in terms of UPE objectives, is bound to drop temporarily. But to ensure only a minimal drop for a relatively short time, there has to be a range of continuing activities namely - continuous training, curriculum relevance, improved effective educational management, and continuous educational evaluation.

Examination systems have to be periodically reviewed to ensure relevance to the objectives of UPE.

IMPLEMENTING UNIVERSAL PRIMARY EDUCATION IN AFRICA

Plenary Session

The lead paper for this topic was introduced by its author, Mr J. Lijembe. At the conclusion, open discussion commenced on the matters raised by the paper and the following points were made.

The reported departure of teachers during the period of political instability in Uganda from 1971 to mid-1979 did not lead to the closure of even one school. Managers, administrators and planners kept the system intact. It was only at university level that lecturers left in appreciable numbers.

The problems of poverty, ignorance and disease that afflict the masses are overwhelming. In this regard the evolutionary approach to the solution of these problems must be seriously questioned. The population itself should be seen as a positive resource that can be mobilised effectively.

Secondly, government funds should be used prudently. For example, the import of extensive and unnecessary goods should be stopped.

UPE is a human right for every child. Therefore, it is the duty of governments to defend this right.

Useful lessons can be learnt from other countries. For example, Ghana started UPE in 1951. Western Nigeria started it in 1955 and Eastern Nigeria in 1957. The failure of these attempt at UPE in Nigeria was a useful lesson to Cameroon. Cameroon's success in implementing UPE was due in large measure to such factors as:

- increments to teachers
- providing for the induction of students
- supplying instructional materials such as rulers, records and scheme books, chart paper, pencils, chalk etc.
- clear and consistent government policy to overcome proprietor and teacher resistance.
- community orientation
- keeping expenditure in line with gross national income expected from taxes
- levying the education tax from citizens one year in advance
- enforcing UPE through local traditions e.g. the chieftainship system can be rallied to give its support.

It was agreed that eventually it might be necessary to hold campaigns of public enlightenment to change attitudes.

Post-UPE activities depend on what planners expect UPE pupils to do. In urban areas there is little for them to do, but in rural areas, agriculture and other types of manual employment are available.

It was further observed that post-UPE programmes should include training for self employment and should be vocationally oriented. Rural reconstruction centres should also offer motor-mechanics and tailoring in addition to agricultural skills.

In summary, it was concluded that external aid should be used as a supplement to national effort. The country itself must be clear about its purpose. Action must be co-ordinated.

Group Sessions

Mr Lijembe, as consultant and lead paper writer for this item prepared the following questions for discussion by groups.

1. What should be the role of the government, both central and local, and the community in the provision of UPE?
2. What strategies might prove effective for improving the planning and management capacities in terms of the training for:
 - (a) decentralisation of services?
 - (b) planners?
 - (c) managers?
 - (d) specialists such as inspectors, teacher educators, curriculum developers and research fellows?
3. How can quality in UPE be maintained in terms of:
 - (a) supervision by both head teachers and the national inspectors?
 - (b) purchases and distribution of teaching materials and equipment?
4. What are the pros and cons of external aid to the achievement of UPE?

GROUP 'A' REPORT (Chaired by Mr C. W. Cole)

The group considered each of the questions and reached the conclusions noted below.

1. What should be the role of government both central and local, and the community in the provision of UPE?

The central government has a leading role as it has to

- provide policy guidelines for educational planners
- train and pay teachers

- co-ordinate services and programmes offered in other ministries
- educate the community so that it may offer services required for achievement of UPE.

In some countries it is the responsibility of local government to provide primary school buildings; where this does not happen, central government should provide these.

It is important to arouse community awareness that education is the key to development. Each community has pressure groups like - chiefs, teachers unions, church unions, church leadership, political leadership etc. Conviction and involvement of these groups in self-help projects will maximise efforts towards achievement of UPE.

2. What strategies might prove effective for improving the planning and management capacities in terms of the training of planners, managers and education specialists?

The group felt that since curriculum development takes place both inside and outside school, curriculum developers should

- evolve a mechanism that involves various groups of people
- incorporate techniques of integrating the formal and non-formal systems
- have a mechanism for collecting and evaluating data in order to identify short-falls in the system.

For further training of planners, managers and education specialists, international co-operation through travel fellowships and exchange programmes could be sought.

3. How can quality in UPE be improved and maintained in terms of supervision both by the headteacher and the national inspectors, and in terms of purchases, distribution and use of teaching materials and equipment?

Quality can be improved and maintained by retraining of headteachers, teachers and national inspectors to enable them to follow the new methods of instruction. This new approach gives cognisance to the contribution of "other specialists" e.g. health workers, agriculturalists, village masons etc. to the educational system. Their involvement in curriculum activities provides liaison between all government and village services and the formal system.

4. What are the pros and cons of external aid to the achievement of UPE?

External aid should be requested to supplement and augment local resources towards the achievement of UPE. Members preferred that such aid be without strings.

External aid is necessary for achieving UPE. Countries seeking aid should have a clear view of their requirements, the national input and the external input. However, countries need to be discriminating over the aid they seek and the aid that is offered.

GROUP 'B' REPORT (Chaired by Mr J. Z. Banda)

The discussion aimed at highlighting problems that are likely to arise in implementing UPE and suggesting possible solutions.

POSSIBLE PROBLEMS

1. Financial Constraints

It was felt that the main barriers and constraints in the implementation of UPE are inadequate funds, rising costs and lack of national commitment reflected in low priority being given to UPE in the allocation of resources. In many countries in Africa neither central governments, local government, nor the community reveal active participation in implementing UPE.

Paradoxically, in some cases there is underutilisation of resources when, for example, school managers deliberately restrict enrolments in order to maintain high examination results.

2. Parental Support

A decline in parental support for schooling is reported in some countries because increasingly it is being seen as having little effect on employment prospects. Primary school leavers are seen as being no better off than their peers who have not been to school. In some cases they are even worse off because they do not know the basic survival skills that children who do not go to school learn practically at home and at work with their parents.

3. Political Constraints

Political instability may result in periodic change in national priorities which may result in inconsistent allocation of manpower resources.

4. Provision of Learning and Teaching Materials

Unplanned and unco-ordinated production, purchase and distribution of materials result in delays and disrupts normal teaching in schools and quality of teaching often drops.

5. External Aid

External aid either in the form of personnel or finance may be disjointed and unco-ordinated and its objective may not be achieved.

POSSIBLE SOLUTIONS

1. Central government funds and other resources should be allocated to UPE in a way that will reflect a high and practical commitment to UPE.

2. The implementation of UPE should be seen as an equal responsibility of both the central government, local government and the community. Central government should take the responsibility to educate the community about the latter's need to actively participate and contribute towards UPE.

3. To reflect the extent of national commitment and contribution to UPE, contributions by all sectors should be translated into measurable financial terms.

4. All national action must be co-ordinated. All government ministries must be equally involved in planning and implementing UPE. UPE must be free, if it is to reach rich and poor communities alike, but parents may contribute to the running costs.
5. School managers should be encouraged to perceive quality not just in terms of examination performance but also in terms of the positive effects which all students (including those who do not pass examinations) derive from schooling.
6. Educational planning has to be part of the management and administration of the overall national educational development. To allow for participatory planning, progressive, efficient and effective educational management, and administration, a comprehensive and well co-ordinated education planning unit with components at all administrative and management levels must be established and manned by properly trained personnel.
7. There should be planned and continuous recruitment of educational administrators. And there should be pre-service and in-service training and orientation of all education management personnel.
8. To ensure availability of up-to-date and appropriate statistical information necessary for progressive and effective education management, all education planning, management and administration staff must have orientation and training in the collection and processing of statistical material.
9. To maintain a high level of educational accountability and curriculum efficiency, the training of inspectors and education administrators should include curriculum development. This may also help to reduce problems of compartmentalisation of responsibilities.
10. To ensure wider coverage, there should be deliberate attempts to localise most of the staff training. Plans for a multiplier effect of staff trained outside the country may be achieved by obliging these to run courses/ seminars/workshops on their return.
11. There should be regular programmes for inter-country resource exchanges.
12. There should be professional inducement.
13. Interministerial participation in education and effective and efficient planning and follow up will ensure maximum use of even the minimal resources allocated to education.
14. Educational manpower planning and training should be geared towards national manpower needs.

UNIVERSAL PRIMARY EDUCATION AND THE FUTURE

Plenary Session

The topic was dealt with as a symposium with contributions from Mr Smith and Mr Lijembe, consultants to the seminar, and Mr Akpofure, Director of the seminar. Mr Smith drew attention to statistical trends in Africa that were of relevance to UPE and drew from these trends conclusions, some of which he confessed might be contentious. He went on to predict what the position of UPE might be by 1985. Mr Lijembe made his response to this introduction, while Mr Akpofure presented the international dimensions of UPE and how international bodies could assist progress.

The summary which follows does not attempt to identify the contributors further, but rather to provide a view of how UPE will develop over the next five years.

If total enrolment trends continue, the predicted enrolments in Africa by 1985 are likely to be 82%, but this conceals a range which will extend from 100% in some countries to as low as 36% in some Sahelian territories.

The following matters will become of increasing importance in the future. Noted with each, are areas of action that may be necessary:

1. POPULATION SIZE AND GROWTH

Attention to population problems will become necessary. In less developed regions there is a high percentage of children below the age of 15 (40%-45%) which indicates an unfavourable dependency ratio.

In administration and control there is a tendency to employ young people who lack experience and the proportion of these younger people increases every year.

A high rate of population increase is a factor that could prevent the realisation of UPE. Coupled with this is the problem of changing attitudes to schooling. Therefore, there is a need for:

- Population statistics to be more complete.
- Population distribution to be tackled by collectivisation of villages or other means.
- Political will and popular socialisation to encourage parents and pupils to enter freely and willingly into learning as against using indoctrination as a tool.

The question of population growth rate in Africa requires immediate attention. To this end a co-ordinated effort of national social service sectors would be the best way to tackle some sensitive areas such as population management and culture.

2. VARIATIONS IN QUALITY OF EDUCATION

In some situations, quality of education may have to be given lower priority than expansion and may necessitate a redefinition of quality in terms of places provided rather than academic standards.

Curriculum change may have to be more radical than present trends in order to meet the needs of the increasing number of children from fixed or even decreasing resources.

3. EMPLOYMENT OF SCHOOL LEAVERS

The problem of the employment of school leavers is not essentially different from that of finding employment for any young person. The crucial difference is that those who have been to school have greater expectations than the others. There is also the problem of the unemployed school leaver who is in fact an unemployed child. Children in the primary school have expectations that schooling will lead to employment or further opportunities for schooling.

4. EDUCATIONAL REGRESSION

Where only a limited amount of education can be provided, there is always the danger of regression. Sending children to school means helping children to attain literacy. Literacy reinforcement can be effected through such media as the radio, the TV and newspapers. People cannot depend on these alone however as this would subject them to indoctrination. They should have access to all the world's literature and thinking. The aim should be to keep literates literate.

Literacy can sometimes be maintained through a nation-wide library service. Books that are more relevant to the people's way of life are preferable. Another aspect is the creation of a healthy political and social climate since these are necessary for encouraging writers and publishers.

5. SCHOOLING

There is likely to be an increasing range of school types. The traditional form of schooling will be one among others. In this respect, the following points may be noted:

(a) There is no alternative to alternatives meaning that all sectors of education need to be decentralised in order to allow curriculum and schooling to respond to variations in local needs and circumstances. However, such decentralisation requires co-ordination.

(b) There is need to face up to having auxiliaries and aides in the classroom.

(c) There is also need for a curriculum that encompasses local variety; that is, one which allows more local initiative.

(d) There should be more induction and in-service courses for teachers, and so there will be need for much bigger and more effective supervisory services.

(e) If teachers are to be retained there should be incentives such as promotion, special allowances, and provision for a change to urban teaching after working for 5 years in rural areas.

(f) Above all, there should be a move away from the idea of access to schooling and a move towards the delivery approach. It is no longer enough to build a school and leave the responsibility with parents for ensuring children's attendance. The idea of schooling must be "sold" by creating incentives such as school feeding, transport, itinerant teachers etc.

6. POLITICAL WILL

Education cannot entirely claim to influence political leadership but can sometimes help bring about desired change.

7. CURRICULUM

To meet the highly dynamic needs of society, curriculum design should respond to socio-economic objectives. These may be arrived at by such policies as pursuing a particular ideology, offering proper incentives, and introducing a language policy in schools.

8. LANGUAGE POLICY

Language in most parts of Africa is a sensitive area that sometimes forms a barrier to cultural enrichment. Experience in other parts of the world has shown that cultural diversity can enhance the development of a rich heritage. UPE/UBE should adopt a language policy that delivers education to the people in the most effective manner.

9. VOCATIONALISATION OF EDUCATION

If governments were to learn better from past experiences in planning there might be fewer of the problems associated with education. For instance, most African countries have in the past prepared people to take up jobs that would never absorb all of them. It should therefore be a pre-requisite in the future that education responds to the tempo of economic development for the given time and circumstances so that benefits are enjoyed by all.

10. NON-FORMAL EDUCATION

Past experience has shown that sometimes education received at school is not life-oriented. To augment the efforts of formal education, UPE should aim at intensified non-formal activities that would render life meaningful to all sectors of the population.

11. NATIONAL DIMENSIONS OF UPE

Traditional perspectives must be retained in UPE. Education must be looked upon as a socio-economic process. Its efforts, aimed at national development need to be enhanced by inter-ministerial co-ordination, which implies a need for a realistic method of encouraging co-operation.

12. INTERNATIONAL DIMENSIONS OF UPE

Foreign aid agencies are primarily concerned that projects which they support should have vocational or development components. Therefore, countries making applications for assistance should ensure that this aspect is emphasised in the project description. They should also make sure that all aspects of the project are presented as part of a coherent whole and as part of their own national development plan. Governments need to be mindful of the length of time that may be taken for an application for foreign aid to result in the receipt of that aid. Good presentation and a knowledge of the specific terms of reference that control an aid agency's work can facilitate the process.

Group Sessions

The following questions were distributed to each group as a suggested guide to discussion:

1. How realistic is it to seek for control of population growth? Which agencies should co-operate to achieve this end?
2. Is it realistic to talk about re-defining "quality"?
3. What are the implications of a move to "UBE"? What should such a programme look like in terms of length of cycle, aims and outcomes?
4. How do we envisage teacher education developing and changing - are the initial training, induction and in-service patterns a useful model?
5. Are incentives a realistic strategy? What alternatives present themselves?
6. Is it useful to talk about "delivery" rather than "access"?
7. What plans might be made for co-ordinating education with social, economic and rural development agencies?
8. If schooling remains divorced from "real life" what means are open for solving the problem?
9. Is decentralisation of planning, finance, control, supervision or curriculum development realistic?
10. How can non-formal or distance teaching methods in schooling and in teacher education be implemented?

GROUP 'A' REPORT (Chaired by Miss J.S. Attah)

The group applied itself to questions related but somewhat different from those suggested. These were as follows:

1. Where do we go when UPE has been achieved?

In discussing this topic the group had to assume that UPE can be achieved.

Two areas were then examined:

- (a) Universal secondary education.

(b) The danger of reversion to illiteracy for pupils who leave school with only basic education.

The group felt that the aims and objectives of primary education had to be clearly defined and the curriculum restructured periodically so that primary leavers can function successfully in their environment whether it be rural or urban. The group advocated the integration of the school with the community through programmes such as community schools, in order to minimise the migration of primary school leavers from rural to urban centres.

In order to make rural life more attractive the government should provide social amenities such as water, electricity and good roads. An efficient village library service would help both the young and the old not to revert to illiteracy.

There is therefore an indication that emphasis is shifting from UPE to Universal Basic Education where basic education is seen as a period of mastering skills rather than a length of time spent in school.

It was felt that the objectives of Basic Education should be to develop attitudes and values, numeracy, literacy and functional skills (such as health and nutrition, science, environmental studies and practical skills such as agriculture, carpentry etc.)

In addition, it was suggested that a careful study should be made of the implications Basic Education might have on lengthening the first cycle of education, the curriculum, teacher training and the role of inspectors.

Finally, the group agreed that Basic Education should be seen as part of the total education system, which in turn should be part of the National Plan. The structure should be such that it will take care of those who would proceed to the second and third levels of education as well as those for whom BE is terminal.

2. How realistic is it to seek for control over population growth? Which agencies should co-operate to achieve this end?

African countries have different political, religious or cultural views on the question of population control. For some countries, control does not necessarily mean the reduction of population but adequate provision for their people. It was generally felt that states should plan for population growth rather than its control.

In countries that exercise population control (that is the control of the size of the family) population education forms part of primary and adult curriculum. To this end, the ministries of health and social welfare should be involved.

Some states have experienced difficulties in planning because of migration of people from rural to urban areas and from one rural area to another. Also there is the external factor of movement due to political upheavals beyond the control of the state.

The improvement of rural facilities referred to earlier and the re-settling of migrant population should go a long way to solving the population problem. Finally, the group identified some agencies whose co-operation should be enlisted in the efforts to achieve population control, namely churches, voluntary organisations, communities and government ministries such as Education, Agriculture, Health etc.

3. What plans might be made for co-ordinating education with social, economic and rural development agencies?

Members stressed the importance of having co-ordination among all the development agencies such as Education, Agriculture, Health etc. It was also felt that more use could be made of these agencies in educational programmes and therefore there should be consultations and seminars involving all the agencies of development.

As there is a possibility that over-specialisation could be a hindrance to the achievement of integration, it was recommended that consideration should be given to a single institution in which people working in the community such as teachers, agricultural extension workers and health inspectors would be trained. For the degree of co-operation needed to achieve such results, it was recognised that there must be co-ordination at the highest level.

4. How can we use non-formal or distance teaching methods in schooling and in teacher education?

The general feeling of the group was that distance education has vast and untapped possibilities for pre-service, in-service and upgrading programmes for teacher education. This is because, apart from being an inexpensive and effective method of training, it can reach a large number of teachers without removing them from their schools and environment.

It was also identified that distance education can be used for adult functional programmes, out of school second level programmes and for vocational training by correspondence. However, the problem of the maintenance of equipment for distance education was noted.

5. Is it useful to talk about "delivery" rather than "access"?

Members felt that the two terms were interrelated and that removal of barriers for "access" to education would enhance its "delivery".

GROUP 'B' REPORT (Chaired by Mr I.J. Omondi)

The group discussed the set questions briefly.

1. How realistic is it to seek for control of population growth? Which agencies should co-operate to achieve this end?

The group expressed the view that a number of ministries and departments should be involved in the control of population growth. Those suggested included Statistics, Health, Education and Community Development. In addition, voluntary agencies such as women's organisations and adult education programmes should also be involved.

It was suggested that the ideas of planned parenthood (which is necessary for maintenance of the quality of family) should be taught to families. It was emphasised that this should not be left to voluntary agencies but that government should also take a leading role to ensure wide population coverage and also to help integrate the idea into the total plan of national development. It was also suggested that the implications of population trends and parenthood should be taught to children through their parents to ensure success and to make the idea sound less foreign.

2. Is it realistic to talk about redefining "quality"?

Quality is seen as a dynamic term relative to specifically defined objectives of UPE and UBE.

3. What are the implications of a move to "UBE"? What should such a programme look like in terms of length of cycle, aims and outcome?

Primary education will have to be more vocationalised. There will have to be a free flow of clientele between PE and BE and therefore both systems will have to accommodate a varied clientele. The length of BE will have to vary with the particular skill to be taught as well as with the client's previous educational exposure. Both the PE and BE curricula will have to offer a core of locally functional skills without necessarily isolating communities.

4. How do we envisage teacher education developing and changing? Are the patterns of initial training, induction, and in-service training a useful model?

The models of initial training, induction and in-service training are seen to be vital for professional up-to-dateness and effectiveness.

5. Are incentives a realistic strategy? What alternatives present themselves?

Hardship allowances should be seen as temporary measures as, ultimately, the said areas will have to be developed appropriately. And such development will have to be the responsibility not only of education but of government and the community in general. Other types of incentives are necessary for professional development and stability (not stagnation).

6. Is it useful to talk about "delivery" rather than "access"?

Both systems are important. They are supplementary and complementary as well as situational. (e.g. education for epidemic diseases may have to be delivered). It was however felt that generally, the "quality" and level of accountability of BE should be enough to "sell" the system without having to impose it on many communities.

7. What plans might be made for co-ordinating education with social, economic and rural development agencies?

There should be:

- (a) Interministerial consultations leading to interministerially planned and financed projects for effective deployment of manpower.
- (b) Efforts should be made for a fairer, more flexible and more efficient sharing of government and foreign resources.

8. If schooling remains divorced from "real life" what means are open for solving the problem?

Primary education should be more pre-vocationalised. It should offer career information and education. There should be a greater emphasis on the development of strong effective self-reliant attitudes.

9. Is decentralisation of finance, control, supervision or the curriculum realistic?

Financial policy must be centralised but the distribution and use of the funds may be partially decentralised. Financial control for capital developments is best centralised but funds for recurrent expenditure can well be decentralised while allowing for some degree of flexible central monitoring.

10. How can we use non-formal or distance teaching methods in schooling and in teacher education?

There have to be national guidelines for core subjects with room for adoption of certain aspects to meet local needs and demands.

COMMONWEALTH REGIONAL CO-OPERATION

Plenary Session

Following the presentation of papers on this theme by the Director of the Education Division of the Commonwealth Secretariat and the observers invited to the workshop, general discussion on issues raised in the papers was invited.

Regarding the question how the Commonwealth could help member states out of administrative and financial problems, it was suggested that nothing could be done unless the initiative came from member states to get assistance. Information about the availability of assistance can always be obtained from Commonwealth publications or by application to the Secretariat.

It was felt that a sense of co-operation and totality of the Commonwealth with common concern towards UPE would be achieved if meetings such as the current workshop could bring together people from as many regions as possible. The value of co-operation with other organisations in matters of common interest such as WCOTP, UNESCO and regional bodies was also acknowledged as was the practice of inviting representatives of other Commonwealth regions.

If a shortage of funds prevented individual member states from following up strong recommendations, application through Ministries of Education for assistance from CFTC could be made.

In answering the question how the Commonwealth could assist in training programmes, it was mentioned that every proposal was treated according to its merit. The Commonwealth intervention, for example, might take the form of the supply of expertise or material support. Local transport and other services would be a responsibility of the local government.

Because of lack of facilities in African countries, it was felt that co-ordination and co-operation among regional organisations are essential. But there is also an important role for international bodies such as the Commonwealth Secretariat, UNESCO and WCOTP where their interests coincide. In trying to achieve this co-operation it is necessary that the national and international input should be specified. For example, UNESCO could come to the rescue in particular projects by supplying lecturers or other experts from universities, provided the course content was well defined and outlined, the duration of the course was clearly stated, the profile of the participants was described and an accurate estimate of costs in terms of a particular currency was supplied.

Member states could benefit greatly by appointing in each Ministry of Education a Commonwealth desk officer to co-ordinate all communication between his Ministry and the Secretariat. Fortunately an increasing number of countries have done this with the result that Commonwealth documents are more effectively used and Secretariat response to requests is more efficient. UNESCO has provided a centre in Dakar for training document officers, but there are few countries that have as yet taken advantage of this opportunity.

Because of slow and weak communication links in Africa, letters do not always reach their destination as soon as expected. For example, correspondence which is sent through Ministries of Foreign Affairs do not always reach the Ministry of Education in time for appropriate action to be taken. It was suggested that, as a corrective measure, letters might be sent through Diplomatic Missions and Embassies as already happens with the German Embassy in Bonn. Local universities could also disseminate information through radio broadcasts.

Co-operation between Commonwealth and UNESCO offices could be strengthened for the implementation of projects of common interest. Elements of protocol within a broad umbrella of communication channels could be arranged to facilitate contact. Co-operation with bodies such as WCOTP and regional organisations could be more informal.

Regarding projects, it was suggested that member states could visit one another to learn more about them. There are already arrangements made by the Commonwealth Secretariat for university lecturers to visit other places. Such an arrangement could be made for other educationists as well.

LEAD PAPERS

SUMMARY OF COUNTRY PAPERS

BOTSWANA

General information

In Botswana, primary education is recognised as the most important of all the stages of education. This is true in several senses. For example, the largest proportion of school-going population is in primary school; the ratio between primary and secondary being 10:1. Primary education forms the foundation on which further learning is based, the stage when the child's character and abilities take shape and many habits and attitudes of a life-time are formed.

From the point of view of nation-building it is mainly through the primary school that children and perhaps even the local community itself derive their sense of belonging to the wider society of Botswana, and come to understand and appreciate the full meaning of the country's five principles and goals viz. democracy, development, self-reliance, unity and kagisano.

It is for this reason, that Botswana's primary education policy is determined by the aims of making a minimum basic education accessible to everybody.

Progress towards UPE

A superficial examination of the available statistics seems to indicate that Botswana has attained universal primary education. Over the period 1972-79 the average annual rate of increase of primary school enrolments has been more than 9.5 per cent while the proportion of children of primary school age has been increasing by only 3 to 4 per cent a year. Thus considerable progress has been made towards the target of UPE.

The number of pupils attending primary school in 1979 was 156,890 while the number of children aged 7 to 13 inclusive (roughly the official age range) was 149,890. This gives an apparent enrolment of 105 per cent. It is well known, however, that for a number of reasons this conclusion is off the mark. For example, enrolments were divided between boys and girls as follows: 70,580 boys, 86,310 girls. Hence, since there are almost as many boys as girls in the population, it follows that many boys were not attending school. Moreover, some individual districts have enrolment percentages far above 100 per cent while others have enrolment percentages far below 100 per cent.

It is believed there are still many children of primary school age not attending school in rural areas. Also, considering the possible understatement (by about 10 per cent) of the true population size in the 1971 Population Census, repetition, and the fact that many children attending primary school

are older than the official age span for primary education, the percentage of children of the official 7-year age span attending primary school, could be put at about 75 per cent, give or take 10 per cent either way.

In Botswana, UPE is a declared aim. However, UPE is a long-term (1980s) objective and not yet compulsory, though local education authorities are free to introduce it when found appropriate. No fees are charged in primary schools.

The following figures show the education budget from all official sources for the year 1979/80:

(a) Total Education Budget (Recurrent)

Ministry of Education	P26,900,000
Ministry of Local Government and Lands	P 800,000
Local Councils	P 1,800,000
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	P29,500,000
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(b) Primary Education Budget (Recurrent)

Ministry of Education	P12,100,000
Ministry of Local Government and Lands	P 800,000
Local Councils	P 1,800,000
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	P14,700,000
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1 Pula = \$1.27 = £0.57

As percentage of the total budget, that devoted to primary education represents 50 per cent.

Within the primary education budget, the allocation is as follows:

(a) Teaching materials	12%
(b) Teachers' salaries	76%
(c) Administration	12%

Major difficulties

The main difficulties include the high cost of expanding conventional schools, maintaining the supply and continued service of an adequately trained teaching force and catering for the nomadic elements of the population.

Innovations

UPE in Botswana is a long term objective to be achieved by gradual expansion. However, the general expansion of the primary system and the abolition of fees have accelerated progress towards UPE.

THE GAMBIA

General information

The education system of The Gambia is directed toward eventual universal primary education. The official policy for the decade 1976-85 provides for a 100 per cent increase in the primary school population. The indications are that this target will be achieved in September 1980, when about 48 per cent of the primary school-going age group will be in school. This 'national percentage' conceals a disparity between regions, ranging from 100 per cent in the capital to 2.5 per cent in some rural areas.

The primary school age range was 6-12 years until 1976, when it was changed to 8-14. The absence of proper records of birth makes regulations on age difficult to implement and therefore interpretation is quite flexible. The effect of this change has yet to be felt in the community.

Primary education is free and voluntary. It is expected that all education at this level will be provided in the formal school system. Provision will be made for those who complete the course but could not be accommodated in the secondary course, to continue their education in a non-formal system.

In 1979/80, 61 per cent of the education recurrent budget was assigned to the primary level. Of this provision, 86 per cent was used for salaries, and only 14 per cent for materials.

Major difficulties

The Department of Education has a tradition of establishing schools only when requested to do so by the community concerned. Indeed for the past two years after the establishment of a school, the community assumes responsibility for a temporary building, school furniture, and accommodation for the teachers. One of the difficulties encountered in the expansion of primary education is the apathy of certain communities to having a school established in their village.

One of the reasons given for this resistance is the religious implications of education. To counter this Councils have appointed Islamic teachers in all village schools, and this has reassured some parents. In 1978 the Department assumed responsibility for all Islamic teachers, and made arrangements for their training and certification. This action caused a significant increase in the demand for the establishment of schools and considerable increase in the school population.

The practice of not siting primary schools within three miles of each other in rural areas has raised some protests from communities that would like to have a school of their own. The introduction of a school-feeding programme has reduced the opposition to children walking some distance to school.

Other inhibiting factors are high costs of buildings and furniture, and the lack of qualified teachers. The Ministry has set up a School Building Unit which operates with the assistance of local 'self-help' work gangs. The construction of furniture for primary schools by the students in secondary technical schools has been tried and found to be less expensive. The practice will be extended on a regional basis. In spite of the regular

though small output of qualified teachers from the teacher training college, the percentage of trained teachers is on the decrease. It was decided that more radical measures were desirable, and a scheme was set up which would enable unqualified teachers of sufficient maturity and teaching experience to take a shorter course and obtain qualified status.

GHANA

Right from Ghana's pre-independence era, there was a vigorous effort to lay solid foundations for the establishment of a firm and virile education policy. This exercise brought in its wake the introduction of an accelerated plan designed to train adequate personnel equipped with the necessary professional qualification and experience to handle plans for universal primary education, then in its initial stage.

It is gratifying to note that successive Governments have initiated policies to sustain this effort and to arouse interest in the broad masses of the people towards the optimum realisation of the goal.

Steady progress has been made towards this end. However, a number of problems continue to beset the national effort.

General information

By 1979, UPE in Ghana had achieved a growth rate of 70 per cent.

The total population of children covering the six years of primary school-going age, stands at 409,080. Out of this 286,139 are currently enrolled in school. This represents 69.94 or approximately 70 per cent.

UPE is already an established national objective. It has been the declared policy of successive Governments to provide compulsory free basic education for every child of school-going age so as to afford it a decent living and to fit it into the society to which it belongs, on the completion of its education.

The normal age range for children in primary schools in Ghana is 6 to 12. The basic age for enrolment in P.1 is 6 years. In a few isolated cases, children enrolled in P.1 exceed the basic age.

Out of a total population of 273,574 children enrolled in P.1 in 1977/78 academic year, the breakdown was as follows:

129,194	were 6-year olds
84,549	were 7-year olds
39,975	were 8-year olds
13,341	were 9-year olds
6,515	were 10+ year olds

UPE is compulsory. In order to avert vested interests thwarting government efforts to give children basic education, it has been found expedient to make UPE obligatory. It is also free. There are no charges, except for a token fee paid by pupils for the use of a free text book scheme.

Out of a total budget of ¢723,480,00 for Education and Culture, ¢213,146,000 is allocated to primary education. This represents 29.5 per cent.

(a) An amount of ¢4,275.00 (i.e. 2.04 per cent) is spent on teaching materials.

(b) Teachers' salaries and allowances take ¢197,530,000 (i.e. 92.66 per cent).

(c) Administration takes ¢11,341,000 (i.e. 5.30 per cent).

Major difficulties

Mounting costs have rendered ineffective the role that local and urban councils are expected to play in providing school accommodation for the fast-growing population of children of school-going age. It is here that Government encourages private participation in UPE to supplement the national effort. Trained teachers paid by Government are posted to some of the private institutions by way of financial assistance since Government does not provide funds for teachers' salaries in these institutions.

Government's financial commitments to second cycle education are prohibitive and there are plans to cut back on the boarding aspect of these institutions in order to save funds to provide more facilities for UPE. The establishment of day secondary schools is also envisaged as a further step to generate funds. Another step in this regard is the creation of a Department for Basic Education within the Ghana Education Service headed by a Director of Education to advise Government on primary education.

The exodus of teachers who are naturally attracted by higher salaries and better conditions in neighbouring countries has created an acute shortage of teachers. Government is making all efforts to remunerate teachers sufficiently by making their salaries attractive, and by according them fringe benefits in addition to the housing and cost of living allowances now paid to them.

Unsatisfactory administration is another difficulty besetting us. Lack of adequate and satisfactory transportation has greatly affected the smooth administration of education. The immobility of Ministry Officials renders their work ineffective. The Ministry is currently considering the provision of adequate transportation to enable officials to perform their duties effectively.

Innovations

The "New Structure and Content of Education for Ghana" which incorporates significant innovations proposes that any system of education should aim at serving the needs of the individual, the society in which he lives and the country as a whole. In particular, the system should, in a country like Ghana, aim at instilling in the individual, an appreciation of the need for a change directed towards the development of the human and material resources of the country. Equally important it must generate in the individual an awareness of the ability of man, using the knowledge derived from science and technology, to transform his environment so as to improve the quality of his life.

The following general principles constitute the rationale for innovations in the present educational system:

- (a) Before beginning formal education every child should have between 18 and 24 months of preparation.
- (b) The child should begin formal education at the age of six.
- (c) The length of basic formal education should be nine years and this should be free and compulsory.
- (d) Practical programmes which lead to the acquisition of skills should be an essential part of all formal education.
- (e) Throughout the entire primary course, emphasis should be laid on:
 - (i) the development of practical activities and acquisition of manual skills.
 - (ii) the development of the qualities of leadership, self-reliance and creativity through the promotion of physical education, sports and games, cultural and youth programmes.
 - (iii) the study of indigenous languages, science and mathematics.

KENYA

General information

UPE for children aged 6-13 exceeds the 85 per cent level of enrolment. The percentage of primary school children currently enrolled is 97 per cent, largely as a result of access being provided for all children of school age.

UPE in Kenya is voluntary and free. The question of compulsion is being considered only for areas where the desire for schooling is insignificant. A start has already been made in 4 of Kenya's 41 districts.

The provision of Universal Primary Education in Kenya is by formal schooling and every child is expected to take advantage of the free schooling offered by the Government.

During the 1978/79 financial year, 62.6 per cent of the total education budget was allocated to primary education, and of this

- 5.65 % was spent on teaching materials
- 3.00% was spent on administration
- 91.35% was spent on teachers' salaries

Major difficulties

Any problems faced by the Kenya Government in the provision of a satisfactory primary education, have been caused by the great demand for education, the high population growth rate and the unexpected increase in primary school population as a result of making primary education free.

At Independence in 1963, total primary school enrolments stood at 891,553. By 1973 they had doubled to 1,816,017 and in 1979, they stood at over 3.7 million. Coupled with a very high population growth rate of over 3.5 per cent, the number of pupils of primary school age has steadily increased and this, together with the great demand for education, has resulted in a number of problems of which the following are noteworthy.

(a) Shortage of trained teachers

The rate of training teachers has not been as fast as the increase in school population. This has forced the Government to employ many untrained teachers who currently form about 35 per cent of the total teaching force in primary school. Steps are being taken this year to increase student intake in the 17 primary teacher colleges.

(b) Arid and Semi-Arid Areas

More than two thirds of Kenya is occupied by nomadic pastoralists who continuously migrate in search of water and pasture for their herds. The Government has decided to increase the number of primary boarding schools for the children of these people. Such centres will also be used for adult education and various vocational training courses.

(c) Provision of Physical Facilities

The provision of primary school buildings and furniture, teachers' houses, playing fields, etc. has always been the responsibility of local communities except in urban areas where the local authorities provide the physical facilities. With the abolition of school fees and all other levies on children, parents have had to bear a heavier burden to provide the extra physical facilities for the increased number of school children.

(d) Rural-Urban Migration

The development of industries and commercial enterprises in towns has created a gradual and unprecedented migration of whole families to the towns. This has created difficulties in planning for the educational needs of the children in some of the larger urban areas.

(e) Pupil Drop Out

The retention rate of any cohort of pupils who have completed the 7-year primary education in the last ten years is between 85 per cent and 90 per cent. Children drop out at any stage of the 7-year course and some revert to illiteracy.

The Certificate of Primary Education Examination (CPE), taken nationally at the end of the 7-year primary education course, is used to select the 35-40 per cent who enter secondary schools. About 13 per cent enter Government aided schools, the rest going into Harambee (self-help) schools and private schools. Due to the shortage of places in secondary schools, many pupils repeat the sixth or seventh year to give themselves a better chance of passing the CPE well enough to qualify for secondary education.

Adult education and functional literacy classes help the early drop outs and those who have never entered schools to obtain some useful education. An increase of secondary schools would solve the repeating problem.

Innovations

(a) Arid Zone Education Centres (AZECs)

The Kenya Government is increasing the number of Arid Zone Education Centres which are multi-purpose centres to cater for the nomadic population living in the arid and semi-arid areas of Kenya. At these centres, primary boarding schools for an extra 3,600 children will be provided. Free lunches will be provided for any non-boarders who want to attend school. It is in four of these arid districts that education is compulsory and the Government intends to make the people settle around these centres by:

- Providing watering places for domestic animals.
- Establishing small scale irrigation schemes.
- Providing facilities for adult and functional education.

(b) Creation of the Ministry of Basic Education

The Ministry of Basic Education has been created by the Government to concentrate on pre-primary education (formerly the responsibility of another Ministry), primary education, primary teacher education and the education of the handicapped.

(c) Nine-Year Basic Education

In order to give primary school graduates a chance to stay in school longer, become more mature (15-16-years old) and receive more functional education, the Ministry of Basic Education is introducing a 9-year basic education which will include in its curriculum, vocational subjects and skills to make the students more employable and reasonably equipped for the world of work.

LESOTHO

General information

Formal education in the Western sense was first introduced in Lesotho by the pioneer missionaries more than 140 years ago. As more schools were established, educational work was extended to all parts of the country. From 1871 onwards the Government started subsidising the schools through grants-in-aid paid to the missionary societies. Although a few Government and Committee-Controlled (Community) schools were established later, at present they still form an insignificant proportion of the schools in the country. In 1978 only 18 of the 1080 registered primary schools were Government or Committee-Controlled while the rest were church schools.

In Lesotho, Universal Primary Education has exceeded the 85 per cent level of enrolment. In 1977 there was 110 per cent enrolment, but this figure included pupils whose age range was above the normal 6-12 years.

UPE is a nationally-declared aim in the country. Prior to independence in 1966, the country ranked among the very few African countries with a high literacy rate. Five years after independence, in terms of the Education Order (No 32) of 1971, the Government declared that:

"as soon as circumstances permit ... it shall be the duty of the parent or guardian (as the case may be) of every child of school-going age to cause him to receive efficient fulltime education suitable to his age, ability and aptitude by regular attendance at school or otherwise ... and that all those charged with educational administration or teaching should ensure that:

(a) "every child shall be provided with opportunities and facilities to enable him to develop physically, mentally, morally, and spiritually and socially in a healthy and normal manner, and in conditions of freedom and dignity."

(b) "any child who is physically, mentally, or socially handicapped shall be given the special treatment, education and care required by his condition."

(c) "The best interests of the child shall be the guiding principles of those responsible for the education and guidance."

At present UPE is voluntary and efforts are being made to make it entirely fee free. In 1977, tuition fees were formally abolished, but this ruling did not relieve the pupils from the expense of buying instructional materials, nor did it stop school managers from continuing to levy school fees to cover the costs of school maintenance, school meals, etc. The annual fee, which varies, from school to school, to cover these items ranges from R3.75 to R15.00 per pupil. Over 85 per cent of the children in the primary schools are in the age range 6-12 years, while the age range of the total primary school population is from just under 6 to 18 years.

UPE is provided mainly by schooling. Twenty-three per cent of the total Government recurrent budget is allocated to education and of this 43 per cent is spent on primary education, the entire amount being used to pay teachers' salaries.

Major difficulties

Currently the funds allocated to primary education are insufficient to pay for a full-fledged UPE programme, but the vote for education as a percentage of the national budget is already too high. A substantial increase in the national vote for education is therefore unlikely, but the full implementation of UPE will involve great costs, both in terms of capital expenditure and recurrent costs, which include teachers' salaries, school maintenance and the provision of instructional materials. The increase in environment has led to a critical shortage of classrooms. There were, on average, 80.3 pupils per classroom in the primary schools in 1978. On the other hand, it is evident that the church bodies or Missions cannot bear any further increases in capital expenditure. This is why Government has made provision for the improvement and expansion of the physical facilities of the primary schools in the Third Five-Year Development Plan.

Another matter related to the financing of UPE is the problem of supply and retention of trained teachers. As the Government is not able to offer competitive salaries for teachers, some qualified teachers are lost to the private and other sectors of public employment. Coupled with this is the high percentage of unqualified teachers (31 per cent) and the high pupil-teacher ratio - 52.5:1. In order to solve some of these problems, the out-put of the National Teacher Training college has been greatly increased and regular in-service courses for teachers are organised.

Another factor which militates against the full realisation of UPE is the high drop-out rate which seems to affect the boys more than the girls. Out of a cohort of every 1000 boys who enter P.I only about 208 reach P.7, while 480 of every 1,000 girls who enter P.I complete P.7.

The implementation of UPE has led to a noticeable decline of standards in the primary schools. While it cannot be claimed that this is the sole cause of the decline, it is evident that over-sized classes, a high pupil-teacher ratio, etc. all of which are a result of the great increase in enrolment, have had an adverse effect on the general performance of the primary school pupils. Government is making every effort to ensure that quantity is not increased at the expense of quality. This is why attempts are being made to reduce the pupil-teacher ratio, to keep teachers up to date through regular in-service programmes and to provide better physical facilities and equipment. During the Third Five-Year Development Plan the quality and efficiency of primary education is to receive top priority.

Innovations

A National Curriculum Development Centre has been set up with the aid of UNICEF to ensure a constant review of the primary school curriculum and syllabuses. The Centre also conducts regular workshops for teachers and produces trial materials for use in schools. Some 33 schools, which are spread throughout the country, have also been designated trial schools (formerly experimental schools). These schools are used as pace-setters in terms of curriculum reform, administration and methods of improving the quality and efficiency of instruction and their number is to systematically increase. In 1978, a National Seminar on Education was convened with a view to advising Government on the formulation of a National Educational Policy. This seminar, which was not only representative of teachers and those charged with educational administration, also advised the government on the advisability of making primary education free to all, and compulsory, and inexpensive to finance education generally.

In 1974 the Lesotho Distance Teaching Centre was set up by the International Extension College at the request of Government. Not only does the centre help run correspondence courses and prepare instructional materials for various sectors of public service which need them, they also train young people, particularly those who are not in school, to develop literacy and numeracy skills. The radio is also used to advantage by the Centre.

MALAWI

General information

Upon achieving independence, Malawi had to identify its own needs for the overall development of the country. With limited resources, priorities had to be established. The intention was, and still is, that all children should be able to attend primary school and should be able to complete their primary education, following a curriculum that is relevant and useful. Efforts have been made to develop primary education in areas where it had been deplorably neglected in pre-independence times. The Government is continuing to take the necessary measures to achieve a more equitable distribution of educational facilities and resources.

The system of formal education in Malawi was started by the missionaries in the latter quarter of the 19th century. The duration of the primary course then was 10 years. But in 1948 the duration was reduced to eight years, and it remains at eight years today (6-13 years).

At the time of independence, there were 356,841 pupils enrolled in primary schools. Ten years later the enrolment was 537,501, a total increase of over 50 per cent representing an annual increase of about 4.1 per cent.

The increased annual enrolments were a result of the appeals by the Government to the people to send their children to school. In particular the period 1970-74 was a period of unprecedented growth of enrolments. During those five years, total enrolment increased by 67 per cent, which was nearly 14 per cent annually. In 1976 there were 663,940 pupils enrolled. In 1979 there were 740,996 pupils out of the total population of school-going age children of about one million, representing a level of enrolment of 74 per cent.

This implies that a rising rate of growth of total enrolment can be expected and this will sustain pressure on the primary education system.

To cope with the increased numbers of children in search of education about 55 per cent of the total education budget is currently allocated to primary education. About 20 per cent of the money allotted to primary education is spent on teaching materials, 75 per cent on teachers' salaries and 5 per cent on administration.

Tremendous efforts are also being made to provide more and better teachers' houses and teaching materials so that the quality of education will not suffer from quantitative expansion.

Major difficulties

Malawi inherited an education system that was unbalanced between districts and regions. The districts that had long missionary influence were better off than those with little missionary influence. Although the missionaries did their best to inculcate the basic skills of numeracy and literacy in the pupils, parents in some districts did not encourage their children to attend schools for fear of being converted to a different faith. Upon the attainment of independence, the Government abolished the admission of pupils into schools on the basis of religious denomination and declared that pupils could enrol with any school in their proximity without fear of being converted to a different faith.

As soon as pupils could enrol with any school, guardians were advised to take advantage of this and they responded to the appeal. Consequently the increased enrolments put pressure on accommodation and other teaching facilities. Parents were made aware of the situation and, through school committees, they put up building on a self-help basis. In order to help the communities to provide proper learning and teaching facilities, the Ministry of Education under the Second IDA Education Project, and with the assistance of UNICEF started building model primary schools in each district to serve as prototypes which the communities could copy on a self-help basis. In addition, more classroom blocks, teachers' houses, furniture and equipment are being provided under German Technical Assistance. It is intended to continue exploiting the local resources to the full for the provision of more learning and teaching facilities and to take advantage of external funding when it is forthcoming. In this connection it is gratifying to note that

the African Development Bank has shown interest in participating in the development of primary education. With the assistance from the World Bank and UNICEF, it is also intended to improve the efficiency of the District Education Offices by providing vehicles for general supervisory work.

In order to lower the present pupil teacher ratio, the Government has built three national primary teacher training colleges which are supplemented by three grant-aided colleges. Each of the three national colleges has an output capacity of 270 trainees per year. The lowest qualification for a teacher in training is T3 and the highest is T2. However, through upgrading and merit, teachers can be promoted to T1. This promotion tends to keep the trained teachers in the system. It is hoped that when the quality and quantity of teachers improve, the quality of education will also improve, hence wastage and repetition will be reduced considerably.

Innovations

One of the major innovations in the primary school system was the restructuring of the curriculum on the basis of the needs of the individual and society. Measures have been taken to ensure that those who pass through the primary education system do not later lapse into illiteracy. For example, agricultural education was introduced to equip the pupils with the basic knowledge and skills which would enable such pupils to participate effectively in rural development.

MAURITIUS

Primary education in Mauritius is within the reach of everybody. It is free but not compulsory. Primary education is provided in 270 schools catering for roughly 135,000 children. The percentage of primary aged children currently enrolled in schools figures at 98.5 per cent and so UPE is no longer an objective but a reality. Education is free at all three levels: primary, secondary and tertiary.

Children go to school at 5 years of age for six years of primary education. Until 1979 only those who qualified at the Primary School Leaving Certificate (VIth year) examination were eligible for the Junior Scholarship examination (VIIth year). To remove the stress caused by the element of competition, the Junior Scholarship examination has been abolished and the children will from 1980 all take the Certificate of Primary Education which has replaced both the Primary School Leaving Certificate and the Junior Scholarship examination at the end of year 6.

UPE is still voluntary and the reforms lately brought about in the educational system have further strengthened the primary school population.

UPE is free. The advent of free education at secondary and university level as from 1977 has served as greater incentive to encourage parents to send their children to school. The response is fantastic. Financial constraints were an impediment to the parents. UPE is mainly carried out in the state run primary schools. There are however a few religious schools and also some private organisations - both recognised by the Ministry - which cater for the needs of children of primary school age. The parents of children attending those institutions have to pay fairly high admission fees.

One-third of the total education budget (500 million rupees) is allocated to primary education. Of this, the allocation is as follows:

- teaching materials: 2.5 per cent
- teachers' salaries and administration: 95 per cent
- miscellaneous expenditure: 2.5 per cent.

Major difficulties

(a) Buildings

The Government is very concerned with improving the Primary Sector. The number of schools which used to run on a shift system has been drastically reduced. New schools have been built and extensions have been made, wherever possible, to existing schools. However, mention should be made of the fact that cyclones badly affect the buildings and also that it is not always easy to transfer children from an established school to a newly erected diversion school. All future schools will have to reckon with the above factors.

(b) Teacher absenteeism

This is a major problem. It is the feeling that Teachers' Unions could do a lot to help in obviating it. It is difficult to please all primary school teachers all the time. There have been a lot of teachers' protest demonstrations which have adversely affected primary school children. However, it is hoped that regional federations of Parent-Teacher Associations will help to solve the problem. Countless innocent children suffer as a result of the irresponsible behaviour of teachers.

(c) Appropriate curriculum

This had been a major obstacle for quite sometime. Conscious of the need for a truly Mauritian Education, the Government has, since independence, embarked on a policy of Mauritianizing education as much as possible. The Curriculum Unit at the Mauritius Institute of Education is involved in reviewing the primary school curriculum with the help of teacher trainers from the Mauritius College of Education and Primary School Inspectors.

This being a new departure, it may take sometime to complete as curriculum change is a continuous process. I would unhesitatingly say that there is the need for a Primary Curriculum Unit, if not an Institute for Primary Education. At the moment the Mauritius Institute of Education is helping as much as possible.

(d) Learning and teaching resources

The Richard Commission Report of March 1979 said,

"Teachers are very often overburdened and do not have the competence or initiative to produce teaching aids that can facilitate the learning of pupils This Commission feels that there should be emphasis on the production of teachers' guides and those teaching aids

that can be mass-produced or brought on the market."

Teachers' centres which will eventually house these facilities have yet to be built. The aim is there, but the project has not yet materialised. The creation of a Book Production Unit is also still only an idea.

(e) Administration

There is a certain awareness that the lack of communication between the Ministry Headquarters and the schools around the island is the root and cause of poor administration. Communication has been one-sided for too long. The stress is on the need for decentralization. Consequently there is a system of zoning with each area under the responsibility of a Senior Inspector. It is my humble opinion that things would work much better if the zones themselves were decentralized. At present all the Senior Inspectors have their offices in the Ministry Headquarters. Would it not be a better proposition to have regional education councils (or zones, divisions etc.) with a certain degree of autonomy in the direction of affairs so long as the Headquarters remain the main agent for the dissemination of information regarding educational matters and serve as co-ordinating factor within the system? These units should be self-sufficient in themselves.

I must add that courses are organised regularly for the benefit of those in an administrative capacity.

(f) Opportunities for school leavers/integrating education with the community

I would think that, if there were opportunities for primary school leavers, quite a few of those who will subsequently drop out either through inability or because of failure would have opted to look for a job at the end of the primary stage. Besides, there are those whose wages could have helped the family budget. Education in primary schools is still bookish and examination oriented. The rat-race is still open for placings in the best secondary schools. A child leaving school on completion of his primary schooling is left to face misery and hardship. He cannot find a useful place in the community. Hence the urgent need for integrating school with community and society. Recently "Community Schools" have been set up for those children who have not been able to make it after two attempts at the Primary School Leaving Certificate Examination. These pupils are made to follow a three-year course with emphasis on components likely to be of use to them in life. Whether they will be absorbed on the market is another matter. The experiment is but in its initial state.

I do not see why those elements have no place in the regular primary school curriculum. There will certainly be no harm done.

Innovations

(i) Free education at secondary level.

(ii) The establishment of the Private Secondary Schools Authority to exercise control over the running of non-state-run secondary schools.

- (iii) The building of State Junior Secondary Schools to absorb more of the primary school leavers who otherwise would have joined the private secondary schools.
- (iv) The abolition of the Junior Scholarship Examination.
- (v) The introduction of the Certificate of Primary Education.
- (vi) The putting up at par of Oriental Languages with other languages such as English and French.
- (vii) The setting up of Community Schools.
- (viii) The standardization of texts in use in secondary schools.
- (ix) The implementation of a Book Loan Scheme.

NIGERIA

Nigeria, with an area of 923,768 square kilometres, has a population of about 80 million spread over 19 states. Universal Free Primary Education was launched nationally in 1976. The aim was to provide equal educational opportunities for all children and thereby bridge the educational gap between the states of the federation. UPE has been a success, with a national enrolment of 86 per cent of the 6-12-year olds in school.

The UPE programme in Nigeria is not yet compulsory although all states encourage parents to send their children to school. It will be made compulsory at a date yet to be determined. UPE is provided mainly by conventional schooling. In the 1978/9 financial year, about 35.96 per cent of the educational budget was allocated to primary education. But of this 75 per cent was spent on teachers' salaries, while 12 per cent was allocated for instructional materials and 13 per cent for administration, supplies and maintenance.

Major difficulties

In the process of expanding primary education a number of difficulties have been identified, which differed in severity from one state to another.

(a) Finance

There was inadequate provision of capital and recurrent grants for UPE. This was due to unprecedented inflation affecting Nigeria about this time. Associated elements have been the inability of the building industry to cope with the 275,000 additional classrooms required at the beginning of UPE, and the inability of the government to supply all the books and educational aids required. On the recurrent side, teachers' salaries have risen also. In order to involve all communities in the programme, there is now a close financial alliance between the three tiers of education - Federal, State and Local Governments. The Federal government subvents the state governments at the rate of ₦40 per pupil under recurrent expenditure. Any shortfalls are augmented by the state governments, local governments and communities (e.g. parent-teacher associations).

(b) Teachers

The number of unqualified and underqualified teachers in primary schools far exceed the numbers of those qualified. UPE aggravated the problem and it was projected that, by 1982, there would be about 180,000 unqualified teachers unless alternatives to teacher education were implemented quickly. The quantity and quality of teachers were tackled in several ways. Firstly, out of the existing 156 grade II colleges in 1974, 131 were expanded to increase their enrolment capacity to 1,000 students and 74 new colleges were also constructed for the same capacity. Secondly, emergency training programmes were initiated to produce the nucleus of teachers needed for the launching of UPE in 1976. The Federal government accepted the full financial responsibility for teacher education. Thirdly, a number of teacher educators had to be recruited from abroad to supplement local sources.

(c) Lack of adequate planning statistics

At the commencement of the 1976/77 school year, the number of children applying for places proved to be much larger than had been envisaged. Apart from errors that may well have occurred in the estimated enrolment of 2.3 million, there was evidence that many children under and also well above the age of six were enrolled, bringing the figure to about 3 million in grade 1. The importance of accurate and relevant educational statistics cannot be over-emphasised as these are the cornerstone of all educational planning.

Consequently, there is now a planning unit in each State Ministry of Education to monitor all aspects of educational endeavour, with the Federal Ministry co-ordinating their activities. Efforts have been made to step up the training of educational planners locally and abroad.

(d) The size of classes

The number of pupils in a class is officially 40 but with enrolment pressure on the introduction of UPE, primary school classes have become very large; in some cases 60-70 pupils have been recorded. This means that teachers are put under considerable pressure, and certainly this leads to a reduction in the amount of individual attention pupils receive. Therefore, thousands of classrooms have been built in order to reduce pupil numbers in existing classes, and parent-teacher associations have been a great help in this direction. The introduction of shift systems in urban areas have also helped to reduce unit cost. The problem now is to discover how teachers can teach more pupils without a fall in standards. In Nigeria, different sets of teachers are used for each shift.

Innovations

(a) Upgrading teachers' qualifications

In order to meet the challenge of training the large number of unqualified teachers in the system quickly, the National Teachers Institute was established at Kaduna. It represents the first nationally organised and co-ordinated attempt to translate the latest ideas of educational theory into a practical programme. The NTI has the basic responsibility for upgrading various categories of teachers by means of the most up-to-date methods of distance education. To achieve these objectives, it

employs methods and techniques of integrating well-prepared learning packages, audio-visual materials, media support and in-service courses and programmes. In order also to extend the scope of this effort, a scheme is being worked out whereby the NTI and the various Institutes of Education in Nigeria will co-operate to train a substantial number of "lead teachers".

(d) Relevant Curriculum

New Mathematic and Science curricula relevant to the needs of Nigeria have been developed. All elements of "Modern Maths" have been eliminated, but elementary conventional Mathematics such as practical and descriptive geometry and everyday statistics have been added to the usual Arithmetic taught at this level. The core-curriculum for primary science education has also been developed. The essence has been to make the curriculum explicit and easily comprehensible to the average primary science teacher. Most of the apparatus recommended can easily be improvised or manufactured locally.

Corresponding curricula for grade II teacher education have been prepared by the Nigeria Educational Research Council and the textbooks also produced. A Federal Government Printing and Publishing Company will be established soon at Benin in order to reduce the costs of books.

One further innovation of note is the fact that for the first time in the history of education, the Federal Government has incorporated special education into its formal educational planning at all levels.

Conclusion

Since 1977, the Government has considered the full implications of the UPE scheme as it affects other levels of education. Thus a broad based junior secondary education (day) will be the terminal for most pupils in future. Other forms of tertiary courses including non-degree professional training will also be expanded in institutions such as universities, polytechnics, schools of nursing, and of agriculture.

SEYCHELLES

General information

Universal Primary Education in Seychelles has reached 95 per cent though it is not compulsory. Starting age for pre-school creche is four years and primary school six years.

Until 1979 Primary Education was six years. It was and is still free except for three private schools which had grammar sections attached to them. Those three primary schools have been closed down since December 1979.

The total 1979 Budget amounted to R32,223,000 of which 59 per cent was allocated to Primary Education. Out of this, the allocation was as follows:

- Teaching Materials: 13 per cent
- Teachers' Salaries: 75.4 per cent
- Administration: 8.7 per cent

Major difficulties

(a) Quality of school buildings

Some schools were built long ago by the Mission and are not in good condition. In addition they are scattered all over the area, causing problems of communication among staff. However, renovation is being carried out, including the installation of electricity and additional classrooms.

(b) Supply and retention of trained teachers

There is a shortage of trained and specialised teachers in Seychelles. School leavers are employed but some of these are not academically good and others have little sense of responsibility.

Trained teachers tend to leave their profession to seek other employment with better salaries and, therefore, a new salary structure is being worked on to encourage school leavers of 'O' and 'A' levels to join teaching.

Courses for supply teachers are being organised and specialist teachers are being trained.

(c) Teacher absenteeism

The number of teachers on maternity leave of six weeks necessitate the employment of more supply teachers. To help solve the problem these supply teachers are sent to the school concerned well in advance, thus learning from the classteacher what is expected of them and getting the children to know them.

(d) Maintaining regular pupil attendance at school

This problem is encountered in large families, where there are younger brother or sisters to be taken to the clinics. This duty is done by the children while the mothers go to work. Daycare Centres are to be built in all districts to solve this problem.

(e) Providing suitable opportunities for school leavers

This has always been a headache for the Government. With the increase in population it is difficult to provide employment for all school leavers.

In the former system of education, some children left school after having achieved very little. They were left to fend for themselves and thus increased the number of hooligans and drug dealers. In the new system which the present Government is implementing, it is hoped that this problem will be solved by nine years of Primary Education for everyone. Pupils will be guided towards their ambition and helped to develop their potential through vocational courses. The more gifted ones will go on to their 'O' and 'A' levels, and afterwards

attend University. The vocational courses are: Secretarial, Marine, Hotel, Sewing, Agriculture and Technical Schools. There will be far fewer dropouts.

Innovations

The most significant innovations being introduced by the present government are the zoning system, and the nine year Primary Education programme. 1979 saw the zoning of Primary 1, 2 and 3. 1980 will see the zoning of the other classes.

Selection exams after Primary 6 have been abolished. As a result, children are being given the same opportunity.

The school curriculum has been made the same for all schools. It will be more relevant to the children's and the country's needs.

The old system, where only the rich benefited from education, has been eradicated since January 1980.

It must be remembered that our Government is a new one, so the changes are proceeding slowly but surely. No child will be deprived of Education because of his colour, religion or financial status. This is our Government Policy. The changes have recently been implemented but we rest assured that they will be a success and will be for the benefit of all the Seychellois.

SIERRA LEONE

General information

The present educational system of Sierra Leone is predominantly formal but the Sierra Leone Education Review held in 1974 highlighted a number of problems which emphasised the need for substantial modifications to the existing educational system so as to correct the imbalance between informal, formal and non-formal education.

The national enrolment ratio in Sierra Leone is 39.1 per cent with wide regional variations; for instance, the Western Area, Southern, Eastern and Northern Provinces have enrolment ratios of 80.5 per cent, 41.7 per cent, 41.5 per cent and 26.3 per cent respectively.

Universal Primary Education is a nationally declared aim of the Sierra Leone Government and, as stated in the Five-Year National Development Plan, "The ultimate aim is to provide free primary facilities for every child".

The Primary cycle is of 7 years duration and the normal age range for children in Primary Schools is 5 years which is the official entry age although a good number enter at the age of 6 years and to a lesser extent 7 years old.

In Sierra Leone, Universal Primary Education is voluntary and in 1978 partially fee-free education for children in classes 3-7 was introduced.

An average of 30.7 per cent of total education budget is allocated to Primary Education. Out of the total allocation to Primary Education, 80 per cent, 16 per cent and 4 per cent are spent on teachers salaries, teaching

materials and administration respectively.

Universal Primary Education is being developed by means of formal and non-formal educational programmes.

Major difficulties

(a) High cost

Cost factors greatly impede the expansion of enrolment at primary level. Government expenditure on education is about 22 per cent which represents 3 per cent of the Gross Domestic Product. To effectively implement UPE, the government will have to spend a relatively higher amount of financial resources than in the past. Some possibilities proposed are to shift some of the costs from Central to Local Government which now contribute 96.0 per cent and 4.0 per cent respectively and to shift resources from Secondary and Higher to Primary Education.

(b) Rapid population growth

There is rapid population increase with a consequent annual growth rate of 3 per cent in the school-age population. The economic task of increasing enrolment rates in the years to come seems overwhelming in terms of providing school buildings, trained teachers and instructional materials.

(c) Inadequate number and quality of school buildings

Primary schools are in most cases congested because the increase in total enrolment is not accompanied by a proportionate increase in the number of classrooms. Moreover, most of the existing school buildings either need major renovations or replacement. To alleviate the situation, the government continues to provide funds for the construction of new classrooms and the maintenance of existing ones. School building self-help projects are undertaken in some communities.

(d) The supply and retention of trained teachers

Only 39.2 per cent of Primary School teachers are qualified and the output of teachers' colleges is not matching the increasing number of qualified teachers required. With regard to retention of qualified teachers, favourable conditions are made for scholarships and salaries but these seem inadequate to attract more people into the teaching profession.

(e) Lack of appropriate curriculum and learning and teaching resources

The relevance of the curriculum has been questioned in terms of its academic nature with very little practical consideration of the environment. Curriculum development activities presently undertaken aim at providing numeracy, literacy in English or in one of the local languages, integrated social science and rural science.

In terms of coping with the issue of providing suitable instructional support materials and audio-visual aids using local materials, there is some potential for the development of teaching materials with

the establishment of Instructional Resource Centres attached to the six teacher training colleges.

(f) Integration of the school with the community

There is very little link between the school and the community because the present educational system is predominantly formal with curriculum largely academic and taking very little account of the child's social and cultural background. The establishment of Community Education Centres will bring about closer links between the school and the community.

(g) Suitable opportunities for school leavers

The implementation of UPE will cause more unemployment of school leavers in urban areas unless appropriate steps are taken in all sectors to minimise rural urban migration. As primary education in the villages expands, an increasing number of primary school leavers will flock to cities and towns in search of paid work or further schooling.

In this regard, the modification of the primary school curriculum should emphasise improved techniques and marketing efforts for traditional occupations - farming, fishing, craftwork and agriculturally related enterprises - to enable primary school leavers to earn a living in rural communities.

(h) Inadequate information or data for effective planning

A realistic educational planning of UPE will require a lot of information on the geographic, social and economic conditions in the various communities. At present such data is inadequate and so plans are afoot to conduct a school mapping survey.

Innovations

The Bunumbu Project is for the training of primary school teachers for rural areas and started under the 1973 country programme of the United Nations Development Programme. The objective of the project is to produce polyvalent community teachers to teach youths and adults alike. A new primary school curriculum with rural bias is being produced and 20 pilot schools are being utilised as Community Education Centres.

A significant step towards UPE is the establishment of Community Education Centres which will bring schooling and traditional life into a co-operative, mutually beneficial relationship with one another.

TANZANIA

General information

Tanzania, like many other third world countries is committed to the provision of suitable education for its whole population on the grounds that education accelerates a country's development. On the other hand, Tanzania has chosen the socialist path of development and for socialism to be a reality, education becomes an individual's right as well as a public enterprise.

Since the early sixties Tanzania has been making efforts to universalize primary education but due to financial and manpower constraints progress towards this aim has been extremely slow.

At independence (1961) there were 471,000 primary pupils in school, in 1975/76 there were 1,874,357 and, in the year 1978/79 there were 3,414,210. Primary schools for the disabled have been increased to 748 in 1979.

The sudden increase in enrolment started in 1975 after Tanzania's Political Party had directed the Ministry of National Education (1974) to make all necessary preparations to convert by 1977 the 50 per cent primary attendance into UPE.

To ensure regular attendance, UPE was declared compulsory by law in 1977. Parents were required to contribute T.sh 20/= as a token fee for school materials, and they also help in the construction of school buildings. This contribution through self-reliance has greatly reduced the financial budget burden which otherwise would have been borne by the Government.

While formal primary education is for all children of seven to twelve years and takes seven years, the adult population, which has no opportunity of acquiring primary education, obtains its basic education through formal and non-formal adult education in such programmes as nutrition education and distance education.

Since the enrolment and attendance of pupils grew faster than the construction of classrooms, a strategy of half-day sessions for primary III and IV was adopted to alleviate the problem of shortage of classrooms.

Other measures adopted to arrest the problem of shortage of trained teachers were that retired, but still competent, primary school teachers were employed on a temporary basis. Some 'students in teachers' colleges and secondary schools taught some periods in the primary schools under the supervision of qualified teachers. Extension workers such as agricultural assistants and medical staff at the village level, were also required to participate in teaching subjects related to their professions.

Financial constraints were inevitable. Nevertheless, during the financial year 1979/80, out of the total recurrent budget allocated to primary education, 60 per cent was for salaries, 30 per cent for teaching materials and 5 per cent for administration.

An alternative approach for training teachers was devised using distance education. In 1976 the first batch of 15,000 students was selected and enrolled for a three-year training programme. Two other batches of 13,500 and 18,000 trainees were enrolled into the programme in the years 1977 and 1978 respectively. The trainees are those who have completed primary education and have indicated that they are interested in the teaching profession. Each trainee receives a monthly allowance of T.sh. 150/= and stays with his parents or guardians.

The training programme makes use of correspondence education, radio programmes, teaching practice, tutorials and short courses in the teachers' colleges. There is an inbuilt evaluation whereby the institutes of education participate fully. The first batch to be recruited into the programme sat their final examination in June 1979 and 97 per cent passed.

In terms of cost effectiveness, distance education is more effective since it costs the government only a third of the cost of conventional training. Moreover, since the trainees do teaching practice in the primary

schools, the problem of shortage of teachers is made less critical. The shortage of qualified teachers now stands at 20,000 in the country's total of 9,595 primary schools.

Since the policy of Education for Self-Reliance was issued (1967), comprehensive revision of the curricula has been made although more effort is still required. Curricula were revised in order to reflect the environment with which the pupils are familiar. The aim was to root education in production so that schools contributed to self-sufficiency and became integrated with the local community.

This aim of integrating the school and the community is slowly becoming a reality in some regions in the country. The community school has been adopted in two out of Tanzania's 20 regions. It is anticipated that the pupils in such schools will learn that education is a life-long phenomenon. Furthermore, the pupils will grow and remain an integral part of the community by having responsibility in the community. In this way pupils will learn the realities of their society and become conscious of the present needs and future aspirations of their country. The problem of primary school leavers is being catered for by the establishment of post-primary technical schools.

The production and distribution of instructional materials is not an easy task given the vastness of the country (640,000 sq.km) and the poor infrastructure in the rural areas.

In some regions the pace for constructing classrooms and teachers houses on a self-reliance basis is too slow and pupils continue to learn under undesirable conditions. However, great efforts are being made to build more permanent buildings for classrooms and teachers' houses.

Achievement so far made can be attributed to earlier socio-political activities, the establishment of an efficient communication system from the village level to the national level and the utilisation of all available educational resources.

UGANDA

General information

Since independence (1962) Uganda's structure of education has consisted of a 7-year primary course and a 4-year Ordinary Level Secondary Course, followed by a 2-year Advanced Level Secondary Course which is mainly a preparatory course for tertiary level education. Entrance to secondary education ('O' level) is by examinations taken at the end of the seventh year. Entrance to 'A' level is also determined by examinations given at the end of the fourth year. Because of these selective examinations taken at the end of each level of the school system, only a small percentage of students get a chance to enjoy the benefits of higher education.

Primary education is considered to be a social service which every citizen may benefit from, therefore, it is the declared policy of the government to try and offer it to every child in the relevant in-take age group of 6-8. Because of the numerous constraints which range from the ever escalating costs of education, world-wide economic recession, uneconomic use of existing limited resources, a high population growth rate and lack of trained teachers and educational texts, Universal Primary Education is currently planned to reach an 85 per cent level of enrolment around the year 1990.

Right now between 45-50 per cent of primary school aged children (6-10) are enrolled in school. The normal age range for primary school is 6-13 but there is a high repeater rate particularly in P.1, P.2 and P.7 thus adding to the difficulties of achieving UPE faster.

Uganda is currently pre-occupied with the possibilities of life-long education for all age groups. This is viewed as a crucially important step in enabling the government to provide education not only to children in the formal school system but also to youths and adults who are either forced by circumstances to terminate their education or denied the chance ever to get a place in school. To achieve this, Integrated Basic Education (BEIRD) rather than UPE has been planned. It is expected that UPE in the form of BEIRD will be provided by a combination of formal and non-formal delivery systems. The exercise is likely to be conducted on a voluntary basis with the offer of free elementary education spread into phases beginning with P.1 to P.5.

Currently Primary Education is not free, but it is highly subsidized by the government. The government spends 42 per cent of the total education budget on primary education in the form of teachers' salaries, educational materials and administration.

Innovations

Basic Education Integrated in Rural Development (BEIRD), widely known as the Namutamba Project, is the most significant innovation in Uganda's education system. The programme aims at providing education which is relevant to the needs of the society in which the learners live. It provides every individual learner, that is children in primary schools, youths and adults, with the knowledge and basic skills and cultural awareness necessary for a full and productive life within a dynamic society.

Consequently, recent changes in the curriculum are designed to strike a balance among the following components:

- (a) The academic component comprising mathematics, science and social studies.
- (b) The vocational component comprising at least one design skill or creative skill and one marketable skill e.g. typing, woodwork etc.
- (c) The cultural component comprising the study of a first and second language with art, music, physical education and religion.

In conclusion, educational planners in Uganda strongly feel that the task of achieving UPE is complex and enormous. Such a task calls for a concerted action not only among the national but also members of the international community in general and the Commonwealth in particular.

ZAMBIA

General information

In 1964, the Government of Zambia declared its intention to embark on UPE. However, in spite of this declaration, the aim has not yet been achieved although there has been vast expansion towards UPE. In quantitative terms,

enrolment in primary schools has increased from 378,417 pupils in 1964 to 985,528 pupils in 1978. By 1978 primary enrolment of 7 to 14-year old children had risen to 82.9 per cent of the cohort.

UPE in Zambia is mainly provided by full-time schooling. However, some pupils who fail to continue with their education may for one reason or another take correspondence courses or join evening classes run by the Department of Continuing Education. There are other governmental and non-governmental organisations which offer non-formal education.

UPE in Zambia is not compulsory because existing facilities cannot cater for all school-age children.

In May 1978, the Party and its Government adopted new policies in education. Among these is a new concept of Nine Years Basic Education (UBE) which goes a step further than UPE. By this, a child who enrolls in Grade I has to stay in school for nine years. It is expected that after completing basic education he will have acquired useful knowledge and skills to enable him to be useful to himself and society.

In the interim period the structure of UBE will be seven years of primary and two years of junior secondary education, but the final structure will be six years of primary and three years of junior secondary education. During the Third National Development Plan (TNDP), 1979-1983, the Government will concentrate on the expansion of facilities at primary education level in order that every child of school-going age will be enrolled in Grade 7. During the same period the expansion at junior secondary level will maintain a progression rate of 20 per cent (Grade 7 to 8).

Education provided by Government is free at all levels from primary to tertiary education. In short, the government meets the cost of teachers, requisites, buildings equipment, boarding, etc. However, parents are expected to provide uniforms for their children and are engaged in self-help projects of their own choice. Parents who send their children to private schools pay fees but the Ministry of Education regulates the fees to be paid and ensures that the standard of education provided is of good quality.

The Government allocates more funds to primary education than any other sector of education; for example, in 1978 about 51 per cent of the total allocation to education went to the primary sector. The distribution was as follows: about 82 per cent on teachers' salaries, 6 per cent on teaching materials, 0.2 per cent on administration, 0.2 per cent on maintenance, 0.2 per cent on boarding and 7.6 per cent on other things such as furniture, etc.

The development of UPE and UBE will have to compete with other priorities in national development. The Government alone will not be able to meet the full cost of expansion in education. Local communities will have to be mobilised for self-help projects to supplement government efforts. However, the Ministry of Education and Culture will provide professional advice.

Major difficulties

Mention has already been made of the financial difficulties associated with UPE. Other difficulties include:

(a) Teacher supply

Zambia has about 20,000 primary school teachers of whom about 2,000 are

untrained. The expansion of primary education will demand more teachers. Although the existing teachers' training colleges will be expanded and a new one will be built during the TMDP, the demand for teachers will exceed the supply. Conditions of service for teachers will have to be improved in order to retain those who are already employed.

(b) Access

Another serious problem is that some pupils in rural areas have four years of lower primary education while some school-going age children in urban areas cannot find a place in Grade I. This problem can only be solved as already indicated.

Other problems in the administration of education include the lack of reliable transport, shortages of teaching materials, etc. a number of these are covered in the Education Reform document which also contains innovations.

Innovations

(a) Resource Centres

At Resource Centres teachers can carry out innovations in teaching methods and aids, and write teaching materials which may be assessed by experts and find their way to the Curriculum Development Centre for production. Every Teacher Training College will be a Resource Centre; however, some schools will be designated Resource Schools specialising in one or two subjects. At the Resource Centres, specialized teachers will be appointed as resource personnel and will run workshops for other teachers.

(b) Production Units

His Excellency the President of the Republic of Zambia declared in 1975 that every educational institution should be a production unit. Production activities have educational value. Through production, students can apply their knowledge and skills, appreciate the importance of working with their hands as well as their brains, develop a spirit of self-reliance and learn how to contribute to national development. This education in production has its roots in the indigenous system of education and is part of child upbringing. This has been successful already especially in the field of farming, joinery and dress-making. Some of the proceeds from production units are sold to the public and money is either ploughed back into the production units or is used for buying requisites.

GENERAL CONCLUSIONS

A number of issues are common to most countries, but the ways in which these are dealt with vary considerably.

The decision to aim for UPE is always a political one and is taken at the highest level. The educational and practical decisions are subordinate to the political decision, and are dependent entirely upon the political will of the government to accept the implications of its decision.

The biggest problem facing countries that opt for UPE is the cost. The main cost lies in teachers' salaries which may swallow up more than 90 per cent of the budget allocated for primary education. But paying teachers is not the only problem. The production of an adequate supply of trained teachers is impossible in a rapidly expanding primary education system unless measures are taken at a very early stage to increase facilities both for the pre-service training of teachers and for reducing the causes of teacher defection. Most countries have had to make extensive use of untrained teachers.

The high cost of conventional teacher education has made a number of countries examine unconventional ways of training such as in-service training using distance education techniques.

The second most costly feature of UPE when launched in a country with relatively low pupil enrolments is that of providing a sufficient number of suitable classrooms. Conventional classrooms, built often from imported materials, are notoriously expensive. Consequently, a number of countries are utilising unsophisticated functional classrooms built of local materials and encouraging community help with their construction.

Pupil enrolment at the start of UPE programmes frequently presents surprises. Prevention of this problem requires careful school mapping and the collection of adequate demographic data.

Where countries are faced with inadequate classroom accommodation for their school-going population, shift systems are the most common recourse and the element of compulsion in UPE is usually deferred. Nevertheless, a number of countries make special provision for the education of children of nomadic groups and the handicapped.

Automatic promotion of pupils in schools and the practice of keeping back pupils to repeat a year, both create problems. On the one hand, pupils may be promoted even though they are unable to cope with the level of work required in their new class; and on the other hand, pupils who are kept back may create bottlenecks and artificially large class groups. The problem calls for more attention to remedial teaching and the need for training teachers in this skill. Dropout rates vary amongst countries in Africa but are something of a problem everywhere. The action being taken by countries to deal with the dropout problem is focused mainly on curriculum development.

All countries recognise the need for the curriculum to reflect the religious and cultural values and the attitudes of the community and for the curriculum to be relevant to the needs of the pupil living and working in his own environment. Thus a great deal of curriculum development is taking place in an effort to bring this about. Great consideration is being given to the choice of the language of instruction and the implications of that decision on textbook production and later education. In some countries attention to the needs of pupils in special situations has led to separate urban and rural curricula being developed and an examination of the role of non-formal methods of education in the formal school system.

The UPE expenditure that tends to suffer most is that for instructional materials such as teaching aids and textbooks. To remedy this, most countries have established media production centres and, in some cases, even full scale publishing houses.

LEAD PAPER BY MR R L SMITH

The Case for UPE

There is a danger in generalizing from the "more developed" countries to those characterized as "less developed". Certainly there are many instances of models from Western Europe inappropriately applied to the developing world. However, a glance at some "now-rich" countries and the path they pursued towards mass education, is extremely interesting. To take Japan and the USSR as examples, it can be seen that both these countries achieved 90% to 95% primary enrolment before developing secondary and tertiary schooling. Japan had reached UPE by 1912, Soviet Russia by 1930. Japan achieved universal junior secondary education by 1930, Soviet Russia by 1950.

A similar pattern of the development of the base of the educational pyramid first and only later development of the apex can be observed in more "open" and spontaneous systems such as France, Germany, USA and Britain.

In the less developed regions of the modern world a completely opposite pattern has been followed. In Asia, Latin America and Africa, growth at the apex has been much more rapid than at the base of the educational pyramid - both in terms of rates of growth of student numbers, and in rates of financial expenditure. It may well be argued that all countries do not have to follow the same developmental paths. Further, many of our countries have had to transform their economies more or less overnight, despite a lack of higher and middle-level manpower.

What have been the results of the "apex-first" developments? Graduate unemployment is an increasingly apparent phenomenon in many countries. (In Africa, 10 or 15 years ago, we were worried about the primary school leaver problem; now the unemployed or under-employed graduate is beginning to concern us.) In Latin America and Asia we must ask if it will ever be possible to employ all the graduates we are producing. Has not the apex been over-expanded if we have so many unemployed and under-employed graduates of high schools, technical schools, polytechnics and universities?

Questions are also being asked about the rates of return to tertiary education. Economists like Blaug* present strong evidence to support the view that primary schooling "pays off" to society much more than does higher education. One third of the countries of the world were surveyed, including 25 in the less developed regions and this conclusion was true for all of them. Graduates from higher education can expect to earn much more than primary school leavers, especially when their earnings are measured over a life-time.

*See "Third World Quarterly, I 1979"

However, higher education probably costs around 30 times as much as primary schooling. (In one African country the comparative figures are as follows - for every £1 spent on primary, £10 is spent on university education. Another way of expressing this is that one university student keeps 99 children out of primary school).

The economic disadvantages of "apex-oriented" education systems are not the only ones. The social arguments in favour of the "base" are very powerful. Governments buttressed by the targets of Addis Ababa, Santiago de Chile and Karachi, have promoted UPE as an "inalienable" right of their children. For Africa, 1980 was the date set for achieving UPE. By 1970, it was envisaged that 70% primary enrolment would be achieved (and 15% secondary). Certainly, the primary enrolment targets have generally not been met despite strenuous and often remarkable efforts. On the other hand, secondary enrolment targets have generally been met and exceeded. A look at Education budgets in many of our countries reveals where all the true priorities lie. One country, whilst naming UPE as a "top" priority, reveals that its spending on secondary education is almost double that on primary schooling though there are seven times as many children in the primary sector as in the secondary. So much for the "inalienable right".

Similarly, the notion of equity in schooling is fashionable. The truth is that our over emphasis on the apex has created the inequalities we seek to destroy. Our elites are still with us. The challenge to a "new" nation to build up its identity and create a spirit of nationhood is an obvious one. Universalizing primary schooling is an equally obvious way of creating an "enlightened and participant citizenry" who can contribute to nation-building. Yet in too many countries this chance of expressing national identity is denied many children. Naturally the arguments concerning population growth, escalating costs and the making of very difficult choices present themselves. Perhaps the case made out is more one against higher education than one in favour of universal primary schooling. Yet it is important at the outset of this seminar to rehearse and emphasize the crucial importance of making opportunities for learning and self-improvement available to all our peoples, not just to a privileged minority.

Again, it is not simply a matter of declaring that UPE is alive and well and even flourishing in many parts of the world. Our rates of progress have been slow because of a number of inter-related factors. Population growth has been, and continues to be spectacular. Many countries can expect a growth rate of at least 3% per annum by 1985. By that date almost half our populations will be under 15 years of age. Further, the bulk of this expanding population will probably continue to live in rural areas. The majority of the youngsters of this generation and the next will need to find their self-fulfilment in village communities. Above all, the dominating brake on universalization has proved to be the cost constraint, linked inevitably with the economic capacity of our countries.

But before proceeding to the second part of this paper, a more detailed examination of the findings of the Commonwealth survey, it is worth pausing to measure recent general achievements. By 1970, roughly half the targets set for that interim date had been met. If the trends since 1970 should continue then perhaps 60% of the ultimate primary enrolment target will be met by this, the "Addis Ababa" year. We must also recognize the very severe problems of wastage which have accompanied these not inconsiderable achievements. On the more positive side, many countries have achieved remarkable annual growth rates in enrolments.

What the Commonwealth Survey Reveals

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

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

(c) Responses to the Survey: Of the 33 countries surveyed, 15 eventually responded. (Of the 14 countries in the Africa region 7 responded.) Though this response rate appears disappointing, recognition must be made of the extreme pressure under which many Ministries of Education have to work. However, the research is quite severely limited if recourse has to be made to already published reports and obsolescing development plans. The validity of findings may be so impaired as to make coherent policies for aid and development more difficult.

(d) Key Issues Arising from the Survey: The most strict definition of true UPE would be universal attendance - all the children of a given age-group actually attend school. Of the surveyed countries in the African region, Kenya, Mauritius and Seychelles might lay claim to this with Lesotho and Tanzania rapidly approaching the target.

Universal Capacity is a less strict definition of UPE - there are enough places but, for one reason or another, not all children attend. Perhaps a significant repeater population absorbs too much of the capacity.

Universal Accessibility is another definition - enough places exist but the distribution of schools is unequal. Thus urban areas may enjoy 100% attendance whilst isolated areas or those with difficult terrain do not have sufficient schools. In some countries, low enrolment of girls illustrates another aspect of the access problem.

The question of what is meant by UPE is illuminated by a discussion of how the term is used in practice. In some countries, UPE has meant the institution of a specific programme. Nigeria, Ghana and Tanzania offer good examples of this approach. In other countries, universalization is to be achieved by a more evolutionary trend. A target date may be declared and gradual expansion follows until universalization is reached. Swaziland exemplifies this approach.

Another major aspect of UPE is the element of compulsion. Allied to this is the matter of fees. Most countries recognize the difficulty of compulsion where fees are also demanded. None of the African countries surveyed practise compulsion and fee-paying. Ghana, Nigeria and Tanzania practise compulsory, free primary schooling. All the other countries have voluntary systems though The Gambia, Malawi, Sierra Leone, Swaziland and Uganda require fees. Some countries offer free tuition but text books or uniforms must be purchased by parents or pupils.

Financing: UPE is another area of great interest. Central governments may have their efforts supplemented by voluntary agencies (such as missionary societies) or by local community contributions. Sierra Leone exemplifies this pattern, as does Swaziland. Tanzania's self-reliance philosophy has resulted in considerable local community involvement in paying for UPE.

(e) Current Practices and Progress: The survey reveals that at least seven of the fourteen Africa Region countries have achieved sufficiently high levels of enrolment to claim UPE. Ghana, Kenya, Lesotho, Mauritius, Seychelles, Tanzania and Zambia all have enrolment ratios of 85% or more. The financial effort required to reach the last 15% or 10% may be disproportionate to the rewards. For those countries with the biggest backlogs, crippling financial burdens may result from attempts to universalize using traditional, school-based methods. The teacher supply situation exacerbates the financial problem. Expanding the teaching force and retraining under-qualified staff in order to provide schooling for all may prove the largest, single element in vastly increased educational spending. Strengthened inspection and supervisory services, as in Botswana, Nigeria and Sierra Leone; curriculum renewal, as in Swaziland and The Gambia; development of in-service teacher education as in Tanzania and Zambia - all these are aspects of the continued push towards universalization. All governments have to make choices in planning educational development. What is of note in surveying progress in the Commonwealth countries of Africa is that the majority of countries rank UPE high amongst the competing demands on their limited resources.

(f) Constraints in Universalizing Primary Education: A remarkably uniform picture is presented by all the countries responding to questionnaire items concerning constraints in and brakes upon progress towards UPE. All countries comment first on the high cost inherent in universalizing primary schooling. Countries are already spending 20% to 25% of their recurrent budgets on formal schooling (Nigeria 24.2%, Unesco Yearbook, 1977). Additional allocations of resources are unlikely to be forthcoming. It is obvious that unless objectives are scaled down or rephased, or less costly types of education are developed, then the cost constraint will continue to hold back universalization. Locally raised contributions to the costs of schooling are an increasingly attractive answer to the financial problems of UPE.

Problems of teacher supply, qualifications and retention figure prominently in questionnaire responses. These questions are obviously linked to costs. Countries like Botswana, Ghana, Lesotho, Sierra Leone and Swaziland face problems in these areas.

Poor physical facilities present a further constraint.

Wastage in all its guises - repetition, drop-out and school-leaver unemployment - acts as a considerable challenge to countries attempting universalization. These problems are not merely the offspring of UPE - they have been with us for many years. Universalization will exacerbate wastage in many countries, particularly where provision for secondary education cannot keep pace with UPE.

The quality of schooling is mentioned as a cause for concern in such countries as Lesotho, Nigeria and Seychelles though it is true to say that few countries are entirely satisfied with the qualitative aspects of their provision.

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

Additional constraints keeping children out of school may include problems of:

transport and communication

scattered or nomadic populations

over-centralization of control and weak administration

poor school and population mapping

social and religious barriers

low rate of adult literacy affecting parental enthusiasm for schooling

(g) Innovations and Alternatives in UPE: As has been stated, UPE in the area surveyed has generally been based on the formal school system. Innovations may be conceived of as developments outside the formal school - alternative approaches. What innovations and alternatives are open to us?

Raising Finance: The use of local contributions in cash, kind or labour needs further exploration. Which countries have relevant experience of developing community involvement which they can share with us? Are governments making special incentive-grants to backward areas? Tanzania probably has much to teach us in terms of self-help schemes.

Cutting costs: Can unit costs be cut by improving teacher/pupil ratios? Such measures as double-shift systems, use of teacher-aides and national service programmes may contribute to the teacher supply without excessive increases in costs. Alternate day attendance or shortening the school day may contribute significantly to more economical use of teachers. Teacher costs represent 70% to 90% of the education budget. If teachers in Africa could handle 65 children a day instead of 35, the saving in costs would finance UPE in 19 more countries tomorrow.

Redistribution of funds: If £1 could be taken from every £5 spent on higher education and applied to primary schooling, then enough cash would be available for UPE at the 90% level everywhere in Africa tomorrow. If money cannot be raised or diverted from elsewhere then savings in teacher-costs are the only real lever available to raise enrolments. Countries like Tanzania, Sierra Leone and The Gambia which have, or are planning, multi-pronged approaches to universalization stand the best chance of achieving UPE within a reasonable budget. The "Community Education Centres" of Tanzania attempt to bridge a number of gaps such as those between school and community, and between formal and non-formal. The Bunumbu project in Sierra Leone represents an alternative approach to the teacher's role in the community. Educational Broadcasting is being used in some countries to help underqualified teachers. Swaziland's Teacher Innovation and Distribution Centres will help to infuse new curriculum developments and provide in-service facilities for teachers at the local level.

It may be that no revolutionary or startling innovations and alternatives are in fact available for replication. Rather, the secret of successful universalization may lie in the application of a number of familiar and complementary techniques. Many countries wishing to universalize may first have to enter the area of attitude change to convince parents, pupils and teachers that the formal school model with which they are familiar may have to change radically if everyone is to get access to schooling. Educational authorities such as Beeby and H M Phillips, whilst recognizing the faults and shortcomings of school systems, declare that schools remain the most viable means of achieving UPE.

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IMPLEMENTING UNIVERSAL PRIMARY EDUCATION

LEAD PAPER BY MR. J.A. LIJEMBE

The United Nations Universal Declaration on Human Rights of December, 1948 states in article 26 that "Everyone has the right to education. Education shall be free at least in the elementary and fundamental stages ..."

This article makes it obligatory for each Member State of the United Nations Organization to develop an organizational structure in which equal opportunity in education is guaranteed and through which ideally, education at its various levels and in its various forms, is brought to the entire population. When this objective is achieved in a given State, that State will have in effect achieved "the major components in a new deal in education namely democratization and universalization" of its system. However, despite the presence of this article, and in spite of the increased efforts that have been made by the Governments of particularly developing countries over the last three or so decades, the achievement of this objective has remained slow, prompting the authors of the World Bank's Education Sector Policy of 1979, to record that "..... if the trends observed during the 1960-75 period persist, then in Africa alone, 28 out of 46 countries would not be able to reach the primary enrolment ratio of 80% by 1985," and yet "just to maintain the current levels of primary schooling, in the face of pressing population growth, primary enrolment ratio in these countries must increase by about 30% between 1975 and 1985".

Concern for the achievement of this objective was the subject of much discussion at the conference of African Ministers of Education held in Addis Ababa, Ethiopia, in May 1961.

The Honourable Ministers had before them facts and depressing statistics about the level of education in their respective countries and from this information they noted among other things, that Sub-Saharan Africa was "the only region in the World in which the school system only covered a minority of the school age children and that this minority averaged only about 40% of the region's children of school age". In these circumstances the Ministers worked out long and short-term targets for a programme of educational development in Africa, recommending among other things, that for long-term plan 1961-80, "primary education shall be universal, compulsory and free" and that targets for the short-term plan 1961-66 "shall be an annual increase at the primary level of an additional 5% of the beginning school age which will increase enrolment from the present 40% to 51%". In tabular form these targets look like this:

	1960-61	1965-66	1970-71	1980-81
Primary level	40%	51%	71%	100%

While the purpose of this Seminar is to examine in part, the progress so far made by African Member States of the Commonwealth towards the achievement of these targets by 1980, figures collected by UNESCO and published in

Action - Training for Development some ten years after the Addis Ababa conference indicated that the gross enrolment ratio for the Sub-Saharan region of Africa in the primary school level of education was only 49% instead of the anticipated 71% in 1970. This indicates further that even though the annual budgets of the countries in this region showed considerable increases in the percentages of funds devoted to education since the sixties, thereby illustrating that governments' efforts to achieve their targets by 1980 were tremendous, progress towards the achievement of universal primary education remained a far cry as early as 1970.

The reasons for this are many and varied. As indicated in the quotation from the Uganda's Third Five-Year Development Plan 1971/72 - 1975/76, both the economic and demographic factors combined to frustrate efforts for the achievement of universal primary education by 1980:

"18.7 Government attaches the utmost importance to achieving a rapid growth in primary education. In the Second Five-Year Development Plan, it was indicated that universal primary education would be achieved during the 1970s. This is now considered to be totally unfeasible, both because of the failure to achieve a rapid growth in enrolments over the last five years and because the 1969 Census revealed that the size of the population and its growth are much greater than was assumed in the Second Five-Year Development Plan. The achievement of universal primary education lies many years ahead, and it would be dangerous to under-estimate the size of task which the nation faces in this regard. Much depends upon the success in reducing the rate of population growth. If the planned growth of intakes for Plan III can be achieved and continued into the future, and if the measures to reduce the rate of population growth are successful, universal primary education will be achieved by the early years of the next century. If no measures to reduce the rate of population growth are taken, and the population growth rate continues its present gradual acceleration; universal primary education will not become a reality until decades after the end of the present century, unless a disproportionately large amount of the country's resources are devoted to the expansion of primary education".

Uganda, of course, faced a further period of political turmoil when, during the dictatorship period of the seventies most of those political and educational leaders who would have been involved in the policy decision-making, planning and eventual implementation of measures towards the achievement of universal primary education 'disappeared' from the country, some of them for good, and schools were closed for most of the time.

The process of linear expansion of educational opportunities until universality is achieved at the "basic education" level may however be the result of officially proclaimed government policy to the effect that every school age child should go to school. The Nigerian Government for example, in its national policy of education states unequivocally that universal primary education is needed not only for the purpose of accelerating the pace of national development, but also because it is necessary and desirable for efficient leadership and effective followership. The main issues underlying Government policies for the expansion of educational opportunities are related to timing and readiness. How desirable is it to expand schools and other "non-formal education" activities for universal primary education in response to official directives, some of them based on popular demands, when this expansion must be balanced against financial constraints which limit quantitative expansion and deeply affect quality control during the expansion process? Ideally, educational planners, policy-makers and administrators should aim for a phased planning strategy which provides for a balance between quantitative expansion and the maintenance of quality, and takes account of

the national social and political pressures and economic needs, and whose timing avoids the agony of unpreparedness. For once universal primary education has been achieved, it becomes increasingly difficult to control demand. Each successive educational level begins to feel the pressure from below; that is, those with primary education want secondary education and those with secondary education want higher education. Thus each generation starts from a new platform of higher expectations.

In the case of South Korea, such Government policies were provided for in the national constitution. As far back as 1950 the South Korean authorities instituted compulsory primary education partly for the purpose of "democratizing the nation and providing equal educational opportunities", but mainly in fulfilment of the national constitution from which the educational law of 1949 was drawn up. This law provides in part that

- "Every person is entitled to receive a six-year primary education.
- Central and local governments share the responsibilities to establish and operate the necessary primary and civic schools, as well as to provide an education plan for those who have not had the benefits of primary education and are too old to enter primary schools.
- School boards and districts in every city and country shall establish and administer the compulsory primary education. However, all the salaries of the teachers and other expenses of the schools shall be provided by the National Treasury of the Central Government.
- The age for compulsory education shall be from age 6 to age 12.
- When children are unable to attend school for economic reasons, the local education autonomy body can subsidize educational expenses."

By the end of the current Five-Year Development Plan 1977/81, South Korea, with a high literacy level of 90%, will have attained an impressive 98% of school age population, about 6 million children, attending elementary school. But this attainment was not without problems. In addition to the problems caused by the Korean war of the early fifties, South Korea faced four other main problems. One of these problems related to oversized classes and schools. Legally, there should be only 60 pupils in a class and only 36 classes in an elementary school. But because of shortages of classrooms and schools, as late as four years ago, 35% of the available classrooms had more than 60 pupils each, thereby necessitating double shifts in large cities and great overcrowding in rural areas.

The second problem was a blessing in disguise and related to teacher supply and demand. The country was fortunate in this regard because the 16 teachers' colleges preparing primary school teachers produced an oversupply of the teachers, so that by 1977, the Government was forced to decrease the enrolment numbers of these colleges and to convert six of them into in-service training centres for primary school teachers. As late as last year the South Korean Government was still faced with the problem of finding teaching appointments for some 7,000 graduates from these colleges.

The third problem was financial. It was unthinkable for the Government to collect money from parents of primary schools in a system of compulsory primary education guaranteed by the constitution. It is planned that by 1981, this tax should be reduced drastically and thereafter replaced by grants from the national treasury.

Two other circumstances created an unfavourable financial situation since the seventies - first, government support through domestic taxes was not regularly sustained, and secondly, funds were being diverted to middle schools in preparation for the extension of compulsory education to the middle schools in the early eighties. However, the Government plan is gradually to raise the percentage of domestic taxes, and in addition to establish a new education tax by 1981 in order to strengthen finances for compulsory primary education.

Also, in the process of expanding basic educational opportunities, it is necessary to remove barriers which cause inequality of participation from the point of entry into the school system through each level of that system until the school leaving stage is successfully reached. One of these barriers is the removal of payment of tuition fees and other statutory levies. This is what Kenya did at the beginning of 1974, when the President decreed that no tuition fees were payable by children in Standards I to IV throughout the Republic, but these children were required to pay an annual nominal equipment levy to their District Education Boards. When schools opened in January of that year, total enrolment in these classes rose by one million children above the estimated figure of about 400,000, thereby increasing the number of children in primary schools from the projected 1.8 million to nearly 2.8 million, there was public disquiet about this equipment levy which eventually had to be removed by another Presidential directive last year.

Non-payment of fees and other levies has now been extended to Standard V, VI and VII classes in order to fulfil the commitment made by the ruling party, the Kenya African National Union (KANU) in 1963, that the Government will in due course provide seven years of free primary education to all Kenyan children. But when it was first issued in 1974, the decree raised three immediate problems. First, the treasury had to provide no less than an additional twenty-three million Kenya pounds in order to implement the measure. Secondly, the Teachers Service Commission had to employ no fewer than forty thousand untrained secondary school leavers in order to teach the increased pupil enrolments in the primary schools. Thirdly, in the face of the severe shortage of classrooms, furniture and other teaching materials and equipment, primary school headmasters had to contend with makeshift teaching arrangements so as to contain the many children who turned up especially for Standard I. Before this decree was made in 1974, the Kenya Government had in 1971 removed payment of tuition fees for all primary school classes in the ten arid and semi-arid districts of the Republic in an effort to encourage the nomadic parents of these areas to send their children to schools which, in most cases, were boarding. What Kenya requires now is a law initially providing for compulsory seven years of free primary education and eventually extending this provision to nine years.

The second barrier which should be removed lies in the area of selection. The Tanzanian Second Five-Year Development Plan 1970-74 provided "for the end of selection barriers at Standard IV in 1974" and the expansion facilities in order that, by the end of the Plan period, "all public primary schools might be in a position to offer seven years of education". This provision was to be "the first stage in a programme of expansion of primary schools leading to universal primary education in or about 1989". In other words, the plan was for Tanzania to move from 45% of the age group entering Standard I as at 1969/70 to 95% 20 years later. It also meant that Tanzania was aiming at a large intake of school age children in a growing population with a large retention in the primary schools which, in effect, called for a greatly expanded number of primary school teachers.

The third barrier which should be removed is wastefulness in the education system. In this respect, it is important to improve not only access to

basic education, but also to improve the efficiency and relevance of the education system, especially at the basic education level. Detecting causes of wastefulness in terms of high rates of drop-out and repetition is a matter of continuous evaluation of the education system through not only the normal planning and programming strategies, but also through frequent and systematic education sector reviews such as those which were conducted in Ethiopia in 1972, Sierra Leone in 1973, El Salvador in 1974, Kenya in 1976 and Zambia in 1978. The El Salvador review pointed out very serious weaknesses with regard to the methods of determining academic performances, and revealed that hitherto, the system was extremely wasteful in terms of very high drop-out and repeater rates amongst primary school children and very high per student cost due to incomplete primary school development programmes especially in the rural areas. The review recommended measures to be taken by the Government of El Salvador in order to maximize academic performance, minimize drop-out and repetition rates, and reduce per student costs.

At the time of the Sierra Leone Education Review in 1973 only about 45% of the country's school age children were benefiting from the education system, and less than 50% of those who started school stayed on and completed the primary school course. The review therefore, called for a broad education base "embracing those education experiences which contribute to each individual's personal development and to intelligent citizenship, and which are also foundational to the learning of vocationally useful skills". Thus, at the end of this "basic course", pupils should have "become literate in one or more languages, acquired computational and mathematical skills, moral understanding and rational or scientific outlook to social and natural events as well as to other understandings and attitudes."

The fourth barrier to be removed is related to the needs of such special areas as girls' education, handicapped children, children in arid and semi-arid zones, deprived and rural areas and in urban societies. In the case of girls' education the aim is to narrow and eventually close the gap between the enrolments of boys and girls of the same age group. For example, "in both North Africa and Middle South Asia, female enrolment ration for age-group 6-11 was about 45% compared to 70% for boys. In 1976, of the six-year old children entering the first grade, the percentage of females was 15% in Afghanistan, 24% in Nepal, 30% in Chad and 33% in Pakistan. In Brazil in 1971, country-wide urban enrolment ratios averaged 92% as against 52% for rural population, and in this same year, Indonesia had a national gross enrolment ratio of 80% in the primary years with a gap of about 15% between rural and urban children".

Further, in the process of expanding, and in this case extending, basic educational opportunities, it is becoming fashionable to restructure the sequence of the basic education system. This measure is being adopted in Thailand from her current 4-3-3-2 pattern, that is, four years of lower elementary, three years of upper elementary, three years of lower secondary and two years of upper secondary, to the 6-3-3 sequence, that is, six years of elementary, three years of junior secondary and three years of upper secondary. The new Nigerian 6-3-3-4 sequence implies that the first cycle of basic education would be at the end of junior secondary school and not at the end of primary school. It also means that at the end of the first six years of school, all primary school pupils would be expected to move on to the three year junior secondary school. The extension of the present seven years of primary education to nine years, free of charge in the first seven years of the primary schools, is currently under discussion in Kenya. When this goal is achieved, the new pattern of 7-2-4-3 instead of the current 7-4-2-3 may have to be adopted, and as in the case of Nigeria, it will mean that all primary school pupils in Kenya will move to Standard VIII and IX

after completing their seven year course.

Formal schools will probably continue to have a comparative advantage over other modes of education in the 6-16 age group while non-formal education will be called upon to provide a "second chance" for the adults and school leavers who fall by the wayside. Because of this and in terms of the magnitude of the problem, African Governments are now placing considerable weight on non-formal education programmes. Four studies have contributed to this emphasis on the role of out-of-school education programmes in universalizing basic education. On the one hand, the rapidly rising costs of the quantitative expansion of the formal schools combined with growing unemployment of school leavers at various levels has caused many observers such as Philip H. Coombs in The World Educational Crisis to question the cost-effectiveness of formal schools. On the other hand, issues of social and political equity have caused such other critics as Everett Raimer in School is Dead to attack schools as elitist institutions which serve the urban minorities at the expense of the rural masses. Thirdly, this disillusionment with formal schooling has caused representatives of many of the major donor agencies to undertake extensive review of the role of education in development and to meet at Bellagio in Italy in 1974 to deliberate on these and their own studies. The report and findings of the Bellagio Conference are published for the Ford and Rockefeller Foundations in Education and Development Reconsidered - a document which gives a broad-based review of the educational dimensions of development. Lastly, the Report of the Faure Commission, Learning to Be: The World of Education Today and Tomorrow, sponsored by UNESCO and published in 1973, added to the disillusionment with formal schooling and the relationship between it and development in broad terms. The Faure report has been described by Williams J. Platt, the former Director of Planning and Financing of Education at UNESCO, as a "turning point in educational planning" for the way the report shifted attention from the fixed "targets" of the sixties to the "vectors" which require continuous minor adjustments in the course of time. Platt's summary of the vectors and their implications for planning apply equally to the Bellagio Conference papers and to much of Philip Coombs' work on non-formal education in New Paths to Learning for Rural Children and Youths, but are irrelevant to this paper.

However, given the intense social and political demands for formal schooling, the challenges for non-formal education are to assist the unschooled, the partially-schooled and the school-leavers at every level to lead more productive lives, both in economic terms, and in the sense of self-fulfilment. Since the unschooled and partially-schooled constitute the vast majority of the population in African and other developing countries, it is important to consider some of the responses to these challenges.

By far the most comprehensive non-formal education programme is found in Tanzania, where the policies outlined in the Arusha Declaration and in Education for Self-Reliance reflect a deep commitment to a more relevant, lifelong education for the entire population. Another equally radical experiment was in Somalia where the secondary schools were closed for a year in 1973/74 while their students went out to teach literacy in rural areas. Somalia educators expected this programme to have a profound effect on the schools, the "elites" and on the rural largely nomadic population. A third radical experiment was recommended by Ethiopia's Education Sector Review of 1972 which called for a dramatic reorientation of formal schools towards rural development and the establishment of a network of non-formal education programmes planned at the district level. Intensified use is being made of such other out-of-school schemes as the Malawi's Young Pioneers, Koran Schools in Mauritania, Upper Volta's Rural Training Centres, Zambia's National Youth Service, Botswana's Brigades and Kenya's Craft Training Centres, formerly

called Village Polytechnics. Boards of Adult Education, Centres of Continuing Education and Institutes of Adult Studies where they exist, have a key role to play in the planning and organisation of adult literacy programmes. As these programmes normally have larger numbers of students in their classes than the formal school, the use of mass media, particularly the radio and television, is of special importance.

Also, a number of experimental projects in non-formal education are being undertaken in various developing countries. In addition to the IMPACT project in the Philippines and to the Proyek Pamong scheme in Indonesia, Egypt is experimenting with a One-Classroom School project as a means of eliminating illiteracy in the country. Like South Korea, Egypt has claimed universal primary education for a long time, but unlike South Korea, some 59% of the population over 8 years of age cannot read or write, and yet the country's constitution stipulates that it is the obligation of the Government to provide each child a minimum of six years of primary education. Subsequently, the education law states that primary education is compulsory and free for every child reaching the age of 6 and that it should continue until the age of 12-14.

Despite this legal provision, the implementation of universal primary education in Egypt has progressed slowly - the number of pupils enrolled in primary schools has only been raised from 1.3 million in 1952 to 4.2 million in 1977, and as indicated above, the literacy rate has not been reduced significantly between 1952 and 1977.

The One-Classroom School scheme was therefore initiated a few years ago by the National Council of Education, Scientific Research and Technology in an effort to find a radical solution to the problem of illiteracy. The Central Ministry of Education accepted the Council's recommendation for the establishment of this scheme and prepared a five year plan by which 1,000 such schools evenly distributed amongst the 24 Governorates, were to be set up every year, each school holding not more than 40 students.

The programme provides educational opportunities for children between 6-14 years of age who for various reasons, missed the years of regular primary schooling or dropped out of primary schools or have relapsed into illiteracy after finishing primary school years. These individuals may include children who are still of compulsory school age or adults. The aims of the One Classroom School do not coincide with those of the regular primary schools, they complement. The educational opportunities offered in the One-Classroom School are so designed as to

- "To develop the learner's skills in the Arabic language in reading, writing, comprehension, and expression to such a level that the learner will not relapse into illiteracy.
- To develop the learner's skills in arithmetic to enable him to deal successfully with others in his community.
- To help the learner to adjust socially and to understand his environment, including the explanation of natural phenomena, the causes of disease, and the falsity of superstitions.
- To prepare learners for admission to vocational training centres, if they wish to enter".

The Central Ministry of Education provides teachers' guides and other teaching materials, funds and financial guidelines. Governors provide furniture, equipment, teachers and their salaries. Retired teachers, educated

women in the community and recent graduates from universities who are conscripted for a year's public service in the literacy campaign, are among the persons used as teachers in the One-Classroom School project.

Based on the results of achievement tests, the learners in the One-Classroom School are divided into three groups according to their levels of achievement. The duration of the school is ten months working for five days a week and three hours a day, and operating in the morning or afternoon or evening. At the end of the year the teacher decides on the promotion of students from one group to another according to the results of continuous evaluation. Students who achieve comparable levels to any group in the primary school are promoted, if they desire, and move to the primary school provided their age falls within the age group of the particular grade. At the end of his or studies any student in the One-Classroom School may apply to sit for the Primary School Certificate public examination.

There are currently over 2,000 project schools holding some 26,000 students, of whom 80% have had no opportunity to go to the regular primary school, 15% have dropped out of the primary school and 5% have relapsed into illiteracy. Thus, while contributing to the elimination of illiteracy the One-Classroom School provides opportunities for basic education to children in remote and deprived areas of Egypt.

This paper has attempted to point to a variety of obstacles which have to be overcome before the task of providing universal and free education to all primary school age children can be achieved. These obstacles range from those that can be overcome by the education system itself, to those whose solutions lie outside education. For example, with careful planning and programming in circumstances of political goodwill, the education system can overcome problems related to shortages of qualified teachers and teaching materials and equipment, depending on the adequacy of funds provided by the national treasury. Similarly, educational planners and administrators can take measures to improve the internal efficiency of the system. One such measure is to ensure that the flow of students through the system is accomplished with minimum of waste. The second measure they can take is to set up standards for class sizes in order to alleviate overcrowding in classrooms. Other significant inputs they can effect in the system in order to improve the quality of teaching and learning include teacher qualifications, teaching techniques, improved curriculum and inspection services, instructional materials and years of schooling. For the purpose of improving the curriculum, National Curriculum Development Centres, National Councils of Science and Technology and National Subject Associations have been established in almost all the African Commonwealth countries.

Overcoming such other obstacles as the unwillingness of some parents to send their children to school; malnutrition, poor health and housing facilities, and insufficient physical facilities, requires the concerted efforts of all the sectors of nationhood. Deciding, for example, that universal primary education should be free and compulsory from a given year, means that the whole nation, and not just some part of it, should by that year, be mobilized to appreciate the financial and legal consequences of this measure.

COMMONWEALTH CO-OPERATION AND UNIVERSAL PRIMARY EDUCATION

LEAD PAPER BY MR REX E O AKPOFURE

Forty-two countries, representing one quarter of the world's population form the modern Commonwealth of Nations. They do so in voluntary association, retaining their sovereignty, yet working for the common good of all member-governments.

The Commonwealth is significant because of its diversity and size. Its members, drawn from all the continents, represent both the developed and developing world, and embrace many races, religions and languages.

Member countries in the Commonwealth also belong to a variety of international and regional bodies with political, economic and professional interests, but the Commonwealth acts as a link between them and complements their various forms of co-operation, in the search for international peace stability and a juster economic order.

The Commonwealth Secretariat is the central agency serving the Commonwealth. It organises inter-governmental consultations, is responsible for several programmes of co-operation and acts as a clearing house for information in many fields. It is headed by a Secretary-General elected by Heads of Government and its staff are drawn from the nationals of member countries.

The work of the Secretariat is organised in a number of Divisions each with its own Director. These Divisions include International Affairs, Economic Affairs, Food Production and Rural Development, Export Market Development, Information, Youth Affairs, Health, Law, Science and Education. In addition, the Commonwealth Fund for Technical Co-operation, which consists of contributions from member governments on a voluntary basis, is part of the Secretariat.

THE EDUCATION DIVISION OF THE COMMONWEALTH SECRETARIAT

The Education Division of the Commonwealth Secretariat actively promotes consultation and co-operation among governments on educational matters. It holds conferences, seminars, workshops and training courses, carries out studies on issues of common concern and provides a variety of educational information. Assistance for education and training is also provided by the Secretariat through the Commonwealth Fund for Technical Co-operation.

The Commonwealth Foundation, set up by member governments to develop professional standards in the Commonwealth, supports educational activities. Links among institutions of higher learning are maintained through the Association of Commonwealth Universities.

The work programme of the Education Division is largely determined by Commonwealth Ministers of Education who meet every three years at Commonwealth

Education Conferences. The seventh was held in Accra, Ghana, in 1977 and the eighth was held in Colombo, Sri Lanka, in August 1980. It is at these triennial conferences that the priority areas for inter-governmental co-operation are identified and agreed upon between ministerial meetings. The Education Division, sometimes in collaboration with other professional bodies, arranges specialist conferences at which senior educators focus on aspects of educational developments. Over the last ten years, they have dealt with the teaching of mathematics, education in rural areas, the role of teachers in national development, public examinations, the production of material for learning and teaching and the role of non-formal education for development.

As a result of various ministerial and specialist conference recommendations, the Education Division has been and is currently engaged in a variety of programmes and publications which include:

1. Teacher Training

- (a) Regional in-service teacher education workshops (Barbados 1977, Sri Lanka 1978, and Swaziland 1979).
- (b) Handbook on in-service training for teachers (published 1977).
- (c) In-service Teacher Education in the Commonwealth (in preparation).
- (d) Regional workshop in 1980-81 in collaboration with WCOTP on support services for teachers.

2. Universal Primary Education

- (a) Progress towards Universal Primary Education: A Commonwealth Survey (published 1979).
- (b) Regional seminars on UPE (Bangladesh 1979, and Lesotho 1980).

3. Science Education

- (a) Regional workshops on the production of low-cost science equipment (Bahamas 1976, Tanzania 1977, Papua New Guinea 1979).
- (b) Low-cost science teaching equipment: 2 (published 1978).
- (c) Development and Production of school Science Equipment (published 1979).
- (d) Improving science teaching in developing countries (in preparation).

4. Technical Education

- (a) Educating and Training Technicians (published 1975).
- (b) Survey of Technician Training in Commonwealth countries of Asia (published 1976).
- (c) Regional seminars on technical education and training (Hong Kong 1976, Ibadan 1978).
- (d) Commonwealth industrial training experience of programme (still under development).

(e) Commonwealth Association of Polytechnics in Africa (inaugurated in Nairobi in December 1978).

5. Higher Education

(a) Improving University Teaching: A Commonwealth Survey (published 1978).

(b) Research Strengths of Universities in the Developing Countries of the Commonwealth (published 1978).

(c) Reports of the Commonwealth Scholarship and Fellowship Plan.

6. Non-formal Education and the Education of Women

(a) Specialist conference on non-formal education (New Delhi 1979) convened to examine ways of improving non-formal education, especially for school dropouts, adult illiterates and women in developing countries.

(b) A further meeting of non-formal education specialists will be held in London in February 1980.

7. New Media

(a) Correspondence Institutions in the Commonwealth (published 1976). Revised edition in preparation.

(b) A Commonwealth survey on the effectiveness of schools broadcasting is currently being conducted.

(c) A study of how to design and produce instructional materials from scrap and low-cost local materials is planned during 1980-81 which may lead to a number of national workshops.

8. Book Development

(a) Regional seminars for educators and publishers to consider priorities for book industries, training, the production of textbooks, design, copyright, etc. (India 1973, Trinidad 1974, Nigeria 1975).

(b) Training workshops on writing and publishing Guyana 1977).

(c) Paper Production: Prospects for Commonwealth Developing Countries (published 1978).

9. Education Administration

(a) Regional workshops on supervision and administration (Sierra Leone 1973, Guyana 1974 and Malaysia 1975).

(b) Regional training courses for headteachers and inspectors (University of Nairobi 1977, University of the Pacific 1978 and University of the West Indies 1979).

(c) Preparation of a Handbook for educational administrators and supervisors.

THE COMMONWEALTH SCHOLARSHIP AND FELLOWSHIP PLAN (CSFP)

The CSFP was launched in 1960 and now offers 1000 places for undergraduate and postgraduate students in any one year. The plan works through bilateral arrangements under which governments provide scholarships to men and women from other Commonwealth countries. Fellowships and other awards enable senior university teachers and administrators to embark on research, to teach or to familiarise themselves with new developments.

CO-OPERATION TOWARDS UPE

Nigeria was the first member country to address a specific request to the Commonwealth Secretariat for assistance with UPE. The then Commissioner for Education in the Federal Military Government of 1974, requested the Secretariat to send an expert to assess the preparations being made and make recommendations. Prof. A Taylor of the University of Cardiff was selected for this assignment and was accompanied by a member of staff from the Secretariat's Education Division. The report of this mission and a number of its recommendations assisted the national preparations for UPE.

Since then, the Secretariat has sought to assist member countries with some of the problems associated with implementing UPE. For example, the series of workshops on in-service teacher education was aimed at helping member countries to develop their in-service teacher education programmes. In addition, a study was made of alternative methods of training teachers, with a view to helping countries to increase the speed of training and hence the supply of trained teachers at lower costs than conventional residential training. Future plans include help with the training of tutors for teacher training colleges.

The proposed workshops on low-cost teaching materials have both a professional and economic aim, namely to help teachers to enrich their teaching without costly increases in the educational budget.

Other projects may examine alternatives to the conventional system of schooling to help member countries who have still some way to go before achieving UPE to view its implementation without the daunting prospect of huge financial commitments.

The Commonwealth Secretariat, through funds provided by the Commonwealth Fund for Technical Co-operation, offers a variety of types of assistance which can be utilised by countries in their implementation of UPE. These include recruiting experts on short term engagements to carry out assignments such as the writing of correspondence courses, training personnel, advisory work or the investigation of specific problems. Training can also be offered in the form of staff exchanges or attachments to institutions in developing countries which are members of the Commonwealth.

In these and other ways the Commonwealth encourages co-operation between member governments with a view to stimulating and supporting educational development amongst all its members. Such co-operation is the key to all our futures.

Finally this seminar has been designed inter alia to identify practical ways and means by which Commonwealth co-operation in education can assist

progress towards the achievement of UPE by all member states and particularly in the Africa region. In this search, the importance of the multiplier training methodology is to be stressed. Regional conferences, seminars, workshops and study-visits will confer wider benefits in the national context only if member countries include in each post seminar plan, a training or multiplier component which will require or enable national participants to pass on the information and experience which they have gained at regional or pan-commonwealth meetings or courses, on their return home. This can be done either through widely disseminated reports local seminars or other training activity.

Exchange of staff within the region as well as exchanges of information, either directly or through the Commonwealth Secretariat offer great possibilities of which member states can take advantage at little or no cost to themselves. It is our hope that through the various avenues described in this paper, Commonwealth co-operation for the strengthening of UPE in member states will benefit through this seminar and the attendance of yourselves as participants.

UPE IN THE ASIA AND PACIFIC REGIONS

LEAD PAPER BY MRS Q J A KHAN

I deem it a great privilege to say a few words before this learned gathering regarding the efforts undertaken in our region towards UPE. I am really thankful to the organisers for selecting such a beautiful place like Lesotho as venue of the seminar. This is my first visit to this part of the world and I especially consider myself fortunate in getting a chance of coming to the mountain kingdom.

I now wish to report in brief on the Regional Seminar on Universal Primary Education in Asia and the Pacific which was held at Dacca in Bangladesh from December 3 to 14, 1979. In this seminar delegates from the following countries participated:

Asian Region

Bangladesh
India
Sri Lanka
Malaysia

Pacific Region

Fiji
Hong Kong
Solomon Islands
Tonga and
Western Samoa

The theme of the seminar was "problems and solutions in the implementation of UPE" and the objectives were:

- to gain an overview of current and planned action related to UPE in member countries.
- to analyse the findings of the Commonwealth survey or "Progress Towards UPE" with regard to what countries mean by UPE and to examine constraints in its implementation.
- to determine what preparatory steps are essential to the successful implementation of UPE.
- to investigate alternative strategies for implementing UPE.
- to examine how Commonwealth regional co-operation might assist progress towards UPE in Asia and the Pacific.

The agenda included country reports providing an overview of action related to UPE in member countries and other lead papers relating to "Educational and Administrative Implications to UPE", "Strategies for UPE and a Consideration of Alternatives", "Commonwealth Co-operation in relation to UPE".

Delegates were divided into two groups representing small states and large states for the purpose of discussion.

Country papers were presented and, in summary, the main trends in progress towards UPE were as follows:

- (a) India, Malaysia, Singapore, Hong Kong, Sri Lanka, Fiji, Tonga and Western Samoa have reached or are close to the 85 per cent target for UPE.
- (b) Three of the countries represented by Sri Lanka, Solomon Islands and Tonga practise compulsory attendance at Primary Schools.
- (c) All the countries use formal schooling as the main vehicle for universalisation. India has the greatest degree of non-formal and organised complementary programmes.
- (d) India, Fiji, Papua New Guinea and Western Samoa charge fees for schooling. In Bangladesh although tuition is free, pupils have to buy text books and other necessary materials.
- (e) All the countries which have yet to achieve UPE have it as a declared aim of the Government.
- (f) Major constraints experienced in implementing UPE include cost, lack of physical resources, drop-outs, teacher supply and retention, administration, irrelevant curriculum and its revision, community involvement.
- (g) According to most countries UPE should provide a minimum of five years education with the following goals:
- (i) - to enable children to communicate effectively, orally
 - to read with understanding written or printed material, the content of which is within their intellectual grasp.
 - to carry out the basic kinds of calculation required in daily living.
 - (ii)- to help children to acquire such manipulative (psycho-motor) skills as are necessary for undertaking socially useful and productive work.
 - (iii)- to calculate in children the attitudes and values needed to become working citizens.

Major discussions and recommendations were:

(a) Political will

Firm political will is essential for successful implementation of UPE. The policy should be clear and well defined. The message should be vigorously and persuasively conveyed to all strata of the people in order to mobilise enthusiasm and gear all agencies to appropriate action. It should be backed by adequate, realistic and continuing budgetary support.

(b) Pupil retention

Measures must be taken to attract and retain pupils. For example teachers should be made available to the children in remote areas. Where there is no school, a special allowance should be made for such teachers. School meals may be arranged according to the needs of the society, particularly for children in rural areas.

There should be enough flexibility in school time-tables to allow lessons to be presented in as relevant a manner as possible. Shift systems should be used in places where there is shortage of accommodation. There should be flexibility in the age of children entering and leaving school.

(c) Teacher supply

Teacher supply and retention should be dealt with by new policies of recruitment, developing in-service education and using a variety of methods of teacher-training. Recruitment of greater numbers of female teachers is necessary to enhance enrolment and retain girls at schools. Auxiliary teachers should be recruited from persons who are likely to be dedicated to their work. The case of using imams of mosques and other retired government servants should also be considered to serve in the "feeder" schools to meet the need of critical expansion.

(d) School buildings

Fullest utilisation of the buildings should always be the aim. Where shift systems are used, the duration of each shift should not be more than three hours. If shifts are longer, separate sets of teachers should be used. School buildings should be designed to make use of local buildings materials and community co-operation in their construction. Churches, mosques, temples, community hall, homes and even courtyards may be used for educational purposes. Low-cost buildings with at least a recommended minimum of equipment should be provided.

(e) Curriculum

The curriculum should be relevant and school work should be related to life experience. Appropriate local variations should be reflected in the curriculum and common core subjects should be included to reflect the national needs.

The curriculum should be under constant review. Practising teachers, teacher educators and inspectors should all be involved in curriculum development and the materials should allow for any geographical and cultural variations that may exist within the country. Where curriculum development is active it is important that teachers should be trained how to teach the new curriculum.

(f) Administration

UPE requires a strengthening of effective local and central administration. At local level, encouragement may be given to local community leaders to take greater responsibility for their schools. At Government level, the inspectorate should be strengthened in quality and machinery should be established for the collection and retrieval of essential data.

(g) Evaluation

Built-in evaluation procedures should be so designed as to improve all aspects of learning and teaching. Informal supervision by local people may be helpful and measures of internal evaluation should also be strengthened.

(h) Research

Research programmes should be devised which support UPE efforts.

(i) Finance

More money should be supplied to primary education at the national level possibly from the secondary and higher education sectors.

(j) Language of instruction

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

(k) Formal and non-formal methods

Combination of formal and non-formal approaches to education should be considered in the battle to achieve UPE.

(l) International Assistance

International agencies have a particular role regarding implementation of UPE. They can help with the provision of research expertise, planning assistance in the design and erection of physical facilities, support for incentive programmes, introducing innovations in teacher training, developing low-cost instructional materials and developing instruments for evaluation.

WCOTP AND UPE IN AFRICA

LEAD PAPER BY MR O M SEHERI

One of the requisites for the successful implementation of universal primary education policies is the co-operation of a well-prepared and well-motivated teaching force. It goes without saying that the expansion of the primary school system, which the universalisation of primary education is all about, will make very heavy demands on the commitment and participation of teachers, far in excess of what they have been accustomed to.

In discussing the implications of UPE, one has heard repeated on many occasions the need for teachers to be prepared to teach longer hours and to larger classes in demonstration of their commitment and loyalty to their countries. One has also heard of the greater dynamism and originality which the teachers are going to be called upon to display. The net effect of all these sayings is that the teachers will be called upon to make greater sacrifices than ever before and that a better calibre of person will be expected in the teaching service before any of the demands made on the teaching force can be met satisfactorily.

Over and above the teacher being called upon to make a greater contribution to cope with a larger job, we are told that a professionally trained teacher will of necessity have to guide and pull along with him some less professionally prepared colleagues who will have to be introduced into the teaching profession in order to cope with the numbers of primary school pupils who will increase at a pace that will outpace the rate at which additional teachers are being trained in established institutions of teacher education.

There is no gainsaying the financial implications of UPE and the likely debilitating effects of the financial considerations on UPE. In view of this there is a tendency to think that one of the ways of coping with the problems is to aim at making savings on the larger cost items like teachers' salaries. Some people are likely to think of these savings in terms of persuading teachers to agree to take reductions in their emoluments as a sign of loyalty or commitment to the cause of UPE and to their nations.

The World Confederation of Organisations has over the years held as one of its priority objectives the professionalisation of the teaching service. This has not been governed by narrow trade unionist objectives aimed at maximum gain for the membership. On the contrary, the main rationale for the professionalisation of teaching has been to ensure that the beneficiaries of the teaching have been to ensure that the beneficiaries of the teaching service get maximum benefit out of the service and that the members of the profession in the end are able to enhance their status and to improve the acceptability of their profession. UPE would stand to lose, and to take down with it whatever has been achieved in education, if the universalisation of education was ever to detract from the professionalisation of the teaching service.

No doubt the rapid expansion of the educational system, caused by the extension of the educational service, to the traditionally deprived members of the community, will demand a rapid increase in the manpower engaged in teaching.

As in other professions such as paraprofessional manpower that may have to be engaged need not be used to depress the professionally acceptable standards of the teaching profession. Such depression can only do harm, not only to the teaching profession, but to the cause of education as a whole. On the other hand the members of the teaching profession will be quite prepared to help in the advancement of these "emergency teachers" to raise them to the acceptable professional standards for their own benefit and for the benefit of education as a whole.

The teaching profession, and WCOTP in particular, is the first to recognise its obligations arising from the adoption of the principles of the democratisation of education. The members of the profession are prepared, like all other nationals, to make a contribution to the development of education and the advancement of all members of the community. But the members of the profession are not prepared to accept that they alone should be called upon to make such a sacrifice. The teachers feel that their profession makes a significant contribution to national development, even if their contribution cannot normally be calculated in terms of Maluti and Lisente. They feel that their contribution entitles them to a fair retribution comparable to what is meted out to other colleagues in the public sector, the parastatals and in the private sector. Under no circumstances will teachers take any less treatment. This statement is by no means a threat. All it seeks to clarify is that, even where teachers may be forced to accept lower than fair remuneration, they will do so under protest and that, in the circumstances, they cannot be motivated to play the major role that UPE imposes upon them or to meet squarely the heavy demands that the democratisation of education makes upon them. Those who may be inclined to force teachers to make financial sacrifices in favour of UPE should be under no illusions that their action, and that alone, is the greatest disservice to the cause that they may be claiming to support.

Another alternative to forcing teachers to take lower financial returns for their contribution is to cause them to teach longer than normal hours. While this may look attractive because it reduces the size of manpower that may have to be engaged, it is bound to have the same effects as the lowering of teachers' salaries. A teacher can only be productive to the extent that he operates at optimal capacity. Just as under-utilisation of teachers is likely to be detrimental to the cause of education, the over-utilisation of teachers will certainly detract from their efficiency and their effectiveness. Such teachers can only provide a physical presence, but they will have very little impact and cannot be expected to meet the objectives that UPE is attempting to meet.

In conclusion, the WCOTP would like to appeal to those responsible for education in the various countries represented at this seminar to recognise the important role that teacher organisations can play in the planning of the provision of education, be it UPE or any other purpose that the educational plan in question is intended to serve. Not only will the teachers be affected by the implementation of these plans, but the teachers will be the chief operators, often left to their own devices, when such schemes have to be turned to reality. The goodwill of the teachers and their commitment to these plans is of paramount importance to the fulfilment of those objectives. There is no better way to ensure this goodwill and the commitment than to involve the teachers in the preparation of these plans and to get them to express their points of view as early as possible in the development of these plans. Teachers, as grass-roots operators in education, are likely to bring about realism in the consideration of plans for the implementation of UPE policies. It is hoped that where the consultation of teachers has not been done, it will not be considered too late to do so still and to give the teachers an

opportunity to express their genuine opinion on the plans and the future as they see it.

The World Confederation of Organisations of the Teaching Profession appreciates the opportunity that it has been given to observe and to make a contribution to deliberations at this important Commonwealth Seminar on Universal Training Education. WCOTP stands ready to continue to collaborate with the Commonwealth Secretariat and member states in the follow-up action arising out of the recommendations that will emerge from this seminar. It is our hope that our members in the various countries and members of the teaching profession in general will continue to be called upon to express their views on the plans that will emerge from this seminar and on other education plans that will be developed nationally, regionally and internationally.

LEAD PAPER BY MR RAYMOND J. SMYKE

Universal Primary Education planning is underway in several states. It has been the subject of discussion at the international level by three ministers of education conferences, now, all eyes are on Nigeria where UPE is several years old. In view of all this, the Commonwealth Secretariat is performing a timely service by examining UPE from the practical side with those responsible for the day to day implementation of education - specifically the senior civil servants who finally have to make it work.

WCOTP has touched on this subject in several of its Delegate Assembly theme studies, including Equal Opportunity and more recently, Compulsory Education: Social Expectations at the Lagos Assembly in 1977. The latter resolutions are available from my colleague and friend O.M. Seheri, who has kindly consented to represent WCOTP at the Seminar.

In order to keep this paper brief, I would like to state its conclusion first. The solutions to UPE and other education problems must spring from African soil and be the result of serious co-operation within the total education community. The stakeholders in the total education community are (a) parents, (b) government, (c) the civil service, (d) the teachers, (e) universities and (increasingly) (f) students. This simply stated yet not functioning conclusion concerns above all (a), (b), (c) and (d).

A description of what happened to African education during the past two decades from a number of viewpoints will be useful.

Education Today

The education sector throughout English speaking Africa is the largest employer of trained personnel. It is second to defense in the use of national and international resources. It touches more citizens than any other sector except perhaps farming. Its size generates differing expectations.

Parents view the process as a means of providing their children with a better life, regardless of their own social position. Children soon learn that school is a stepping stone to a job. Administrators and politicians see education as a vehicle to perpetuate a form of government. Churches look on it as a means for inculcating ethical and spiritual values. International agencies regard education as a source of manpower for development and modernisation. Teachers see it as a social good as well as means of employment. Indeed, it would be difficult to find an illiterate peasant without a view about the local school or its personnel.

This is true, of course, in every country of the world. However, in a developed society with universal education, near full employment and alternate means of self-advancement, the pressures on education are dissipated.

In other developing areas of the world such as Latin America, Asia, and the Arab world, the problems differ from those of Africa. For example, the strains of recent independence for the most part do not exist. The social function of education is buttressed by an age-old and well-defined cultural heritage, with colonialism a historical fact in the past. These regions are concerned with updating and adjusting a generally accepted system making it more responsive to locally defined needs, but within an accepted parameter. In this sense Africa is unique. A national or continental philosophy of education is still a matter of very active debate, carried on by Africans trained, for the most part, outside of Africa and reflecting what they were taught elsewhere. Those who have attended an African university are often lectured by expatriates or those trained abroad. This debate assumes that the colonial education structure must be changed even though no consensus exists as to how.

The two most immediate problems seem to be (a) the need for some clear national consensus or goal and (b) the financial burden that UPE imposes on the nation. The origins of the first problem can be traced by examining three separate institutions: the teaching profession, the development planning function, and the new civil servant international and African.

The Early Teaching Profession

The first teacher training institutions appeared in English-speaking West Africa and in South Africa in the late 19th century. They came later to East and Central Africa and to the French-speaking countries. Before this most teachers received informal instruction in the home of missionaries, who were initially responsible for education. Candidates were chosen for the promise they showed as leaders, for their intelligence, and the zeal with which they embraced the word of God. Since they were expected to serve as both catechists and teachers, the formation stressed moral training, preaching the gospel and proselyting. After the 1880s when government grants were made to voluntary agencies and examinations were prepared for teachers under a West Coast inspectorate, these teacher-catechists were found wanting in pedagogical skills. Many of them managed ultimately to meet professional standards, largely by self study in their own free time.

The teacher-catechists were a hardy lot who, after home formation, had to fend for themselves in rural areas under extremely adverse conditions with little or no salary. The inspiration that catechists received directly from outstanding European missionaries seemed to sustain them during the very difficult periods. As education expanded and formal training institutions were established, the education of teachers was separated from that of preachers, but the connection with churches remained.

The early mission control of education was conflict ridden. When government subsidy was made available, it was distributed to voluntary agencies to pay teacher salaries, sometimes based on examination results. In addition, the grants were intended to cover certain designated educational costs, but the agencies had great latitude in their application. Since the cost of furniture, fixtures, and transport for expatriate staff were relatively fixed items, the only area where economies could be made was African teacher salaries. This seemed reasonable enough from the European point of view but made little sense to an African teacher trying to support a family.

At the time, the teaching profession held little or no status for partially qualified primary school teachers. It was a dull, humdrum job that lacked security, status and opportunity for advancement. It is small wonder that the urgings of school proprietors fell on deaf ears. Since the majority of teachers were not articulate and educated only to primary level, the mission hold on them was immense. However, for secondary school teachers, those with degrees from Fourah Bay College and elsewhere, the grip of the mission was less firm and subject to negotiation. Inevitable tensions arose. Teachers who questioned "God's Policy" were labelled ingrates; some lost their jobs.

The Formation of Associations

A number of issues prompted teachers to form professional associations: inequality of mission teacher salaries compared to those of government teachers with the same qualifications; severe discipline invoked by expatriate employers on teachers; lack of opportunity for advancement, since top positions were always held by Europeans; the fading of the white man's charisma as it became clear that adoption of the foreigner's values did not in fact give entrance to the foreigner's world; the apparent double standard of Christianity which, upon close comparison of the Gospels with everyday life, suggested that Africans were second class citizens, even in the Kingdom of God. All this - couples with the multiplicity of Christian doctrines preached by the various denominations - provided grounds for legitimate doubt about the message brought by the white man. But it was perhaps the economic reality of earning less money that coalesced all of these tensions.

Most of the national teacher associations in English-speaking West Africa began in the 1920s, although Sierra Leone and South Africa trace their origin to before the turn of the century. In East Africa territorial associations were forming prior to World War II, while in Central Africa most emerged after the War. The circumstances of their beginnings are remarkably similar, although there was little inter-African contact among teachers at the time.

The Roots of Confusion

During the decade of the 1950s three crucial developments took place affecting African education. First, the timetable of independence accelerated beyond all expectation. Second, sharp differences of opinion developed on the rate

and type of educational expansion: local African groups were concerned more with education for all than with training an elite. Third, inter-governmental organisations like UNESCO were able to finance their own education programmes in Africa, challenging the basic concepts of colonial education. With the convergence of African independence, desire for mass education and for effective intergovernmental participation, there arose a tremendous demand for popular education which the existing structures could not accommodate. The result was a mass intake of unqualified teachers and perhaps worse, unqualified trainers of teachers. This depressed the profession to such an extent that society in general - parents, the establishment, and teachers themselves - lost confidence in the ability of the profession to perform its normal social function. This low state of teachers was reflected in the classroom with the result that few students chose teaching as a career.

This was an Africa-wide situation which was further complicated toward the end of the decade when national independence - 17 new states in 1960 alone - created a demand for African leadership to staff the establishment, serve in the political sphere, and fill the many jobs being vacated by Europeans. This process of Africanisation had only one source of qualified personnel to draw upon: the upper echelons of the teaching profession, those few trained, dedicated teachers who were primarily responsible for the functioning of education in their countries. This draining away of experienced teachers took from the profession its only hope for internal self-improvement. There was never any question of assessing manpower priorities; the national interest demanded Africanisation of all sectors of government and the teaching profession responded courageously.

In the decade of the 1960s the educational structure was vastly increased responding to pressures from parents, students and government for more education, in the hope that this would open up doors for better employment. This expansion was coincidental with the development of the relatively new phenomenon of national planning.

Both were going on side by side but with this important difference: teachers and administrators responsible for education were almost all indigenous Africans, while planning was in the hands of expatriate experts operating on the basis of non-African models. It was not until the early 1970s that it became apparent that planning in Africa, on the whole, was "falling short of expectations". By then, the rapid educational development of the previous decade was out of control. The result was a veritable inundation of under-qualified school leavers, largely from primary and middle sectors, who entered an economy with few employment opportunities. School leavers from rural areas drifted to the large cities in the hope of finding work. This mass unemployment with attendant strains on the country's social services was an African-wide phenomenon.

While generous foreign assistance aided in the expansion of education, the heaviest resources were local in origin. This meant that by the end of the 1960s, many African governments were seeing education consume the largest part of the national budget. Still, the function of education was not serving the state. Why?

The Failure of Educational Planning

National planning or development planning and its sectoral components, which include education, was introduced into Africa about twenty years ago. It appeared as both a rational and simple solution to the ills of under-development. As the years passed it became apparent that planning, on the whole,

was not working. Its severest critics said simply that "it was a total failure" while in polite international terminology it "was falling short of expectations". A 1969 Sussex University conference focused on the disillusionment with planning. Its two-volume report stated that "there are thousand and one reasons why planning has not been successful", including the weakness of statistics, isolation of planners from administrators, preoccupation with plan elegance rather than relevance, major planning decisions being made abroad, most plans being merely an appeal for aid framed by donor agencies, more electoral political than economic significance, sabotage by administrators, the assumption of questionable economic theories, and of course the straight forward political considerations which many economists were unable to comprehend. It is suggested that it may not have been the total fault of planners, but rather the formidable African variables they had to face and, as expatriates, their inability to cope.

Unfortunately, the greatest failure in the whole planning process was experienced in the education sector. The reasons are quite apparent. In technological planning for infrastructure or capital projects, there is really only a limited area for debate. Where to build a road and how to surface it, where to place a dam, where to dig a copper mine, how to expand a port facility - the decision usually results from a technical study carried out by competent people. It is discussed, altered, adopted and a contract let. The biggest problem is finding the money. But if it is prompted by the donor agencies of the UN, the whole package is assured - from the suggestion to the ribbon cutting. Not so with education. The variables mentioned by the Sussex study, the multiplicity of opinions, the absence of a clear national policy and the non-involvement of teachers, caused a tug-of-war between indigenous and foreign philosophies of education. The result was conflict at the decision-making stage which prevented progress and ultimately insured failure. Planning was not, of course, an end in itself. It was the basis for giving and administering foreign aid to help the development process, and thus it gave birth to the new international civil servant!

The New International Civil Servant

A by-product of the planning process was the short term expert sent by almost every United Nations agency, by governments carrying out bilateral assistance, as well as by voluntary groups, in a well-intentioned effort to aid Africa. These experts, who normally stayed less than two years, were drawn almost exclusively from the university communities of the developed world, to advise on every phase of education from pre-primary to adult. Eager to travel and pregnant with ideas, they were often culturally unsuited for the task they had to perform. Back-stopping this invasion of pedagogues were the first generation of international civil servants employed by the United Nations and its specialised agencies. The exception was the International Labour Organisation, which pre-existed the UN by a generation and had well-established professional ranks.

The new international civil servant, if he was an American, entered the field with experience from the Marshall Plan; if he was English or French he entered through the disbanding colonial service. Only the socialist countries were new to the arena, and they generally dispatched people from their political departments. Congealing this lot into a world-wide civil service was no easy task, but between 1950 and 1970, after two decades of experience, one could begin to identify a type of bureaucrat well-paid and entrenched, with sensitive political antennae, and a genuine desire to effect some change in the world. The brilliant ideas generated by these people

were often muted by political and budgetary considerations. Thus, what emerged as the aid package for developing countries, was often the result of tough headquarters infighting, with no genuine indigenous contribution.

Therefore when headquarters staff dispatched the university don to the field it was not to gather information, for the headquarters often knew much more about a country than did the local administrators. It was rather to implement a pre-designed, pre-conceived package deal with financing and staff included. If the local people did not have the immediate wisdom to see the value of this benefaction, they were soon convinced by a combination of pressure, pleading and resort to higher authority. In the final analysis anything that carried its own financing was accepted whether it fitted into a plan or not. The immutability of foreign aid and the failure of planning led to the gradual erection of an invisible wall between the local administrator destined to receive the advice and the expert dispensing it. Not surprisingly, the post-independence generation of younger Africans assigned to the civil service, to the education, political and military sectors feel, quite rightly, that they are competent in handling their own affairs with limited external guidance.

The New African Civil Servant

By the early 1970s there was little doubt that a new breed of national civil servant was gaining control of the whole African establishment. In the seventeen or more states run by the military, the absence of political parties ideally suited both the soldier and the administrator

Immediately after independence, when Africanisation was taking place, the positions vacated by Europeans were filled from the teaching profession, as noted earlier. With ample classroom experience, many of these men and women were older when they joined the civil service, and under the normally early African retirement age they did not serve many years. In the meantime a large number of students were filling the new African universities, while others were studying abroad both on government bursaries and as private students.

Hardened in the university ambiance at home and abroad, these men and women replaced the more mellow civil servant who was brought up under colonial-mission influence and filled in immediately after independence.

The new civil servant is on the whole intelligent, articulate, uninhibited by colonialism, and bursting with self confidence. He is better paid and furnished than his contemporaries and enjoys a superior status in society. With the vigor of youth, he moves to correct the apparent injustices of the world around him, among which is the over-abundance of foreign advisors vending immutable plans. Steeped in the vision of Africa's past glory - the Empires of Ghana, Manding, Songhay, Zimbabwe and others - the new civil servant reasons that his people have absorbed Islam and Christianity rebounded from slavery, dispensed with colonialism and now have only to sweat out international interference before they will be able to solve Africa's dilemma with traditional African genius.

The Teaching Profession in Africa Today

During the same twenty year period when planning was being developed, a remarkable growth among teacher associations was taking place. In addition, representatives of African teacher associations have been meeting annually

since 1959 with their colleagues in WCOTP throughout the world. This has provided the opportunity to view their own problems from a global perspective. It can be demonstrated that teachers wish to place at the disposal of their own governments their unique experience and potential stemming from their direct contact with the majority of their countrymen. Not to be underestimated is the growing influence of women teachers in Africa keen to encourage the participation of the teaching profession in development.

The willingness, indeed the desire, to do something substantive for their country has not been seriously considered by civil servants or the other stakeholders in education!

Teachers, as the largest literate and unified group in all African nations, come into daily contact with both children and adults in every corner of the country. They can reconcile the common man's fears and the nation's development objectives better than anyone in the society, while at the same time preserving the nation's cultural heritage. This seems reason enough to look upon the teaching profession as a partner in, rather than an obstacle to development. There is a growing awareness among African teacher leaders that the profession must work towards a solution to education problems including UPE. But first teachers and their unions must be viewed as part of the solution rather than part of the problem!

Conclusion

The educational sector has expanded to a maximum extent and is using an overwhelming part of the national budget. Governments have reached the limit of their resources for education, but the social pressures are such that expansion continues in the direction of Universal Primary Education. One of the alternatives is to make the education sector more efficient, more productive and more responsive to the country's national objectives.

This can only be done when teacher unions and the new African civil servant join forces as professional colleagues. The first step is serious, face-to-face dialogue between the full-time elected representatives of teachers and their brothers and sisters in the civil service, sitting down as equals. Given the desire to find common solutions they will certainly arrive. This, after all, is the African way.

UNESCO AND UPE IN AFRICA

LEAD PAPER BY DR AKO D MENGOT

Nineteen years ago, at the dawn of political independence of most African countries, delegates of 39 African States and five European States (Belgium, France, Portugal, Spain and the United Kingdom), met in Addis Ababa to discuss education in Africa. This Conference was a turning point in the development of education in Africa. It was the first time in Africa that Education of Africans was discussed essentially by Africans at a continental level. In essence, the Conference was the "beginning of the future", because the targets that were set by it will, for many years to come, be the yard-stick for measuring achievement (in quantitative terms) of educational development in African countries.

The Addis Ababa Conference gave formal expression to the educational consciousness that began in the 1950s in many parts of Africa for, generally speaking, the 1950s witnessed a change in the attitude of African peoples towards education.

"A world of people, previously immobilised, got hold of a liberating idea that knowledge is the key to a whole family of powers - political, social and economic; that a monopoly of knowledge in the hands of the few is but another name for the rule of the few over the many and that any people who wish to be authors of their own history and to develop in their own way, must break up the existing monopoly of knowledge. They must make the right of access to education the common property of everyone and, by extension, must also democratize the right of access progressively to higher levels of education."⁽¹⁾

This was the beginning of what Professor Harbison describes as the "Revolution of Rising Expectations".⁽²⁾

The task of this Conference,⁽³⁾ convened jointly by UNESCO and the Economic Commission for Africa, was to make an outline of an educational development plan keyed to provide economic growth and social progress in African countries. After studying the situation existing in each State, the Conference adopted a certain number of recommendations concerning the relationship between economics and education, the objectives of education, financing and planning of education, curricula reforms and adult education.

The final report and the recommendations stipulate that "the development of human resources is as urgent and essential as the development of natural resources ... that the content of education should be related to economic needs, greater weight being given to science, and its applications ... that African countries should aim at providing universal primary education; at the same time special attention should be given to adult education and on-the-job training ...".

For the 1961-80 period, the Conference determined the following long-term objectives for the whole continent:

- universal free and compulsory primary education;

- education at the second level for 30 per cent of the children who complete primary school, that is, 23 per cent of the corresponding age group;
- higher education provided, mostly in Africa itself, to about 20 per cent of those who complete secondary education, that is 2 per cent of the corresponding age group;
- constant improvement of the quality of African schools and universities.

The enrolment rates to be attained by 1970-71 for the corresponding age group were as follows:

- primary level: 71%
- secondary level: 15%
- higher level: 0.4%

The Conference furthermore recommended that the African States increase the percentage of national revenue devoted to financing education from 3.4 per cent in 1965 to 6 per cent in 1980. In order to increase the internal productivity and the external efficiency of the educational systems, it especially recommended "that teacher training and the adaptation and reform of the content of education should be regarded as priorities and the principle of priority should extend to both qualitative and quantitative requirements".

The Addis Ababa Conference was the first evidence of African solidarity in the field of education. It accurately identified situations of the African countries as a whole and the need for each of them to make special efforts to accelerate the modernization of its people needed to develop a yet under-exploited economic potential. But there is one fact that is worth emphasizing: the main problems of education in the world of today and especially in the developing countries had already been accurately and realistically perceived and analysed.

Also it was of great importance that heavy stress was laid on the economic and social function of education on the one hand and, on the other, the overall and forward-looking view of the development of education, requiring tightknit planning of educational activities as part of general development activities and the constant need to adapt the educational structures to African realities and requirements.

THE CONSEQUENCES OF THE RAPID EXPANSION OF THE EDUCATIONAL SYSTEM

The immediate consequence of the Addis Ababa Conference was therefore the unprecedented expansion of the educational system at all levels. The leaders of the African nations emerging from colonial rule were determined to translate into practical policy the aspirations of their peoples. Education was seen as the effective weapon in the fight against illiteracy, ignorance and a lever of overall economic and social advancement and, as such, was to be given top priority in national development programmes.

"The passionate desire of common men and women to give their own children a better chance in life, gave the demand for education its explosive quality, and made it a political force that no democratic government could long resist. Since many of the parents were themselves illiterate, the pressure was for more education rather than better education and it was too much to expect them to be very concerned whether their demand for more primary schools represented

the best use that could be made of the country's meagre funds for education. Nor can they have been prepared for the educational inflation that rendered graduation from primary school, by the time their children achieved it, no longer sufficient to buy the white-collar jobs for which they had sought it. (4) Five main factors contributed to the spectacular results achieved:

(a) The need for educated and trained manpower at all levels for the rapidly expanding economic and social institutions that were created after the attainment of political independence as well as the compelling political necessity to satisfy the legitimate aspirations of the people who wanted schools for their children since they regarded education as the key to progress and social advancement.

(b) The sense of international solidarity and the framework of international co-operation which made available a substantial (although still inadequate) amount of external resources for the purpose of educational development in Africa. At the same time, inter-African co-operation with its expression in the establishment of the Organisation of African Unity (O.A.U.) was considerably strengthened.

(c) The Addis Ababa Conference accepted the concept of "education as a productive investment" and as a major factor of economic, social and technological development. This last factor explains why educational development has come to be almost equated with educational planning, which in turn is closely related to overall economic planning.

To help African countries to plan their educational systems, UNESCO established a Regional Group for Educational Planning and Administration in Africa (1962-68) which was later expanded to become the UNESCO Regional Centre for Educational Planning and Administration in Africa (1968-70). In 1970, as a result of UNESCO's decentralization policy, the Centre became the UNESCO Regional Office for Education in Africa.

(d) Education planning, pursuant to the recommendations of the Addis Ababa Conference, gained full acceptance in Africa. As the Director General of UNESCO pointed out in his speech at the 1968 Nairobi Conference on Education and Scientific and Technical Training in relation to Development in Africa: "Educational planning is not the effect of a passing infatuation with a new idea, but results from the clear recognition that it meets the need to bring educational systems up to maximum efficiency while, at the same time, ensuring the balanced development of the individual".

(e) The realisation that education is no longer a privilege of the few but a fundamental right of all the people, and that the guarantee for such a right is compulsory free primary education and equal opportunities for access to higher levels of education.

ENROLMENT (5)

Statistics for enrolment reveal the substantial advances over the past 19 years in the development of schools and universities, representing progress without historical precedent in so short a period.

Between 1960 and 1972, enrolment rose in primary education from 16 to 32 million, in secondary education from 1,400,000 to over five million, and in higher education from 138,000 to over half a million. Percentages of the school age population attending school increased respectively, from 41.5 to 59.5 per cent, from 4.4 to 11.9 per cent and from 0.6 to 1.7 per cent. The proportion of girls enrolled has also shown an increase, from 34.8 to 39.9 per cent in primary education, from 25.8 to 30.7 per cent in secondary, and from 16.9 to 24.2 per cent in higher education. Over the same period, public expenditure on education has risen, at present values, from \$866 million to 2.8 milliard or, to put it another way, from an average of 2.8 to 4.7 per cent of the Gross National Product.

UNESCO'S CONTRIBUTION TOWARDS THE REALISATION OF THE ADDIS ABABA TARGET

It can be said that the goal of Universal Free and Compulsory Primary Education (UPE) in 1980 was the central objective of educational development in African countries since primary education is the foundation of any educational system and secondary and higher education depend on the output of primary schools. It follows that any contribution made to the planning and development of secondary and higher education directly affects the development and effectiveness of the primary education in the context of overall national development. It is in this light that UNESCO's contribution towards the realisation of the goal of UPE should be appreciated.

UNESCO's contribution has been very succinctly and lucidly stated by the Director-General of UNESCO, Mr Amadou Mahtar M'BOW, as follows⁽⁶⁾:

At the outset the Addis Ababa Plan might have appeared utopian, based more on an ideal than on an analysis of the real possibilities existing in the countries which designed the Plan. Yet it reflected above all the determination of peoples to march forward unhesitatingly and hasten the course of history. The Plan's promoters were well aware of the massive resources required, but many felt that after centuries of often painful history, African countries could count on the solidarity and the assistance of the wealthier countries as well as of the international organisations, in their efforts to modernize.

UNESCO, as the Conference's co-organiser with the Economic Commission for Africa, and because its Constitution so recommends, made special efforts together with bilateral aid sources, to bring the maximum amount of co-operation possible to the African countries in the fields defined in the Addis Ababa Plan. Thus, in 1961, a special three-year programme was launched, financed by voluntary contributions, the aim of which was to help the countries increase their scholastic capacity by building schools, producing educational materials, improving teacher training and educational planning which enrolled the capacities of 87 specialists by 1962. UNESCO provided equipment and materials and granted many scholarships to train national cadres both within the countries and abroad, thanks especially to support from the United Nations Development Programme, UNICEF, the World Food Programme, the World Bank and a few countries which set up funds-in-trust administered by UNESCO.

In Africa itself, UNESCO created a number of institutions to help governments solve the many problems they faced and to train badly needed specialized personnel. Some of these institutions, in line with a policy to rationalize the Organisation's activities, were grouped together under the Regional Office for Education set up in Dakar in 1970. Teams of specialists using an inter-disciplinary approach now train educational planners and

administrators and help Member States in carrying out studies, planning and training.

But UNESCO's action is best known because of the role played by the teacher training colleges and institutes set up under the United Nations Development Programme, in co-operation with the countries concerned, for the purpose of developing secondary education. At the beginning of the 60s, there were very few African secondary school teachers. UNESCO contributed to training some 10,000 teachers locally in ten years, mainly to teach in the first level of secondary education. At present, the higher teacher training colleges established with the help of UNESCO turn out 2,000 graduates every year. These are students who have received a general education as well as teacher training to enable them to teach at all levels of secondary schools.

Thanks to this action and especially to the efforts deployed by the States themselves, considerable progress has been made during the last decade. The funds allocated to education have varied between 2 and 6.8 per cent of the GNP and between 7 and 30 per cent of the public expenditure, depending on the country. It is interesting to note that in 1969, the African countries devoted an average 4.2 per cent of the GNP to education, as against 3.3 per cent for the developing countries as a whole and 5.4 per cent for the developed countries. African governments themselves devoted a large percentage of their national budgets (15 per cent - 40 per cent) on education alone.

Such is the magnitude of the financial burden entailed that the Conference of African Ministers of Education meeting here in Nairobi in July 1968 noted that:

"the expenditures on education of most African States represent a very high proportion of their national budgets and incomes and that in present circumstances it would be difficult to exceed those percentages without endangering the entire economic and social development of these countries".

The Second United Nations Development Decade has been characterised by a marked expansion of the base of the school pyramid which is due to the increased access to education as well as to demographic growth...

But it is a well-known fact that the mere expansion of the existing education systems has exacerbated, rather than attenuated, differences in the level of educational attainment between different countries, and often within one and the same country.⁽⁷⁾ As a result, there is, therefore, an increasingly keen awareness of the need to broaden the traditional framework of formal education and to replace it by a global system incorporating school and out-of-school education, the teaching of children and that of adults. This fact was very clearly and emphatically brought out during the Lagos Conference of Ministers of Education of African Member States.

The Fourth Regional Conference of Ministers of Education of African Member States (known for short as MINEDAF) held in Lagos, Nigeria (27 January to 4 February 1976) had the following terms of reference:

- (a) to review the development of education since the Conference of Ministers of Education held in Nairobi in 1968;
- (b) to study the present trends in education in the region and problems raised by the renewal of education systems, giving due consideration to social, economic and cultural development needs and in the context of life-long education;

(e) to define the problems callings for priority treatment and to establish guidelines for activities in the field of educational development and renewal, both at the level of the Member States and in the framework of regional and international co-operation.

For the Lagos Conference, very detailed statistical studies were prepared, and in particular in the following documents: "Educational Development in Africa: Trends and Projection until 1985" (ED-76/MINEDAF/REF.1); "Regional Educational Targets and Achievements in Africa, 1965-72" (ED-76/MINEDAF/REF.6). From these documents it was clear that the forty-four countries which participated in the conference fell into four relatively homogenous groups from the point of view of overall participation in the educational process as illustrated by the following table. (8)

Table: Net Enrolment Ratios (6-11) (boys and girls) according to Reference Documents of the Lagos Conference (22)

	1960	1965	1970	1972
AFRICA	30,9	37,6	41,7	44,2
<u>Group 1:</u> Ethiopia, Upper Volta, Mali, Mauritania, Niger, Somalia, Chad (7 countries)	5,5	8,9	11,4	12,5
<u>Group 2:</u> Angola, Benin, Burundi, Gambia, Guinea, Guinea Bissau, Liberia, Malawi, Morocco, Mozambique, Nigeria, Uganda, Rwanda, Senegal, Sierra Leone, Sudan, Tanzania (17 countries)	24,9	27,5	30,8	34,0
<u>Group 3:</u> Algeria, Botswana, Ivory Coast, Egypt, Ghana, Equatorial Guinea, Kenya, Madagascar, Central African Empire, Togo (10 countries)	45,4	58,2	60,3	63,4
<u>Group 4:</u> Cameroon, Congo, Gabon, Lesotho, Lybia, Mauritius, Swaziland, Tunisia, Zaire, Zambia (10 countries)	54,9	67,6	79,9	79,9

If the grouping of countries according to a single criterion (certainly very limited) does not ignore, the many differences which exist within the one group, it reveals the inevitable differences in the strategies of educational expansion.

To sum up, the brief diagnosis reveals two facts: in the first place, the considerable gaps which exist between the countries of the region as regards the participation in the educational process, and in the second place, generally speaking, the pressure which is building more and more as concerns the demand for secondary and higher education. In the face of these facts, what is the progress made and the problems encountered in democratizing education from the quantitative point of view and in the first place, in terms of policy and strategy?

Looking at the table of primary schools enrolments of the 44 African States against the background of the Addis Ababa target of "Universal, Compulsory and Free Primary Education" one cannot deny the conclusion that:

"Beautiful illusions now seem to belong to the past. There is no longer any question of the majority of African countries achieving the Addis Ababa objectives, for many of them will have difficulty in maintaining their present school enrolment even at its still very low level".

The logical question that follows this rather depressing conclusion is, if expansion of the primary school system, the sine qua non of democratization, is proving difficult what hope can there be of improving the quality of education?

It is important to draw attention to the fact that the table cited above refers to primary enrolments in 1972 and that since that time many countries in the region have embarked on very vigorous, and in some cases revolutionary reforms of their educational systems aimed at achieving, 'in the nearest future' the goals of the Addis Ababa target of universal primary education. Nigeria, for example, launched its UPE programme in 1976, Tanzania, "by 1974, before the end of the Second Five-Year Plan in education, decided that universal primary education (UPE) was to come by 1977."⁽⁹⁾ Sierra Leone's Education Review (1973) recommended that⁽¹⁰⁾:

"Primary school places expand two-and-half times, so that by 1990, 78 per cent of 7-year olds are entering schools and that the existing secondary schools expand by 50 per cent to a population of approximately 66,000...".

In Ethiopia and Somalia quite revolutionary reforms are taking place. The educational reforms in the Republics of Benin, Ivory Coast, Madagascar and Guinea are well-known documented case studies. These are just a few examples from the Anglophone and Francophone countries of the Region. The Portuguese-speaking Republics of Angola, Cape Verde, Guinea Bissau, Mozambique, Sao Tome and Principe, at their Conference of Ministers of Education and Senior Government Officials held in Bissau in February 1978 demonstrated in an equally determined manner that their governments were committed to the task of raising their people from the ravages of a bitter and protracted war of liberation from Portuguese colonial rule to a state of assertion of their rights and aspirations as free and independent people and that education (woefully neglected under Portuguese rule) is the main lever of social progress and economic development.

Why Universal Primary Education (UPE)?

But one is inclined to ask the question "Why all this fuss about UPE?"

There are many reasons for the drive towards UPE in Africa; among these are:

- (a) The "international consensus" reached at the Addis Ababa Conference of 1961.
- (b) The Declaration of the African Heads of State and Heads of Government in Addis Ababa in May, 1971 (exactly ten years after the Addis Ababa Conference), which states inter alia:

"We, Heads of African States and Governments... are convinced that the mobilising of the immense human resources of the continent in order to stimulate and guide the creative imagination of Africans will accelerate the process of transformation of African economies and will rapidly improve the living conditions of our people... (we commit ourselves) to guarantee to the whole population the right to education and to training within the context of African realities, by providing an education and training adapted to the needs and development goals of Africa".

The right to education proclaimed at the international level, of which the following are most important:

- The Universal Declaration of Human Rights (1948);
- Declaration of the Rights of the Child (1959);
(Derived largely from the Geneva Declaration of the Rights of the Child approved in 1924 by the Assembly of the League of Nations);
- The Governant on Economic, Social and Cultural Rights (1966);
and
- In UNESCO, the Convention and Recommendation against Discrimination in Education;
- In UNESCO, the adoption of resolution 9.11 at the Nineteenth Session of the General Conference, held in Nairobi, Kenya (1976) relating to the New International Economic Order (N.I.E.O.), viz:

"...A human order based on freedom, justice and equity, removal of inequality among nations and peoples, mutual understanding, co-operation in mankind's major common tasks, and the participation of everyone in welfare, education, knowledge and culture..."

Apart from these rather purely legalistic justifications for the right to education, there are social and philosophical reasons justify the necessity for education as a sine qua non to true freedom and liberty. These truths, stated by great philosophers and educationists long ago stand as inevitable reminders to present day rulers:

- Aristotle, with his shrewed common sense fixes upon education as the key to 'wise state craft' when he asserts"... Nobody could possibly doubt that the chief concern of the law-giver must be the education of the young..."
- John Amos Comenius wanted education for all men together as well as for each one individually, that is young and old, rich and poor, noble and common men and women, the point being that the state be able to educate "each and every person whose destiny was to be born a man".
- Locke argued that children's right to be educated is a result of their right to be able to enjoy their freedom to the full in due course, and, likewise, of every human being's vital need to be given an education in order to be able to use his faculties. "All that we lack at birth, and need in adulthood, we owe to education".
- Thomas Jefferson's candid assertion reminds statesmen of the relationship between freedom and education. "If a people expects

to be ignorant and free, it expects what never was, or never will be....".

So, from the foregoing, we can understand why UNESCO supports the objective of Universal Primary Education (UPE). UNESCO, under the terms of its constitution, is responsible for instituting "collaboration among the nations to advance the ideal of equality of educational opportunity without regard to race, sex or any distinctions, economic or social" and for suggesting educational methods best suited to prepare the children of the world for the responsibilities of freedom...".

UNESCO's collaboration among nations is ensured through its two-yearly general conferences, and the resultant programmes and budgets; through Regional Conferences of Ministers of Education and Ministers responsible for Economic Planning; through the two-yearly international conferences organised by the IBE in Geneva; through the organisation of experts' meetings, and seminars/workshops by the staff of the Secretariat in Paris and the UNESCO Regional Offices and through UNESCO's programmes of co-operation with other United Nations Specialized Agencies, notably, UNICEF, ILO, FAO/WFP, WHO and UNHCR.

What UNESCO does not do is to tell any of its Member States whether or not to launch a Universal Primary Education (UPE) programmes because UNESCO fully realises the fact that "all educational systems are now instruments of national policy" and that the national sovereignty of its Member States must be respected.

In conclusion, although some critics see the Addis Ababa Conferences as "a naive expression of an essentially political aspiration coming from a conference whose chief preoccupation was African Unity."

From the African point of view, it is an indisputable fact that the Addis Ababa Conference which met at a time when many African States were emerging from colonial tutelage, by setting the goal of "Universal compulsory and free education by 1980", translated the social awareness of the importance of education and the political options that began at the end of the Second World into a practical programme of action. It is true that the targets of the Addis Ababa have not yet been attained by many countries, but everything considered, a great deal has been accomplished in the face of tremendous economic, social and political obstacles.

UNESCO has an important role to play in giving encouragement and support to, in seeking international aid and co-operation for those States which have freely committed themselves to the realisation of the laudable goal of Universal Primary Education.

NOTES AND REFERENCES

1. Philip Coombs, The World Crisis in Education (Oxford University Press, London, 1968), p.99.
2. The "Revolution of rising expectations" was not a social revolution which occurred in Africa only. The change occurred in the context of world-wide revolutionary developments of several sorts—extraordinary advances in science and technology, the emergence of dozens of newly independent states, a demographic explosion still in process and the "revolution of rising expectations" fired great masses of people everywhere. Long-muted human rights came to be openly declared (as they are today being asserted) and vigorously pursued, including the right to education. Social mobility quickened making headway against age old barriers which could no longer hold against the post Second World War democratic process. See UNESCO Doc.ED/CEP 3 (6-14 August 1968) p.8.
3. See Amadou-Mahtar M'Bow, in "UNESCO in the service of Africa", EDUCAFRICA No.1 (published by the UNESCO Regional Office for Education in Africa, Dakar).
4. Clarence Beeby, The Quality of Education in Developing Countries (Harvard University Press, Cambridge, Mass. U.S.A., 1966, p.9.
5. UNESCO Chronicle, Dec. 1975, Vol.XXI, No.12, p.345.
6. Amadou-Mahtar M'Bow, op. cit.
7. See Educational Reforms: Experiences and Prospects (UNESCO, Paris, 1979), p.9.
8. See the Working Document: Regional Meeting of Heads of Educational Planning and Administrative Services (Regional Office of UNESCO, Dakar, 17-21 September 1979), pp.12-13.
9. Educational Reforms: Experiences and Prospects. op.cit. p.149.
10. Sierra Leone Education Review - All Our Future (1973), p.2.
11. The Declaration of the Heads of African States and Governments, quoted at p.11 of this paper, can be found in the Editorial of the bulletin, Development Rural (in French), Vol.II, No.2, June 1974.

OFFICIAL ADDRESSES

1. Dr. K.T. Maphathe (Minister of Education, Sports and Culture)

It affords me great pleasure to welcome you all to Maseru which will, for the next ten days, become the venue for this important conference on Universal Primary Education (U.P.E.). Our Government appreciates that Lesotho was identified as the host country for the conference and we hope we shall be able to live up to the expectations of participating members of the Commonwealth.

Our stand on the issue of universal primary education was made as far back as 1971, in the "The Education Order 1971" (Order No.31 of 1971), which stated:

"As soon as circumstances permit -

(a) "every child shall be provided with opportunities and facilities to enable him to develop physically, mentally, morally, spiritually and socially in a healthy and normal manner, and in conditions of freedom and dignity;

(b) any child who is physically, mentally, or socially handicapped shall be given the special treatment, education and care required by his condition;

(c) the best interests of the child shall be the guiding principles of those responsible for the education and guidance; and

(d) it shall be the duty of the parent (as the case may be) of every child of school-going age to cause him to receive efficient full-time education suitable to his age, ability and aptitude by regular attendance at school or otherwise and it shall be the duty of everyone concerned with the education of a child to ensure that he shall be protected from practices which may foster racial or any other form of discrimination. He shall be brought up in a spirit of understanding, tolerance, friendship amongst people, peace and universal brotherhood, and in full consciousness that his energy and talents shall be devoted to the service of God, and his country".

It is evident, therefore, that the Kingdom of Lesotho is committed to the achievement of universal basic education for each child in order that he fully achieves his potentialities, adapts into his society and becomes a useful citizen of his State. We have set this ideal as our ultimate goal. But we are aware that, due to economic realities and circumstances, the achievement of this objective cannot be realized next year or even in the next five to ten years. We have reasons for holding this point of view.

Firstly, Universal Basic Education is not achieved by universal entry into primary Class 1 or even universal enrolment of children of 6-12 years (or 6-15 or whatever age) but only when all children and adults have acquired the skills, knowledge and values necessary for full and healthy participation in society. This implies a greater supply of appropriate literature - reflecting

cultural realities and aspirations, for children and adults, as well as appropriate literature concerning the policies and technologies necessary for development. On the one hand it should be recognized that to have children complete primary school, is not necessarily a valid measure of accomplishment of our objective. The real measure of achievement is the learning by the child and his interest in wanting to continue learning, and this can only be expected to be achieved when there are adequate and appropriate facilities, materials and teachers. While Lesotho and any other countries on the African continent are seriously exploring ways of increasing the effectiveness and reducing the cost of these essential ingredients of UPE, there is no escaping the reality that they are expensive.

Secondly, experience has taught us that by stating a fixed short-term date for achieving such a major national goal, we would be setting ourselves unrealistic expectations, and if we failed to achieve the goal within the specified time limit we would be open to negative criticism from inside and outside and such criticism could harm our self-concept and pride and result in lower morale which would frustrate educational output. When we set ourselves fixed targets or goals, there must be greater probabilities of success than failure open to us. As it is, the economics of our situation warrants no such statement of fixed dates. We do not want to suggest that we do not accept accountability, but rather that UPE should remain a long-term goal until economic conditions have so improved that the probability of achieving the goal, is quite high. We also need research to enable us to make a considered decision.

In Lesotho, we are convinced that Basic Education should include the skills of fluent logical and concise speech, the ability to read, write, and make simple calculations; the ability to relate well with others, to use one's leisure time properly, to contribute towards one's personal and family's support and so on. These basic skills are already well-organized in the relevant school curricula. Primary schools are, therefore, under our present circumstances, the best organized institutions for the delivery of basic education to the largest numbers of children. Organized non-formal education agencies would be another group that would be used to complement and supplement primary education in order to ensure maximum achievement of basic education. Whilst primary education should make the acquisition of most of the skills of Basic Education available to all children as far as possible, we are aware that it is the contribution of other agencies in a child's environment (like the home, the playground, the church and others) that are essential in the development of skills, understanding and values. This realization obliges us to step up the non-formal education programmes offered by both Governmental and voluntary agencies. In the area of non-formal education such organized institutions include among others the Lesotho Distance Teaching Centre and the University's Institute of Extra-Mural Services.

While the Lesotho Government is convinced of the need to provide Basic Education to every child of school-going age (6-12 years), it is nonetheless aware of the constraints that make the achievement of the need impossible for sometime. However, a great deal is already being done to facilitate UPE. By taking over the payment of salaries of all teachers in primary schools in 1974, the Government relieved parents of the need to pay tuition fees and left them only with school maintenance fees and the buying of books for their children. This increased school enrolments a great deal. The Lesotho Government also wishes to ensure that every child who attends primary school should have all required books and instructional materials, but as long as the present difficult economic situation lasts, it will limit itself to a subsidised scheme whereby parents pay certain fixed amounts while Government itself pays the rest. Orphans and destitute and special-need children will be given

special consideration. Experience has taught us that when parents contribute directly in some way to their children's education, they become more concerned about the latter's educational progress. The plan to produce and supply instructional materials to all children, is currently being negotiated and will hopefully be implemented by 1983. We note that inability to purchase instructional materials (including books) has been a potent factor in school drop-out.

The Government is also thinking of strategies whereby local communities could be responsible for the maintenance of their primary schools. Such accountability would bear many useful results, for example, communal concern and involvement in the planning, implementation and evaluation of local educational projects.

In conclusion I must indicate, therefore, that whilst we in Lesotho are committed to making primary education available to every child of 6-12 years, we cannot see this goal becoming fully achievable so long as the economic situation is what it is. Government wants first to improve the lot of most if not all families, by provision of more and better employment opportunities for the largest number of adults possible. The fact that over 85% of our primary-age children are in school is due to a great extent, to the fact that parents see education as a lever facilitating employment and employability, and "force" their children to attend school.

Our Government will be waiting eagerly for the results of your deliberations. It hopes that the economic and socio-cultural realities of our nations are going to be kept constantly in perspective when discussions and recommendations are made. Let me also observe that the curriculum development process and the instructional materials resulting therefrom, are an area where Commonwealth countries, particularly in Africa, can share experience and materials.

2. Mr. Rex E.O. Akpofure (Director, Education Division, Commonwealth Secretariat)

It is my privilege and pleasant duty on this occasion of the opening of this Commonwealth Seminar on Universal Primary Education for the Africa Region, to bring you on behalf of the Commonwealth Secretary-General the greetings and good wishes of the Commonwealth Secretariat. I do so with a special sense of satisfaction: First because this is an educational occasion - a matter of urgent interest to all our member states. Secondly because the occasion enables me to fulfil a hope I have long nourished of visiting your country and getting to know at first hand something of its people and culture. Finally, I am glad to be here on a Commonwealth platform - testifying to the continued value of our Commonwealth of Nations as an action-oriented organisation - within its limited resources.

I am delighted too to highlight this seminar as one of our most purposeful examples of educational co-operation on the Commonwealth today. It is the second of such seminars; the first was held in Bangladesh last October for the Asia Region. The fundamental aim is to examine ways and means of exchanging commonwealth co-operation in achieving progress by member states towards U.P.E. in Africa.

Participation at this seminar has been pitched at a high level. Countries are being represented either by Directors of Education or Chief Education Officers - having to do with policy formulation. This clear testimony of the importance and urgency which our member countries attach to the subject. In addition, we have a representative of the Asia region, where the first seminar was held; as well as representatives of international organisations as observers: these are UNESCO and the World Confederation of Organisations of the Teaching Profession (WCOTP) - both old friends and campaigners in the field of education.

During the next 10 days, we shall be exchanging national and international experience, discussing our failures and successes within the commonwealth family and looking at possible solutions to the many problems of extending primary education to our education-hungry populations. In addition to the country reports which we shall be receiving and the lead papers by our consultants, we shall also be visiting a number of your educational institutions here, which have a direct relevance to the subject of primary education, whether in the formal system or in its non-formal dimensions. We thank the Government of Lesotho for these opportunities.

This seminar is an example of Commonwealth co-operation. It is testimony to the lively interest in and support for our Commonwealth of nations today. That Commonwealth draws its vitality and resources from the willing support and resources of its members, through projects such as this, through Ministerial Conferences which determine our areas of educational priority and co-operation and through your various contributions. It is therefore most appropriate that I should convey to the Government and people of Lesotho the appreciation of the Commonwealth Secretary-General on behalf of the Secretariat for the many facilities and resources which the Government of Lesotho has and will be making available for this seminar during the next few days; but even more important, for the warm welcome which we have been shown since our arrival.

Finally, I must thank our many distinguished guests this afternoon for their presence which is evidence of their support - not only our Commonwealth members but also our international friends and fellow toilers in education and other fields. The many departments of the Secretariat such as the CFTC, the Science, Health, Legal, Economic Affairs, Food Production and Rural Development - to mention only a few - all collaborate with corresponding bodies or departments of our international friends and we are pleased to see them represented here today.

It remains only for me to thank you all for your support and to express our pleasure at being here. We look forward to enjoying the cultural programmes which we understand have been provided for us during the next few days. We are confident that they will contribute in no small way to our mutual understanding of one another (and this is what the Commonwealth is all about) in our search for the development of a better world for mankind. Thank you for all your support.

ORGANISATION OF THE SEMINAR

BACKGROUND

Commonwealth Ministers of Education at the Seventh Commonwealth Education Conference held in Accra in 1977 recommended that the Commonwealth Secretariat should conduct a survey on progress towards Universal Primary Education and organise a series of regional meetings to help countries striving to achieve UPE. Particular attention was to be given to countries that were farthest from achieving it.

The survey was carried out in 1978 by Mr. R. L. Smith of the Department of Education in Developing Countries of the Institute of Education, University of London, and published by the Secretariat as a book in 1979. In the early part of 1979, the Government of the Kingdom of Lesotho, at the request of the Commonwealth Secretariat, agreed to host the Africa regional meeting, that for Asia and the Pacific being planned for Bangladesh in December 1979. Initial plans for the Africa regional meeting were worked out during a visit to Maseru by Mr. J. S. Farrant of the Commonwealth Secretariat in March 1979. The Commonwealth Fund for Technical Co-operation made funds available to enable delegates from all 14 member countries in Africa to attend. In addition, observers from UNESCO and WCOTP were invited together with regional representatives from the Caribbean, Asia and Pacific regions of the Commonwealth. The Government of Lesotho made available the facilities of the Airport Hotel, Maseru, for the seminar sessions as well as the support services required by the meeting.

AIMS AND OBJECTIVES

The theme chosen for the seminar was "Universal Primary Education and its implications for the future".

The objectives set for the seminar were as follows:

1. To gain an overview of current and planned action related to UPE in member countries.
2. To analyse the findings of the Commonwealth survey on progress towards UPE with respect to what countries mean by UPE, to examine constraints in its implementation and to suggest alternative strategies.
3. To draw conclusions as to the factors that hinder UPE and the means by which these can be overcome.
4. To ascertain what the future implications of UPE for national systems of education with respect to such matters as the provision of facilities for special education, secondary education and employment opportunities.
5. To examine how Commonwealth regional co-operation might assist progress towards UPE in Africa.

The five issues chosen for examination in the seminar agenda were:

1. Country reports (an overview of action related to UPE).
2. The Commonwealth UPE Survey: what the survey reveals in relation to countries in Africa.
3. Implementing UPE.
4. UPE and the future.
5. Commonwealth co-operation and UPE.

Two groups were formed to discuss at greater length the issues raised in the agenda and by the lead papers.

PROGRAMME

Monday 4 February

- 1700 - 1800 Official opening ceremony
- 1800 - 2200 Reception by the Honourable Minister of Education, Sports and Culture, followed by local cultural entertainment.

Tuesday 5 February

- 0930 - 1230 Plenary sessions for reports on progress towards UPE in member countries.
- 1400 - 1600 Continuation of reports.

Wednesday 6 February

- 0930 - 1230 Plenary sessions to introduce and discuss lead paper I: "Progress Towards UPE in Africa: What the Survey Reveals".
- 1400 - 1700 Group sessions on agenda item 2.

Thursday 7 February

- 0930 - 1230 Educational visits to:
- The Resource Centre for the Blind
 - St. James Primary School
 - Iketsetseng Primary School
 - The Lesotho National Teacher Training College
 - Pita Primary School
- 1400 - 1600 - Thaba-Khupa Ecumenical Project

Friday 8 February

0930 - 1230 Plenary sessions to introduce and discuss lead paper 2:
"Implementing Universal Primary Education".

1400 - 1700 Group sessions on agenda item 3.

Saturday 9 February

0830 - 1630 Educational and cultural visits to:

- Thaba-Bosiu
- Bushmen's Pass, God Help Me Pass, Blue Mountains Pass
- Molimo Nthuse
- National University of Lesotho

Sunday 10 February

Free All Day

Monday 11 February

0930 - 1230 Plenary Symposium to introduce and discuss agenda item 4:
"UPE and the Future".

1400 - 1700 Group sessions on agenda item 4.

Tuesday 12 February

0930 - 1230 Plenary sessions to introduce and discuss lead paper 4:
"Commonwealth Co-operation and UPE".

1400 - 1700 Special session of group leaders to draw up recommendations.

Wednesday 13 February

0930 - 1230 Plenary session to introduce and discuss observers' papers.

1400 - 1700 Audio visual programme on UPE.

Thursday 14 February

1100 - 1230 Visit to Opportunities Industrial Centre.

1600 - 1715 Plenary session to adopt the draft report.

1730 - 1800 Official closing of seminar

1830 - 1930 Secretariat reception

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