

BRITISH GUIANA



MINISTRY OF EDUCATION
AND SOCIAL DEVELOPMENT.

Report of the Second Commonwealth Education Conference

NEW DELHI, INDIA: 11- 25 JANUARY, 1962.

*Presented to the Legislature
by the Minister of Education
and Social Development.*

BRITISH GUIANA



MINISTRY OF EDUCATION
AND SOCIAL DEVELOPMENT.

Report of the Second Commonwealth Education Conference

NEW DELHI, INDIA: 11- 25 JANUARY, 1962.

*Presented to the Legislature
by the Minister of Education
and Social Development.*

225

REPORT OF THE SECOND COMMONWEALTH EDUCATION CONFERENCE

CONTENTS

	<i>Page</i>
Report of the Conference	1
ANNEX I: Agenda	15
ANNEX II: Report of the Committee on the Commonwealth Scholarship and Fellowship Plan	17
ANNEX III: Report of the Committee on the Training and Supply of Teachers	27
ANNEX IV: Report of the Committee on Technical Education and the Provision of Textbooks and other books	49
ANNEX V: Report of the Committee on Social Education ...	63
ANNEX VI: Report of the Committee on Education in Rural Communities	69
ANNEX VII: Report of the Committee on Financial Problems of Education Expansion	79
ANNEX VIII: Composition and Functions of a Commonwealth Education Liaison Committee (C.E.L.C.) and a Commonwealth Education Liaison Unit (C.E.L.U.)	85
ANNEX IX: List of Delegations	87

457

REPORT OF THE SECOND COMMONWEALTH EDUCATION CONFERENCE

Origin and purpose of the Conference

In accordance with a decision of Commonwealth Ministers at the Trade and Economic Conference at Montreal in 1958, the first Commonwealth Education Conference was convened at Oxford in 1959 with the United Kingdom Government as host. It initiated the scheme now known as the Commonwealth Scholarship and Fellowship Plan and a variety of other schemes of educational co-operation between Commonwealth countries. The final paragraph of the Report of the Oxford Conference records:

“To sustain the momentum of the new drive in co-operation which it is believed this Conference has initiated, the Conference recommends that another Commonwealth Education Conference should be convened in 1961, to take stock of the progress made in the intervening period and to make further plans for the future.”

2. At the generous invitation of the Government of India, the Second Commonwealth Education Conference was convened in Vigyan Bhavan at New Delhi from 11th to 25th January, 1962. It was attended by delegates from all Commonwealth countries except Cyprus, by overseas representatives within the British Delegation and by Sir Philip Morris, Chairman of the Commonwealth Education Liaison Committee. The Conference gave an especially warm welcome to the representatives of Nigeria, Sierra Leone and Tanganyika which had attained independence since the Oxford Conference.

3. The Chairman of the Conference was Dr. K. L. Shrimali, Minister of Education of the Government of India. At the Inaugural Session on 11th January the Conference was addressed by the Prime Minister of India, Mr. Jawaharlal Nehru, and received a Message from the President of India, Dr. Rajendra Prasad, in the course of which he said:

“Co-operation and mutual exchanges between the Commonwealth countries in educational matters are clearly beneficial and necessary as education is a chief constituent of progress in the intellectual and cultural development of the various countries. Without the expansion of educational facilities progress is apt to be tardy and lopsided; indeed it may result in the creation of undesirable stresses and strains to have material progress with inadequate education. Exchange of ideas regarding educational methods as well as the mutual exchange of facilities will therefore help to make progress uniform and harmonious.”

In wishing the Conference all success, Dr. Prasad expressed the hope that the spirit of mutual assistance and co-operation might be greatly strengthened and contribute to a strengthening also of the bonds of friendship and goodwill that hold the Commonwealth together.

4. Messages of goodwill were also received from the President of the Republic of Cyprus and the Prime Minister of Malaya.

5. Plenary sessions on that day and the next heard opening addresses by many delegation leaders and by Sir Philip Morris. Dr. V. S. Jha, Director of the Commonwealth Education Liaison Unit, gave the Conference an account of his work with particular reference to his extensive tour of Commonwealth countries and the experience gained from it.

6. The first task of the Conference was to review the progress which had been made since the Oxford Conference in bringing into effective operation the measures of assistance and co-operation then recommended. Two years and a half is a short time for the working out of plans which demand complicated administrative arrangements and substantial government expenditure, which require already crowded teaching institutions to find room for more places and courses and which uproot key teachers and administrators to serve in what for them are distant parts of the world.

7. The Conference was encouraged by the progress already made. In the opening plenary sessions speaker after speaker referred with pride and pleasure to what had already been done under the Commonwealth Scholarship and Fellowship Plan. A most satisfactory beginning had also been made in the further training of teachers from the newer Commonwealth countries, notably under the Bursary Scheme introduced by the British Government. In other schemes of co-operation recommended by the Oxford Conference however, progress had necessarily been slower, but what had already been achieved in the programme as a whole augured well for the further development of Commonwealth co-operation in education.

8. Progress of all education depends upon teachers and educational leaders; where these are lacking the best intentions are frustrated. The supply and training of teachers and the further training of those who are to occupy key posts in developing educational systems are therefore of vital importance, and it is on the further development of these schemes that the main emphasis should be placed in the years ahead.

9. In the course of the Conference it became clear that the member Governments of the Commonwealth wanted co-operation in education to continue and increase and that to ensure this they were prepared to give and take on practical matters in an atmosphere of goodwill. The schemes of co-operation recommended at the Oxford Conference were based upon close bilateral arrangements between Commonwealth countries supplemented by administrative machinery which was intended to assist rather than to complicate. Whereas the conclusions about the establishment of such machinery at the Oxford Conference were tentative, there was no uncertainty at this Conference. Clearly the benefits of co-operation and the experience of arrangements to facilitate Commonwealth co-operation in education by the normal methods of bilateral contacts have increased confidence. On the basis of this experience the Conference decided that the machinery should now be confirmed as an instrument which Governments could constructively use.

The work of the Conference

10. An agenda for the Conference had been agreed upon by Governments through the Commonwealth Education Liaison Committee and was adopted at the first plenary session. It proposed a review of progress in

the activities sponsored by the Oxford Conference, their improvement wherever possible in the light of the experience gained and a consideration of possible co-operation in certain other specific matters. This agenda is attached as Annex I.

11. The Conference set up Committees to study and make recommendations on these agenda items as follows:

- Committee A: The Commonwealth Scholarship and Fellowship Plan.
- Committee B: The Training and Supply of Teachers.
- Committee C: Technical Education and Co-operation in the Provision of Textbooks and other books.
- Committee D: Co-operation in Social Education.
- Committee E: Co-operation in Education in Rural Communities.
- Committee F: Co-operation in the Financial Problems of Education Expansion.

A Steering Committee was also established and this, together with working parties and sub-committees established from time to time, dealt with the remaining agenda items.

12. A brief account of the work of each Committee will be found in the following paragraphs. The full Reports of the six Committees with their terms of reference are attached as Annexes II to VII. The Conference commends these Reports to Commonwealth Governments for careful study with a view to the further development of schemes of educational co-operation.

Commonwealth Scholarship and Fellowship Plan

13. The Plan has made an impressive start and is making an important contribution to Commonwealth co-operation in education. Scholarships have been instituted by all the countries which undertook to do so at Oxford and, in addition, by Hong Kong, Malta, Nigeria, Sierra Leone and Cyprus. It was natural that a new undertaking of this kind should require some time to become known and to attain its full momentum. By the end of September 1961, however, there were 650 scholars currently studying in 14 different Commonwealth countries and it is confidently expected that the target of a thousand current awards will be achieved during 1962. The co-operation which has so willingly been given by the universities of Commonwealth countries is much appreciated as the Plan could not have operated without their help and encouragement.

14. The Plan envisaged scholarships of two years' duration, but in many universities the prized degree of Ph.D. for post-graduate research cannot be obtained in this period. Extension of the scholarship period is strongly supported, but this means that there will be fewer new awards unless awarding countries are able to increase the resources available. This would be unfortunate.

15. This balancing of new needs against available resources is fundamental to the consideration of extensions to the Plan. Some of the developing countries have established quite clearly that scholarships at undergraduate level and awards in professional, technical and other fields would meet their present needs more effectively than awards at postgraduate

level. Benefit could also be obtained through the provision of short-term visits by senior educationists, through travel grants to assist senior Commonwealth scholars to take advantage of awards offered by other authorities and through scholarships for social and rural education. Unless additional funds become available, however, making such provision will entail reduction in the number of postgraduate awards and this is not considered desirable. On the other hand, a principle of maximum flexibility within the Plan is commended so that the greatest benefit may be obtained by each country from the resources available.

16. There are other forms of assistance, some from within the Commonwealth and some from without, which can be drawn upon to help in a number of these fields and clearly every possible use should be made of them.

17. The educational needs of the Commonwealth increase yearly both in size and in diversity. If the Plan could be both expanded and extended to match, the benefits would be great. The extent to which these benefits will be won depends upon the resources which can be made available.

18. Careful consideration has been given to the manner in which the administration of the Plan has worked out in practice and many improvements have been proposed. These are described in the Appendix to the Report of Committee A, which is attached as Annex II.

Training of Teachers

19. The 800 teacher training awards that have already been offered under schemes of Commonwealth co-operation in education show that encouraging progress has been made and there is every prospect that it will increase. The Conference noted with pleasure India's offer to increase substantially teacher training bursaries as well as the supply of teachers to the developing countries of the Commonwealth. Australia announced an increase in teacher training awards and training was also offered by Pakistan.

20. Rapid educational advance has made the need for teachers very great, but it is not easy for developing countries to forecast their needs. Nevertheless more detailed information should be collected and circulated and progress reports should be published by donor countries on their schemes of assistance. It would be helpful if more time could be given for publicising awards before nominations are made.

21. Certain difficulties affect the welfare of students. Countries sending teachers overseas for training should pay their salaries or dependants' grants or both unless such grants are included in the award made by the donor country. They should also in general pay their passages but, if the donor country agrees, the recipient country should have the option of accepting fewer awards with passages included. Orientation courses can help students to settle down and international hostels should be provided if existing accommodation is insufficient.

22. Where a course carries no formal qualifications, Governments cannot easily determine what teachers' salaries should be on their return. To assist them, information should be disseminated about the content of each course, its general standard and the types of certificate available, and the

2161

certificate awarded should describe the content of the course. Governments should recognise, either financially or by promotion, study satisfactorily completed abroad. Teachers equally must recognise their obligation to return home for service in education after their course.

23. The need continues for training specialists in mathematics, science and English and the training of technical teachers is vital, especially for rapidly developing countries. As the discussions on social education and on education in rural communities emphasise that these subjects should be included in existing schemes, teacher training awards in these fields are also recommended.

24. Various forms of in-service training should now be tried to improve the instruction given by serving teachers. Consideration should be given to providing in-service courses similar to the successful vacation courses conducted by British teachers and lecturers in Nigeria.

25. The Report of Committee B on this subject is attached as Part I of Annex III.

Supply of Teachers

26. The shortage of teachers beyond the primary level is worldwide. The Oxford Conference indicated that teacher supply requirements within the Commonwealth should mainly be met by bilateral agreements. Progress in the supply of teachers and other key personnel under such agreements has been made by Britain, Canada, Australia, New Zealand, India, Pakistan and Malaya.

27. The supply of teachers has so far been handicapped by lack of information not only on the resources of donor countries but also on the needs of developing countries and on the living and service conditions they can provide for teachers. In this connection, it is desirable that persons with a first-hand knowledge of the countries concerned should participate in interviewing prospective teachers and that induction courses should be given in the receiving country to enable those recruited to adapt themselves to new cultural backgrounds.

28. Since experience shows that the non-graduate teacher of certain developed countries is capable of replacing the graduate in a wider range of secondary school posts, information should be disseminated to convince receiving countries of the value of non-graduates in secondary schools.

29. The advantage of a long contract allowing a teacher to settle down in an unfamiliar background must be weighed against the fear such a contract may produce that his prospects at home may be jeopardised. There is much to be said for an initial two-year contract of service with an option on both sides for further renewal.

30. Links should be established between developed and developing countries or regions to encourage the supply of teachers to the latter. Such a link has proved fruitful between New Zealand and Fiji. Other links might well be established between part of a developed country and a developing area in which it takes a special interest.

31. In technical teacher training the main need was formerly thought to be at higher levels, but technical teachers for secondary schools and trainers of such teachers are now clearly required. Some countries urgently

need teachers of technical subjects (not necessarily graduates) who are equipped to teach in technical high schools. Any programme to supply teachers must include technical teachers and the trainers of such teachers.

32. The Report of Committee B on this subject is attached as Part 2 of Annex III.

The Teaching of English as a Second Language

33. The Oxford Conference recommended that the problems involved in the teaching of English as a second language should be studied by a group of Commonwealth experts, and a Conference was accordingly held at Makerere College, Uganda in January, 1961. Three of the chief needs established at it were:

- (a) the supply and training of teachers of English as a second language;
- (b) the dissemination of information about the teaching of English as a second language; and
- (c) an examination of the use of English, especially as a second language, and the part to be played in this by regional centres.

34. Commonwealth Governments should give consideration to the training of experts in the teaching of English as a second language, directing special attention to the establishment of a career in this field. Britain's offer to recruit and train 20 to 30 top-level experts to train those who will later train teachers of English is welcome. These graduates should form part of a career service and be seconded to teacher training and other institutions.

35. The establishment of regional English language centres closely linked with universities and training colleges deserves urgent attention. Research into teaching English as a second language and training of teachers of English from countries having common linguistic problems should be the chief functions of these centres.

36. A Commonwealth information centre on the teaching of English as a second language should be established in London. It should collect and disseminate information on the best and quickest means of teaching the subject, but it should neither conduct nor finance research. Its head should be a fully qualified top-level expert in the field, bearing full responsibility in his professional field but administratively responsible to the Director of the Commonwealth Education Liaison Unit. Details of the organisation should be left to the Commonwealth Education Liaison Committee and the centre should be financed under the formula applied to the Commonwealth Education Liaison Unit.

37. The Report of Committee B on this subject is attached as Part 3 of Annex III.

Technical Education

38. Technical education continues to be vitally important to all Commonwealth countries if their economies are to be developed and standards of living improved. Some Commonwealth countries have made substantial progress in their provision for technical education and nearly all have made some advance. Further expansion is still needed and in many countries this has been planned.

452

39. More facilities are needed for producing technologists, technicians and craftsmen and people of similar levels in such fields as commerce and agriculture. While it is gratifying to note that those countries which have expanded their provision are prepared to offer places to students from small countries, the long-term aim should be for all countries to provide their own training facilities, particularly for the large number of technicians and craftsmen who will be needed to support the work of technologists.

40. Training facilities cannot however be provided without an adequate supply of trained teachers. Some will be provided under the schemes for the supply of teachers, but many more need to be trained. The offers of India, Pakistan and Malaya to make available in their technical teacher training colleges places for potential teachers from other countries are therefore a welcome addition to the facilities already available, some of which may also be expanded. Australia has announced a further increase in the number of training awards, some of which will be available for the training of technical teachers.

41. There is now perhaps less urgency to provide regional technical teacher training colleges as advocated by the Oxford Conference, except where there are groups of small countries none of which is large enough to sustain a technical teacher training college of its own. The offer of Ceylon to establish teacher training facilities for students from other countries should however be pursued if adequate support from other countries is forthcoming.

42. Britain has proposed a scheme of training for technical teachers and has undertaken to provide 40 to 50 bursaries a year for overseas students. Under this scheme students will be given specially planned additional experience in industry and training in a technical college during the first year followed by a year's course of teacher training. All these offers should help to increase facilities for training technicians and craftsmen in developing countries.

43. The importance of adequate industrial experience at all levels needs to be stressed and all Commonwealth countries should consider whether arrangements for making such experience available can be improved.

44. Some countries have obtained recognition from professional bodies in Britain for certain qualifications and it would be helpful if the advisory services of those bodies relating to recognition could be expanded.

45. The Report of Committee C on this subject is attached as Part 1 of Annex IV.

Recognition of qualifications and courses

46. The equivalence of qualifications awarded in different parts of the Commonwealth and their recognition in other parts came up for discussion in several Committees of the Conference (see, for example, paragraph 22 on special teacher training courses carrying no formal qualification and paragraph 44 on the role of professional bodies).

47. In these days of frequent movement of trained personnel throughout the Commonwealth this question of recognition is of growing importance, and in its present condition it can sometimes impede the satisfactory development of Commonwealth co-operation in education.

48. The Conference appreciates the complexity and difficulty of the problem. In some cases autonomous bodies are concerned, such as universities, other educational institutions and professional organisations many of which have specific powers and responsibilities under their charters. In others, Governments are involved directly or indirectly in regard to employment in the public services. For the first, it is suggested that Governments should invite the autonomous bodies concerned to study the question and see whether any line of advance can be discovered. For the second, where Governments are involved, it is suggested that they should themselves initiate appropriate action with reference to employment as well as to status and emoluments. The Conference hopes that the authorities concerned will give sympathetic consideration to both problems. The matter should be kept under review by the Commonwealth Education Liaison Committee and discussed at a later Conference.

The Provision of Textbooks and Other Books

49. There is no doubt that the need for both textbooks and other books in developing countries of the Commonwealth can be expected to increase with the growth of education. Vigorous efforts are therefore needed to make good the present shortage which may include the supply of printing paper.

50. Governments and many publishers are aware of this and various methods of preparing and producing textbooks appropriate to the requirements of particular countries have been found. There already exist some ways in which training in the writing, preparation and production of textbooks can be given and Britain hopes to provide 10 to 12 bursaries annually for a new course in this field. Other countries should consider what additional help they can give by way of training and technical advice. The Commonwealth Education Liaison Unit could also assist by circulating information about new developments in the techniques of producing textbooks.

51. Books must not only be produced but must also actually reach those who need them, either on loan or at low prices.

52. The lending of textbooks and other books can be best arranged through the development of library services of various kinds and it is important that these services should be developed quickly in all countries and that adequately qualified staff should be available to make them effective. Information about the training facilities for librarians which exist in many parts of the Commonwealth should be made available to all Commonwealth countries.

53. The low-priced books scheme under which Britain helps to provide university textbooks in India has been markedly successful. It could usefully be extended, and other Commonwealth countries should consider the development, where practicable, of similar schemes.

54. The free movement of educational books throughout the Commonwealth is a matter which all countries should help to ensure and they should also consider whether their internal arrangements for the distribution of books could be improved.

55. The Report of Committee C on this subject is attached as Part 2 of Annex IV.

Social Education

56. Social education was not considered as a separate topic at the Oxford Conference, but in a paper presented to the present Conference by the Government of India attention was drawn to the need for properly organised and developed programmes of social education, particularly in developing Commonwealth countries, and the benefits that could be derived from them.

57. Social education is informal, as distinct from formal, education of men and women as individuals and as members of their communities. The main emphasis in social education is directed towards adults and their places, functions and responsibilities within their community settings with particular reference to common effort and mutual aid.

58. From the discussions which have taken place it seems clear that development of the practice and techniques of social education is at different stages throughout the Commonwealth. Some countries have had considerable practical experience in social education and have established formal courses of training. All countries have great need for trained and experienced staff to give impetus and direction to social education programmes and some require in addition teaching materials and equipment. Through exchanging key personnel, through making assistance of these kinds available to those seeking it and through providing facilities for practical experience and formal training in social education, co-operation between Commonwealth countries could provide the answer to at least part of this need.

59. Any programme of social education requires the active support of governments, voluntary organisations and voluntary community leaders and it is important that voluntary organisations should be given adequate facilities to undertake their role effectively. There is an urgent need for trained voluntary staff and therefore it is proposed that short courses to train voluntary workers in social education should be developed and expanded.

60. In this field, as in others discussed by the Conference, exchange of information within the Commonwealth and advice on techniques would be of value. Publications on social education should be made available and action should be taken to assist exchanges and to inform countries of what is available. It is also proposed that information should be available at some central point about courses of training and scholarships available in each Commonwealth country and about opportunities for obtaining practical experience in the field of social education.

61. Social education should receive high priority in educational development programmes and should take its place in programmes of Commonwealth co-operation in education.

62. The Report of Committee D is attached as Annex V.

Education in Rural Communities

63. Education in rural communities was another subject not separately considered at the Oxford Conference, and in the circumstances no comprehensive body of information was available. The importance of rural education is manifest, for two reasons. It is the education of the greater part of the population of the Commonwealth as a whole, even if not of each

member country; and it can powerfully assist, although it cannot alone achieve, the economic betterment of the rural peoples of the Commonwealth.

64. With this new subject it is necessary first to establish the generally desirable objects of rural education policy. Educational opportunity for town and country children should as far as possible be equalised at all levels. This does not mean identity of content as between town and country, but rather that the education should in each case be related to the environment. Pupils in rural areas should be given a knowledge and an appreciation of the rural way of life and should be enabled to prepare for suitable vocations. In the country, as in the town, a strictly vocational content should be introduced into education only when a sound general foundation has been laid. Agricultural education should properly be considered as a part of technical or vocational education as a whole and not treated in isolation. The provision of secondary education for country children is possibly the most difficult single problem of rural education.

65. The problems of rural education in different parts of the Commonwealth have much more in common than differences of latitude, climate or history might suggest. Consequently there is scope for a useful exchange of experience and ideas between Commonwealth countries and for mutual help in other ways.

66. Even at this early stage of joint consideration of the problems of rural education, the facts warrant recommendations concerning the systematic exchange of information under the aegis of the Commonwealth Education Liaison Committee, the arrangement of visits by experts to other Commonwealth countries where they have something to learn or something to impart; a recognition of the special claims of rural teachers for inclusion in teacher training schemes; conferences of experts on matters of common interest; and the specific inclusion of the needs of rural education in the subject matter of Commonwealth conferences.

67. The Report of Committee E is attached as Annex VI.

Financial Problems of Education Expansion

68. As delegations were unable to commit their countries to promises of financial assistance in the way of capital grants, the financial problems of education expansion have not been discussed in quantitative terms. Attention has instead been given to examining what are the most important areas of need among Commonwealth countries to discover how far these needs might be met by available resources and within various existing schemes of co-operation, or how far the experience of more educationally advanced countries might be helpful in finding solutions to the various problems posed by educational expansion. In addition to the forms of co-operation under discussion at the Conference there are other schemes for mutual assistance in education in which Commonwealth countries are participating. Some countries have already committed much of their available resources for educational assistance to such schemes as the Colombo Plan and the Special Commonwealth African Assistance Plan.

69. The particular needs which can be said to fall within the scope of Commonwealth co-operation can be broadly grouped into four categories. These are briefly the provision of increased opportunities for education and training at all levels, the supply of teachers in special subjects and skills,

2167

the supply of specialised equipment and the production and supply of text-books and other reading matter at moderate prices.

70. Countries' needs are not identical but, though the order of priorities varies according to regions, these four heads cover the most important requirements (other than capital) without which all expansion programmes would be gravely hindered. Most of these needs could be satisfied within the framework of existing schemes of Commonwealth educational co-operation.

71. Where schemes of aid are not being fully utilised countries engaged on programmes of mutual assistance are urged to adjust, by bilateral arrangements, the existing schemes of aid to meet particular needs more effectively.

72. The Report of Committee F is attached as Annex VII.

Conferences of Experts

73. The Oxford Conference recommended the holding of a conference of experts from Commonwealth countries on the Teaching of English as a Second Language, and such a conference was held at Makerere College in Uganda in January, 1961. The Report of the Makerere Conference is referred to in paragraph 33 above.

74. In view of the success of the Makerere Conference the present Conference has considered as a general question whether and on what terms it was desirable to hold further conferences of experts from Commonwealth countries on other subjects. The Conference has agreed that, in principle and subject to the considerations set out below, conferences of experts are a suitable form of Commonwealth co-operation.

75. The Conference considers that the following criteria should be taken into account when a proposal to hold a conference of Commonwealth experts is under consideration:

- (a) the conference must offer reasonable assurance of providing significant and worthwhile results of value to the participants and to their countries;
- (b) it must assist in raising the standards of teaching and education in the specialised field concerned;
- (c) in determining priorities, preference should be given to conferences which are designed to meet the needs of developing countries and which concentrate on areas where the need for the training of key people is of special importance; and
- (d) care must be taken not to duplicate the work of international agencies and to consider in each case whether a problem requiring attention might be taken up by countries outside as well as inside the Commonwealth.

76. The Conference recommends that the Commonwealth Education Liaison Committee be made responsible for considering in the light of these principles the subjects on which expert conferences might be held. The manner of organising and financing each such conference should be decided by the Committee, which will no doubt be guided also by the practical suggestions made in the papers submitted to the Conference, which found ready acceptance.

77. Of the three specific topics which had been suggested for immediate consideration, the Conference has decided against holding a conference on school building in 1962, but recommends instead that the Commonwealth Education Liaison Unit should invite Commonwealth countries which have experimented with low-cost school building, whether they have been successful or not, to prepare papers on their experience for circulation to other Commonwealth countries.

78. The remaining two topics—the teaching of science and mathematics and the use of audio-visual aids, including television, in education—are referred to the Commonwealth Education Liaison Committee with the suggestion that a conference on the former subject, especially if it could be limited to the teaching of science and mathematics at the secondary level, would be of immediate importance to developing countries.

Administrative Machinery

79. The Oxford Conference, having agreed upon its recommendations for specific schemes of assistance and co-operation, went on to consider whether some form of administrative machinery would be required for them. That Conference concluded that the normal method of implementing those schemes should be through bilateral contacts between Commonwealth countries, but that additional machinery of an intra-Commonwealth character, modest in size and on an experimental basis, should be set up to assist the development. The Commonwealth Education Liaison Committee and the Commonwealth Education Liaison Unit were accordingly brought into existence by joint action among the Governments concerned, with terms of reference as recommended by the Oxford Conference (Annex V of its Report).

80. This Conference was specifically charged with reviewing these arrangements and recommending what administrative machinery would be required to assist intra-Commonwealth co-operation in the future. Its work on this matter was greatly assisted by the Report submitted to the Conference by the Commonwealth Education Liaison Committee and an early and unanimous decision was taken that, in the period since their creation, the Commonwealth Education Liaison Committee and the Unit had served a most useful purpose and that they should be continued for the future.

81. In this knowledge each Committee was able to consider what functions within its own field the Committee and the Unit could usefully perform and this in turn enabled the Conference to determine in more detail what their nature and size should be.

82. The Conference reaffirms both the main recommendations of the Oxford Conference on this subject: that the schemes of assistance and co-operation should normally be implemented through bilateral contacts between one Commonwealth country and another, and that there is at the same time a need for intra-Commonwealth machinery to supplement bilateral arrangements. The Commonwealth Education Liaison Committee should comprise one representative of each Commonwealth Government together with one representative of the British dependencies under an independent chairman. The concept of the Unit as a Commonwealth agency, at the service of each Commonwealth member and jointly financed by all, operating under the general direction of the Committee, has proved satisfactory.

83. The Conference was impressed by the demand, arising from several Committees as already recorded in paragraphs 20, 50, 52, 60, 66 and 77 above, for a means through which information could be collected from Commonwealth countries and made readily available to others. The information might be of many kinds: general background information on the conditions of life and of study or employment which teachers might meet if they went overseas under these schemes; statistical information on the needs of particular countries for teachers of particular kinds; detailed information on the programmes of assistance which Commonwealth countries were offering and of the ways in which they were operated; technical information on techniques of text-book production, audio-visual aids, school building and so forth. There is no doubt that some means of meeting this demand must be found.

84. The Commonwealth Education Liaison Committee should therefore make it one of their principal responsibilities to ascertain what information will be of value to member Governments and to suggest what would be the most convenient manner for member Governments to obtain it; and, in the words of the Oxford Conference Report, "generally to act as a centre of reference to facilitate Commonwealth educational co-operation".

85. On the remainder of the work of the Commonwealth Education Liaison Committee and the Unit, the principles of their operation are now sufficiently well understood to make unnecessary so precise a definition as was required at Oxford when this machinery had to be created. The Committee's affairs are controlled by representatives of all the Governments of the Commonwealth and the Committee is thus wholly responsive to their wishes. It is therefore sufficient to lay down that the Committee and the Unit should undertake the functions already assigned to them and such other functions to supplement the normal bilateral exchanges between member Governments and to develop and improve Commonwealth co-operation in education as the Committee may deem necessary and feasible. This will enable the Committee to consider and adopt if they so wish the specific suggestions affecting administrative machinery which are recorded in the Reports of the Committees of this Conference.

86. The Conference considers that the location of the Commonwealth Education Liaison Committee in London has proved satisfactory and, bearing in mind that any newly independent Commonwealth country is likely to appoint its first High Commissioner there, proposes that it should continue to meet there. It follows that the Unit will also be in London.

87. The attention of the Conference was drawn to a number of more detailed matters. The present Director of the Commonwealth Education Liaison Unit was appointed by the Commonwealth Education Liaison Committee to serve from the time of his arrival in Britain until 31st March, 1962, and the present Deputy Director was seconded by the British Ministry of Education to the service of the Unit from the same date for the period until this Conference. The Conference is of the opinion that appointments to these posts and other matters concerning the staffing of the Unit should be left to the Commonwealth Education Liaison Committee to determine. It is the view of the Conference that it would be wise to let the future machinery evolve naturally out of what has already been created and found satisfactory.

88. A more formal statement of the proposed composition and functions of the Commonwealth Education Liaison Committee and the Commonwealth Education Liaison Unit will be found at Annex VIII.

Third Commonwealth Education Conference

89. The Conference proposes that a further Commonwealth Education Conference should be convened not too far in the future, perhaps in 1964. The date should be determined later by the Commonwealth Education Liaison Committee. The Conference gratefully received a generous offer by the Canadian Government to act as host on that occasion and recommends its acceptance.

Conclusion

90. Much of this Report has so far been concerned with the review and practical working out of the schemes inaugurated at Oxford. The present Conference was designed to press forward in a practical way towards the achievement of the ideals which the Oxford Conference laid before the countries of the Commonwealth.

91. But co-operation will not be a living reality unless the Governments and the peoples of the Commonwealth continue to strive together in a common effort. There must be a feeling of common purpose and of urgency, and co-operation must grow into new fields. Governments will always face difficulties in meeting the financial needs of education, which are almost limitless, and available funds must be deployed to the best effect. The Conference believes that its discussions constitute a real contribution to these ends.

92. The Oxford Conference arose out of the Trade and Economic Conference of the preceding year. This second Conference has seen and marked the progress which has been made in facing the problems which the earlier Conferences identified. The problems of the future will be no less urgent and pressing for the importance of education to economic betterment grows steadily, as does its contribution to the strengthening of the bonds of the Commonwealth.

93. The devotion of Commonwealth countries to the ideal of freedom of thought and expression for the individual has been a consistent theme at Commonwealth meetings. It is perhaps at a Commonwealth Education Conference, as at Oxford and now at New Delhi, that this should emerge most clearly. For, as the Minister of Education of the Federation of Malaya said at the opening plenary session:

“Although each member of the Commonwealth has its own system of education, they have one common aim and that is the important stress laid on the development of the individual and co-operation among the people by mutual consent.”

94. By treating educational ideas and principles as fundamental, the Commonwealth and its peoples are strengthened. The Conference was privileged to hear the reflections of the Prime Minister of India on great themes, and it is appropriate to conclude this Report with a sentence from his speech at the Inauguration of the Conference:

“Wherever you go, at the back of it, at the base of it, must lie education.”

117'

ANNEX I

AGENDA

1. To receive and consider reports on the Commonwealth Scholarship and Fellowship Plan ; and to recommend such measures as are considered necessary for improving its working.

2. To receive and consider reports on the training of teachers ; and to recommend such measures as are considered necessary for improving the working of these schemes.

3. To receive and consider reports on the supply of teachers to other Commonwealth countries for service in universities and in other educational institutions ; and to recommend such measures as are considered necessary for improving the working of these schemes.

4. To receive and consider reports on technical education ; and to recommend such measures as are considered necessary for improving the working of these schemes.

5. To receive and consider reports on the work of the Commonwealth Education Liaison Committee and the Commonwealth Education Liaison Unit and to recommend what administrative machinery will be required to assist intra-Commonwealth co-operation in the future.

6. To consider the possibility of co-operation in the extension of, or addition to, the Commonwealth Scholarship and Fellowship Plan by providing awards for :

(a) basic professional training not obtainable in the student's own country ;

(b) undergraduate study at universities and colleges of adult education ;

(c) study at technical colleges below postgraduate level ;

(d) short-term visits of senior educationists ; and

(e) travel grants.

7. To consider the possibility of co-operation in the provision of textbooks and other books, viewed in relation to items 1 to 4 above.

8. To consider the possibility of co-operation in social education.

9. To consider the possibility of co-operation in education in rural communities.

10. To consider the possibility of co-operation in the financial problems of education expansion.

11. To consider in general the holding of conferences of experts from Commonwealth countries, and in particular the holding of conferences of experts on the following subjects—

(a) school building ;

(b) the teaching of science and mathematics ;

(c) the use of audio-visual aids including television in education.

ANNEX II

REPORT OF THE COMMITTEE ON THE COMMONWEALTH SCHOLARSHIP AND FELLOWSHIP PLAN

CONTENTS

	<i>Paragraph</i>
Introduction	1
Administrative machinery	2
Extension of scholarships	3
Handbooks on universities	4
Fellowships	5
Undergraduate study, professional and technical awards	6
Short-term visits by senior educationists	7
Travel grants	8
Selection procedure	9
Administration	12
Scholarships for Social and Rural Education	13
Obligation of scholars to return home	14
Conclusion	16
APPENDIX	<i>page 22</i>

REPORT OF THE COMMITTEE ON THE COMMONWEALTH SCHOLARSHIP AND FELLOWSHIP PLAN

Introduction

At the Second Commonwealth Education Conference, the Committee was established to consider reports on the Commonwealth Scholarship and Fellowship Plan, to survey its progress, and to make recommendations on measures for its improvement. The Committee was also invited to consider whether it was possible or desirable to extend educational co-operation within the Plan or to make additions to it by providing awards for basic professional training not obtainable in the student's own country, for undergraduate study at universities and colleges of adult education, for study at technical colleges below post-graduate level, for short-term visits of senior educationists and for travel grants.

Administrative machinery

2. It was decided to review the administrative machinery of the Plan. For this purpose a Working Party representative of all delegations was established under the Chairmanship of Sir Douglas Logan. The Working Party's recommendations can be found in the Appendix to this Report. The Committee has accepted these recommendations.

Extension of scholarships

3. In discussing the advisability of granting extensions to scholarships beyond two years, there was general agreement that this was an acceptable principle where it was essential to enable a scholar to complete satisfactorily a course of study already in progress, and it was visualised that this would probably be most applicable to Ph.D. courses. It was emphasised that this type of extension was often desirable, but that where a change of course or an additional course of study was contemplated, reference should first be made to the agency of the nominating country. It was felt by many delegations that it would be undesirable if the granting of such extensions were to place a further limitation on the number of scholarships available in subsequent years. This implied an increase in the overall number of awards and it was realised that this, in turn, would require an increase in financial resources. Delegations from countries offering awards were not in a position to indicate that such increased financial resources could be made available at present. Another point which was stressed was that some of the developing countries, whose needs for trained staff were particularly acute, might not wish their nominees to proceed to the Ph.D. course where a Master's degree would satisfy their requirements and intentions for the scholar. Moreover a greater use of scholarships for short courses of perhaps one year's duration or less would help to balance the effect on the overall number of scholarships produced by extensions of some to three years for the purposes of the Ph.D. degree.

Handbooks on universities

4. It was agreed that most countries have insufficient knowledge about the courses and educational facilities of other Commonwealth countries.

475

Fuller information about this would enable prospective scholars and the nominating agencies to make their precise wishes known at the time of submitting scholarship nominations. This need would best be served if each country offering awards produced its own handbook indicating the courses, fields of specialization, research facilities and welfare arrangements for students within the country. This information would supplement that contained in the Year Book of the Association of Universities of the British Commonwealth, and it would be most valuable if it were sent to nominating countries not later than the offer of awards.

Fellowships

5. Consideration was given to whether the intentions of Fellowship awards had been sufficiently realised. Discussion revealed that senior scholars to whom this part of the Plan applied were most frequently engaged upon work which made it difficult for them to take up an award unless very long notice of it were given. It was also clear that only people of outstanding attainment were suitable for fellowships and such people were, for obvious reasons, limited in number. It was generally agreed that these factors accounted for the relatively few fellowships so far taken up. It was expected that there would be an increase in their number in the future, though the increase would not be large.

Undergraduate study, professional and technical awards

6. It became apparent from discussions that a number of delegations from the developing countries of the Commonwealth regarded undergraduate, professional and technical awards as equally important to, and in some cases even more important than, awards for postgraduate study. It was pointed out that the level of people likely to make a significant contribution to their own countries was directly related to the stage of development reached in that country and that the pressing need in many instances was other than for postgraduate scholarships. It was noted that there were other schemes outside the Commonwealth Scholarship Plan which made provision for awards of this nature and it was agreed that these should be utilised wherever possible. It was noted that the essential flexibility of the present Plan allowed for awards of the type considered in this paragraph and that some had already been made; nevertheless it was hoped that more might be done in this direction notwithstanding the opportunities offered by other schemes. If these needs were made known at the time of submitting nominations, the awarding countries would endeavour to meet them so far as was possible. It was generally agreed, however, that it would be undesirable to reduce the number of postgraduate awards now being made under the Plan.

Short-term visits by senior educationists

7. There were undoubted benefits to be gained both by the sending and receiving countries from visits by senior educationists, and it was felt that they might be financed from the Scholarship and Fellowship funds if there were sufficient money available. If this wish could be realised, the arrangements for visits would be made bilaterally. Since such visits might cause a reduction in the number of scholarships and fellowships, it was desirable to take advantage, wherever possible, of other parts of the Commonwealth education programme and other schemes such as the British Council programme, and comparable programmes in other Commonwealth countries.

Travel grants

8. The Committee noted that various organisations provided awards which could be made to senior scholars within the Commonwealth but which frequently were not taken up for want of funds to cover travel expenses. It was suggested that where such senior scholars were persons who might be invited to accept a senior fellowship under the Plan, the two sets of resources might be combined and travelling expenses provided from the Plan. Notwithstanding this it was considered that other schemes providing travel grants, such as the Commonwealth Universities Interchange Scheme, should be drawn upon first. These arrangements would be made by bilateral agreement.

Selection procedure

9. The delegations from some nominating countries were concerned about the present requirement that nominations should be substantially in excess of the number of awards offered, in most cases double the number of awards to be made. It was contended that this practice meant that a number of good candidates would fail to obtain an award whilst other candidates, possibly not of so good a standard, nominated for another award, might be successful. This was disturbing to individual candidates and it caused a certain amount of disruption in the overall planning of the developing countries. These countries also felt that it was of very great importance that their stated priorities, which were related to national needs, should be observed as far as possible by the countries offering awards.

10. The awarding countries stated that an excess number of nominations facilitated the placing of scholars and allowed a reserve to cover withdrawals. It also enabled a country offering scholarships to make more awards than were originally offered should there be more places available than at first envisaged. It was also of great assistance in meeting the problems of the universities, whose agreement to take the scholars had in all cases to be obtained. In some countries scholars showed a marked preference for certain universities which could not always take them: this problem was eased by having a wider field of nominations. Nevertheless it was agreed that the nominating countries had a real problem, and it was felt that with growing experience it should be possible to reduce the excess required. This request would be met by the awarding countries so far as possible.

11. Countries offering awards stated that they already tried to observe the priorities of the countries making nominations but it was important to ensure a wide distribution of scholars among the receiving universities and the very nature of these institutions meant that the final decision on all placements was vested in them. Efforts to meet priorities would continue and the position should improve as experience in the operation of the Plan increased.

Administration

12. The Oxford Conference agreed that arrangements should be made for recording information about awards made under the Plan and for issuing an annual statement giving this information and a report on the progress of the Plan, and that this responsibility could appropriately be undertaken by the Association of Universities of the British Commonwealth. The Committee agreed that this machinery was adequate in its

present form. The Committee expressed its appreciation of the Report drawn up by the Association of Universities of the British Commonwealth and issued by the Commonwealth Education Liaison Committee and recorded the hope that an annual report would continue to be issued.

Scholarships for Social and Rural Education

13. The Report of the Oxford Conference stated that there was to be no limit to the fields in which Scholarships and Fellowships could be awarded. It was therefore agreed that scholarships could be given for social and rural education on the assumption that such awards would be made on the same basis as any others.

Obligation of scholars to return home

14. In spite of the condition laid down at the Oxford Conference that a scholar should return home on the completion of his scholarship period, some countries feared that difficulties might be encountered in persuading their scholars to do this or to enter the sphere of work for which their governments had nominated them for training. As these countries had normally selected their candidates in terms of their own development programmes, the failure of the scholars to comply with these plans could have serious consequences to the country's progress. It is a fundamental aspect of the Plan that scholars should, at the end of their tenure, return home.

15. It was made apparent that it was for the nominating country when nominating a scholar to draw up with him an agreement covering its needs and stating the conditions upon which his nomination depended, and to attach such clauses of enforcement as the country considered necessary. It would be the responsibility of the nominating country to ensure that the scholar accepted these terms before he was allowed to take up his award.

Conclusion

16. It was apparent that all delegations felt that the Scholarship and Fellowship Plan had proved to be a great success. Tributes to the all-round benefits derived from the Plan were paid by many countries. Tributes were also paid to the great help which has been given by universities throughout the Commonwealth, without which the Plan could not have succeeded. The needs of the Commonwealth were increasing yearly both in size and in diversity and there was an obvious desire on the part of all members to do everything they could to meet these needs, but the availability of financial resources imposed a limit on the work that could be done. The Committee was agreed that not only could the Plan as at present operating be expanded with advantage, but that there were several directions, considered in this Report, in which it could be extended. These would bring benefits to and meet the needs of the countries of the Commonwealth. Such expansion and extension must depend upon finance, and finance was clearly involved in many priorities outside the terms of reference of this Committee. The Committee contents itself with saying that, while an excellent start had been made, there was scope for further expansion if the necessary resources could be made available.

On behalf of the Committee,
(Signed) P. J. Baxter,
Chairman.

478

APPENDIX

Recommendations of the Working Party on the day-to-day operation of the Commonwealth Scholarship and Fellowship Plan

Note: In the paragraphs which follow reference is made only to the scheme of Commonwealth *Scholarships*, except that paragraphs (14) and (15) refer to the Plan as a whole (i.e. including Visiting Fellowships and other senior awards).

(1) Timetable for competitions

- (i) Each awarding country should give as long notice as possible of its general intention to invite nominations, thus enabling nominating countries to give advance publicity and to make other preparations.
- (ii) There should be only two nomination dates, viz. July 31st and December 31st, either or both of which could be used by an awarding country when inviting nominations.
- (iii) An awarding country should invite nominations at least five months before the nomination date. It is important that this invitation be accompanied by a sufficient supply of prospectuses, application forms (if necessary) and information regarding facilities for study to enable the nominating country to publicise the awards and to invite applications.
- (iv) Successful candidates should be notified of their awards as early as possible.

(2) Application forms

- (i) As a general rule the form completed by candidates and forwarded to awarding countries should be provided by each nominating country. It is however open to any nominating country to ask an awarding country to supply its own application forms.
- (ii) If the form is provided by a nominating country it should contain all the questions which every awarding country would wish to ask in order to secure the basic information the latter requires. To these basic questions an individual nominating country will be free to add any questions it requires for its own purposes. The basic questions required by the awarding countries will be drawn up by their representatives at this Conference, and it is understood, in order to enable nominating countries to print stocks of their forms, that no alteration in these questions will be requested before the next Commonwealth Education Conference or for at least two years.

(3) References

- (i) References should be confidential between the referee and the scholarship agencies.
- (ii) Whenever possible references should be taken up by the nominating agency. It may however be necessary in certain countries to ask the candidate to ensure that his referees write to the nominating agency.

- 479
- (iii) It is desirable that the referees for each candidate (and essential that at least two referees) should be persons under whom the candidate has studied or worked.

(4) Medical certificates

It should no longer be necessary to require every candidate to submit a completed medical certificate with his application to the nominating agency. When inviting nominations, the awarding country should state whether it requires a medical certificate to be submitted in respect of each candidate nominated or only in respect of candidates to whom awards are eventually offered.

(5) Nominations

- (i) There is no objection to a nominating country deciding to nominate an individual candidate to several awarding countries simultaneously.
- (ii) There is no obligation on a nominating country to inform an awarding country which candidates, if any, have been nominated to another awarding country. Each awarding country should notify the nominating country as early as possible of its selections in order to enable the latter to inform other awarding countries concerned.

(6) Deferment of tenure

Applications for deferment of tenure should be considered on their merits.

(7) Leave of absence

If any necessary leave of absence has not previously been guaranteed, every effort should be made by a nominating agency, on receiving information of an award, to secure from the employer concerned the release of the candidate from his employment.

(8) Reception of scholars

It is generally desirable that a scholar should arrive in an awarding country about fourteen days before he is due to begin his course of study.

(9) Clothing grants

If a clothing grant is included in the scholarship emoluments, the awarding country concerned is urged to decide upon the countries and areas to whose scholars it would pay the grant rather than to consider the need for the grant in the case of each individual scholar.

(10) Reports on scholars

An awarding country should supply to a nominating country, if the latter so desires, annual reports on the progress of scholars from the nominating country.

(11) Return home on expiration of award

- (i) When a scholar wishes to return home by an indirect route, the final decision as to what fare, if any, is payable rests with the awarding country.

- (ii) When a scholar wishes to delay his return home for a substantial period of time, it should rest with the awarding country, after consultation with the nominating country, to decide whether to agree to the deferment of payment of return fares. If the rates of fares have altered in the meantime, any payment made would not necessarily be of an amount greater than what the scholar would have received if he had returned without delay.

(12) Relations between agencies

- (i) The awarding agency should usually inform the nominating agency of an award at the same time as it informs the scholar. The letter of award should direct the scholar to inform the nominating agency as well as the awarding agency of his acceptance of the award.
- (ii) The awarding agency should correspond direct with the scholar about the offer and acceptance of the award.
- (iii) The awarding agency should have no obligation to inform unsuccessful candidates of the result of their applications: the nominating agency should undertake this task if the awarding agency so requests.
- (iv) In the event of the premature termination of a scholarship, the awarding agency should, wherever feasible, consult the local representative of the nominating country before the award is finally terminated.
- (v) At the normal date of expiration of awards the awarding agency should send to the nominating agency a list of expiring awards as a routine reminder. A short report might accompany this reminder if the awarding agency is able to furnish one at that date.

(13) Publicity

- (i) Publicity directed to securing applications is the responsibility of the nominating agency.
- (ii) For the purpose of the UNESCO Handbook "Study Abroad" the appropriate entry for any awarding country should be supplied to UNESCO by that country.
- (iii) Each awarding country should, if possible, prepare a booklet outlining the facilities for higher education which it provides together with an indication of the welfare facilities available to scholars.
- (iv) Press and other publicity in the awarding country concerning its awards should be the responsibility of the scholarship agency in that country. It may arrange with the scholarship agency in any other country for appropriate local publicity.

(14) Reporting

- (i) The present procedure under which the Association of Universities of the British Commonwealth records information and prepares an annual report on the progress of the Plan is satisfactory and should be continued.

- (ii) March 31st is accepted as the terminal date of each annual reporting period.
- (iii) If an interim report is requested for any other purpose (e.g. Commonwealth Education Conferences) the Association might be asked to prepare it. An interim report should, however, be requested only in case of urgent need.

(15) Statistics

It is desirable to use standard definitions in relation to the Commonwealth Scholarship and Fellowship Plan. These should be those used in the First Annual Report on the Plan.

ANNEX III

REPORT OF THE COMMITTEE ON THE TRAINING AND SUPPLY OF TEACHERS

CONTENTS

Introduction	Paragraph 1
--------------	-----	-----	-----	-----	-----	-----	-----	-----	-------------

PART 1: TRAINING OF TEACHERS

Progress since Oxford and present position	...	...	...	...	...	...	...	...	4
Information	...	...	...	...	...	...	...	...	6
Types of training	...	...	...	...	...	...	...	...	9
Technical teacher training	...	...	...	...	...	...	...	...	11
Courses of training	...	...	...	...	...	...	...	...	12
Selection	...	...	...	...	...	...	...	...	13
Preparation	...	...	...	...	...	...	...	...	14
Passage and clothing	...	...	...	...	...	...	...	...	15
Welfare	...	...	...	...	...	...	...	...	17
Recognition and obligations	...	...	...	...	...	...	...	...	20
In-service training	...	...	...	...	...	...	...	...	23
Conclusion	...	...	...	...	...	...	...	...	26
Summary of recommendations	...	...	...	...	...	...	...	...	27

PART 2: SUPPLY OF TEACHERS

Present position and progress since Oxford	...	...	...	...	...	...	...	...	28
Measures for improving the position	...	...	...	...	...	...	...	...	37
Need of technical teachers at secondary level	...	...	...	...	...	...	...	...	53
Summary of recommendations	...	...	...	...	...	...	...	...	54

PART 3: TEACHING OF ENGLISH AS A SECOND LANGUAGE

Progress since Oxford and present needs	...	...	...	...	...	...	...	...	55
Training and supply of teachers	...	...	...	...	...	...	...	...	58
Regional Centres and needs	...	...	...	...	...	...	...	...	62
Information Centre on the teaching of English as a second language	...	...	...	...	...	...	...	...	72
Summary of recommendations	...	...	...	...	...	...	...	...	74

REPORT OF THE COMMITTEE ON THE TRAINING AND SUPPLY OF TEACHERS

Introduction

At the opening Plenary Session the Conference appointed us to be a Committee with the following terms of reference :

- (i) To receive and consider reports on the training of teachers ; and to recommend such measures as are considered necessary for improving the working of these schemes.
- (ii) To receive and consider reports on the supply of teachers to other Commonwealth countries for service in universities and in other educational institutions ; and to recommend such measures as are considered necessary for improving the working of these schemes.

2. We have considered reports on the progress of these two schemes which originated in the recommendations of the First Commonwealth Education Conference. We have in addition received a report presented by the C.E.L.C. on the Conference on the Teaching of English as a Second Language held at the University College of East Africa (the Makerere Conference) in January, 1961. Supplementary papers submitted during our deliberations have also been considered and we have met 13 times. Nevertheless the scope of the work assigned to us has been so great that we have not been able to devote to all its aspects the detailed attention we could have wished to give them.

3. Our report falls into three main parts :

Part 1: Training of Teachers (paragraphs 4-27).

Part 2: Supply of Teachers (paragraphs 28-54).

Part 3: Teaching of English as a Second Language (paragraphs 55-74).

PART 1: TRAINING OF TEACHERS

Progress since Oxford and present position

4. In the two years since the Oxford Conference the rapid and substantial progress made in training teachers by Commonwealth co-operation has in general been encouraging. We note with approval the establishment of teacher training bursary schemes by Britain, New Zealand and India, and the additional training facilities provided by Canada and Australia. As a result, a total of over 800 additional teacher training awards has been offered in the two years since the Oxford Conference. These are direct and welcome results of the recommendations made at Oxford in 1959 and the speed with which these new arrangements have been made bears witness to the spirit of co-operation which was so evident there and which has continued to flourish. The statistics of these new schemes make satisfactory reading ; but what does not appear in the statistics is no less valuable. Teachers selected for supplementary training abroad receive much more than a further opportunity of academic study. The total experience of these

students is likely to give them new insights so that they return with increased stature to their own country. Donor countries also benefit from affording training to students from abroad. The visitors stimulate their hosts to fresh thinking; above all their very presence in the country stresses the importance of educational co-operation and brings before the public clear evidence of Commonwealth links. Nevertheless, there is a general feeling, in itself a healthy sign, that, both in administering the schemes which have already begun and in extending the scope of co-operation in the training of teachers, there is still room for considerable improvement.

5. The phenomenal rate of educational advance and the increasing number of students in the developing countries of the Commonwealth make their need for trained teachers at all levels of education very great. The level at which help is most urgently needed will generally depend upon the stage of development each country has reached; but, since the younger member countries of the Commonwealth are endeavouring to encompass in a matter of years what the older countries have evolved over decades or centuries, it is difficult for them to forecast with any degree of accuracy what their needs will be five or even three years ahead. On all sides we have heard of the introduction of free and compulsory primary education, the raising of the school-leaving age, the improvement of secondary education, the strengthening of advanced work, the improvement and expansion of training colleges, the foundation of new technical colleges and universities: For all these purposes trained teachers are essential. For years to come some will have to be supplied by developed countries and this question is dealt with in Part 2 of our Report.

Information

6. Within the framework agreed upon at Oxford for administering schemes of assistance, present practice regarding the provision and exchange of information, both about needs and resources, can be improved. Despite the difficulty which many developing countries experience in forecasting with any accuracy what their future needs are likely to be, we appreciate that donor countries require some indication in general outline of the demands they will have to meet. This information is essential for three reasons: to ensure that suitable courses are provided for students with special needs; to enable admissions to existing courses to be so planned that places are not wasted; and to assist donor countries to make long-term plans particularly with regard to the tenure of staff. Recipient countries have attempted to indicate the types of training required, and the donor countries to provide information on the content of the courses. What is clearly now necessary from the recipient countries is earlier and more detailed information as to the needs, educational qualifications and professional experience of the candidates, and from the donor countries something much more specific on the level of the existing courses offered and on the type of certificate awarded. This information should be made available bilaterally to Governments likely to be interested, enough copies being sent to ensure that they are widely available as far in advance as possible of the beginning of the process of selecting candidates to be sent abroad. The information should also go to the C.E.L.U. who might produce, disseminate and keep up to date literature on needs and resources. We recommend that more detailed information about needs and resources

for the training of teachers should be collected and made available. We also recommend that the C.E.L.U. should concurrently be sent copies of brochures distributed by donor countries to enable the Unit to co-ordinate information.

7. We commend two features of the scheme of educational co-operation mentioned in the reports we have received on the training of teachers. The first is the Australian practice of sending out survey teams of experienced persons to assess on the spot and pin-point needs for immediate action on a bilateral basis between a donor and a recipient country. The second is the scheme whereby Britain finances visits of six to ten weeks' duration by lecturers and tutors from institutions where Commonwealth teachers are trained to enable them to appreciate through personal knowledge the particular problems to be faced by those whom they help to train. So far these lecturers have made visits individually. There may be value in sending them in twos and threes to conduct surveys or appreciations, for we believe that a team as a whole can learn and contribute more than can an equal number of individuals. The need for such visits is great, but in making this suggestion we recognise that, because of difficulties in fitting in such visits during vacations at home and term-time abroad, it will hardly be possible to lengthen their duration, though their number might be increased.

8. Statistics which have already been published of the awards made under the Commonwealth Scholarship and Fellowship Plan are obviously of great use. We recommend that those countries which have afforded assistance should consider publishing progress reports on their teacher training schemes. We further recommend that this information should be supplied to and disseminated by the C.E.L.U. In view of the difficulty of ascertaining how many of those who have taken a course of teacher training abroad will, on return home, teach in their own country, we do not recommend at present the publication of statistics of this matter.

Types of training

9. The types of training which were suggested as priorities at the Oxford Conference continue to be urgently needed. In almost all countries teachers will have to obtain their basic training at home, with supplementary training for experienced teachers being provided abroad. In this we are broadly in agreement with the Oxford Conference (Report, page 28, para. 4). We envisage that the demand for trainers of teachers, and for specialists in various subjects of the curriculum such as science, mathematics, English, domestic science, art and technical subjects, will continue for a number of years. Flexibility must, however, be a fundamental aspect of any Commonwealth scheme of training and already, in the two years since the Oxford Conference, new needs are coming to the forefront in developing countries. We have noted the recommendations made by other Committees of this Conference on social education and on education in rural areas (Committee D Report, para. 16; Committee E Report, para. 30.) There is a part to be played by donor countries in training teachers for work in these special fields and we recommend that a number of bursaries or training grants should be made available in such or similar disciplines as well as in the subjects and courses mentioned at Oxford. The special question of the training of teachers of English as a second language is dealt with more fully in Part 3 of our Report.

10. The Oxford Conference laid considerable emphasis on programmes for schools and training colleges in arts and science subjects and on technology and engineering. There are other professional fields where help could be given by some and received by other countries. Some countries need to train teachers in the fields of medicine, engineering, agriculture, veterinary science, forestry and other disciplines. In some countries no institutions exist where such training may be received and unless these countries can have their students trained abroad, their development will be impeded.

Technical teacher training

11. We have noted the progress since Oxford and the proposals for a new initiative in technical teacher training embodied in paras. 26-28 of the Report of the Committee on Technical Education. Lack of time has precluded us from considering these matters in detail ourselves. We are however convinced that the training of technical teachers is one of the most important aspects of teacher training for all countries of the Commonwealth and more especially for those who are rapidly developing their respective economies. Our views on the supply of technical teachers and of those who train them are set out in paragraph 53 of our own Report. We therefore recommend that, in considering the overall teacher training needs of developing countries, special note should be taken of their requirements on the training of technical teachers; and that priority be given to strengthening the existing departments or institutions which train technical teachers.

Courses of training

12. Not only trainers of teachers but educational administrators and inspectors also can benefit by courses of study abroad. For them special courses of the kind provided in Britain are particularly suitable. Special courses can also be provided for teachers whose qualifications are inadequate to gain them admission to existing supplementary courses. Nevertheless some developing countries will prefer to have their students trained on supplementary courses or postgraduate courses where these are available, the more so as these courses lead to recognised qualifications. On this point we have further observations in paragraphs 20-22. We also recommend that teachers should have working experience of schools or training colleges in the country where they are studying; and that emphasis be placed on training women teachers.

Selection

13. We have recommended in para. 6 above that comprehensive information should be made available about the facilities offered by donor countries. In the first two years of the operation of bursary schemes deriving from the Oxford Conference it was inevitable that selection procedures were often somewhat hurried. The efficiency of the schemes will be improved if greater notice can be given in future of the offer of awards and if in addition recipient countries are given a longer time in which to submit their nominations for awards. We are glad to note that steps are already being taken by some countries on these lines. We see advantage in associating representatives of donor countries with the selection of

candidates in the recipient countries wherever possible, if those representatives have up to date information about the facilities available in the donor countries. We recommend that greater notice should be given of the offer of awards and that recipient countries should have a longer time in which to submit nominations.

Preparation

14. Unless students are given a short course of orientation, they may find themselves uncertain about the standards, attitudes and educational assumptions of the country in which they are to spend a year or more as students. Such courses of orientation are already provided in some countries before students go abroad and are reinforced by similar courses arranged for students immediately on arrival in the donor country. Their value is, we feel, considerable in enabling students to settle down quickly and to derive maximum benefit from their stay in the donor country. We recommend that, where they are not already provided, arrangements be made for instituting orientation courses.

Passage and clothing

15. A point of difficulty has come to our notice, connected with the cost of travel to and from the donor country. Some but not all of the teacher training bursary schemes are administered in such a way that the total cost of training and maintaining a teacher in the donor country is met by that country, while the cost of his passage has to be met either by his own Government or by the student himself. The Oxford Conference recommended (Report, page 35, para. 23) that countries benefiting from assistance should normally be expected to bear the cost of travel of their students unless they were relatively small and remote territories which would be unable to participate otherwise. We have reached agreement on the fundamental point that the cost of passage should not fall on the teacher. On the question of the financial responsibilities of the donor and recipient countries in meeting the cost of passage, two points of view have been expressed in our discussion. On the one hand it was suggested that, since the needs for training continue to be very great and since more applications are received from countries which are willing to meet the cost of their students' passage than there are places available, the recommendation of the Oxford Conference should continue to be observed. On the other hand certain countries have proposed that the cost of travel be met either by the donor or by the recipient country, or alternatively that it should be left to the discretion of the recipient country to decide whether to accept a reduced number of awards, provided that the donor country meets the cost of passage. We recommend that, in general, recipient countries should undertake to meet the cost of passage, but that, where both the donor and the recipient countries mutually agree, the recipient should be entitled to have the cost of passage met by the donor, on the understanding that the number of the recipient's awards will thereby be reduced.

16. We consider that, where appropriate, an award should include a grant for the purchase of warm or tropical clothing as the case may be. Such grants are already paid under certain of the schemes inspired by the Oxford Conference.

Welfare

17. A student who is worried about his surroundings, his accommodation, his family or his financial position cannot derive full benefit from his studies.

18. Suitable accommodation should be provided for all students studying abroad, preferably where they can live together with students of the country in which they are studying and also with other Commonwealth students. Study abroad should be an enriching experience and an opportunity to cement the bonds of friendship and Commonwealth co-operation. Accommodation should be arranged for students so that these ends may be achieved, whether in private homes or in existing halls of residence. The need is general during the first year of the student's course. Much is already being done to achieve this, but we recommend that, where insufficient hostel accommodation is available, donor countries should give serious consideration to providing international hostels for this purpose. In this connection we note two developments with appreciation. The British Government has allocated the sum of £3,000,000 for the provision of about 5,000 hostel-places for overseas students, some of whom are likely to be teachers in training. The Government of India has earmarked the sum of £350,000 for the construction in Delhi, Bombay and Calcutta of three International Hostels to accommodate 600 students.

19. A particular difficulty which affects the welfare of students is that, although the grants paid to them by the countries in which they train are meant to cover only the cost of their fees, maintenance and incidental expenditure, including local travel, not all sending countries pay their salary and/or grants for the maintenance of their dependants. This has caused some bursars to send home part of their grants to maintain their families with the result that the bursars are left with inadequate means for a reasonably full life or even for subsistence. We recognise that considerations of finance may make it difficult for some sending countries to pay salary to a teacher on secondment as well as the salary of his substitute. Nevertheless we consider that the value of a course of training abroad will be to be a considerable extent vitiated if the student is constantly worried about the welfare of his dependants. We therefore recommend that countries should pay salary (and/or provide dependants' grants where applicable) to teachers who are seconded for training abroad, unless the award made by the donor country specifically makes provision for dependants. The financial arrangements which have been made should be explained clearly to the student before he leaves his own country. To ensure that time is available for these arrangements to be made before his departure, the recommendation made in para. 13 above, which would speed up the procedure for making awards, should be helpful.

Recognition and obligations

20. The qualification conferred on a student will affect his position on return home after completing his study. Where he has obtained a qualification recognised in his own country, it is relatively easy for his Government to determine what his salary should be. Where, however, he has followed a special course, it is hard to determine what salary he should receive. In order to make this task easier, we recommend that as

much information as possible about the course followed, the certificates awarded and the standard attained should be made available to recipient countries and that the certificates should state in detail the content of the courses followed.

21. The Oxford Conference recommended (Report, page 28, paragraph 6) that those teachers sent on special courses carrying no formal qualifications should be told in advance what recognition in terms of salary and status they might expect on return to their post for which such further training was relevant. It may not be possible for the Government of a developing country where the educational system is fluid to tie its hands and to promise promotion or higher salary on return, but we expect that it will be unusual for such benefits not to follow, in due course, the successful tenure of a Commonwealth bursary. It is naturally important that returning students should benefit financially at least as much as if they had either remained in continuous service at home or had followed a comparable course of study under different financial auspices. We recommend that employers should give positive recognition, either financially or in respect of promotion prospects, to teachers who return to their service after the successful tenure of a Commonwealth bursary.

22. We recommend that those who are fortunate enough to be selected and trained abroad should accept an obligation to return to their own countries to teach or to work in their own educational service.

In-service training

23. At the Oxford Conference the main emphasis on the training of teachers was on full-time training. We have in our deliberations given considerable thought to a new aspect, that of in-service training which is urgently needed in developing countries in order to catch up with the backlog of unqualified teachers in their schools.

24. Two kinds of in-service training have been brought to our notice. One illustration of the first kind is the vacation course which was conducted by 55 experienced teachers and lecturers from Britain for teachers in Nigeria during the summer of 1961. The success of this course was such that we understand that agreement in principle has been reached on organising a second one in 1962 at the request of the Nigerian Government. This kind of course, lasting for about four to six weeks, would be of value in other countries. India is organising in 1962 about 30 in-service training centres which will offer courses of nearly eight weeks' duration for school and college teachers. India would be happy to offer facilities for participating to neighbouring Commonwealth countries in the next and subsequent years. We recommend the provision of similar in-service courses in developing countries of the Commonwealth.

25. The second kind of in-service course is one in which a team of experienced teachers and lecturers would spend from four to six months in a developing country. Their first aim would be to become acquainted by personal experience with the needs and problems of education in that country. Once they had done this, they would run a series of short courses for training college lecturers, senior teachers and educational administrators who would in turn pass on their new knowledge and techniques to other teachers in their own country after the team of visiting teachers had left.

291

We recommend that Commonwealth Governments should give serious consideration to the possibility of sending and receiving expert teams of teacher trainers.

Conclusion

26. The evidence of every country of the Commonwealth shows that there is a continuing and growing demand for the training of teachers. While the work begun by the Oxford Conference has progressed, much remains to be done. We were glad to hear during our meetings that Pakistan had decided to introduce a teacher training bursary scheme. The scope of the training needed is always widening and an annual review of requirements should be made to ensure flexibility in the operation of teacher training schemes.

Summary of recommendations

27. The references at the end of each item are to paragraphs in this Report.

- (1) More detailed information about the needs of recipient countries and the resources of donor countries in training teachers should be collected and made available (para. 6) ;
- (2) The C.E.L.U. should co-ordinate such information (para. 6) ;
- (3) Countries that have given assistance should consider publishing progress reports on their teacher training schemes, and this information should also be co-ordinated by the C.E.L.U. (para. 3) ;
- (4) A number of bursaries or training grants should be made available in rural and social education and similar disciplines, as well as in the subjects and courses mentioned at Oxford (para. 9) ;
- (5) In considering the overall teacher training needs of developing countries, special note should be taken of their requirements on the training of technical teachers ; and priority should be given to strengthening existing departments or institutions which train technical teachers (para. 11) ;
- (6) Greater notice should be given of the offer of awards ; and recipient countries should have a longer time in which to submit nominations (para. 13) ;
- (7) Teachers should have working experience of schools or training colleges in the country where they are studying ; and emphasis should be placed on training women teachers (para. 12) ;
- (8) Where they are not already provided, arrangements should be made for instituting orientation courses (para. 14) ;
- (9) In general, recipient countries should undertake to meet the cost of students' passage, but where both donor and recipient countries mutually agree, the recipient country should be entitled to have the cost of passage met by the donor country, on the understanding that the number of the recipient's awards will thereby be reduced (para. 15) ;
- (10) Where insufficient hostel accommodation is available, donor countries should give serious consideration to providing international hostels for overseas students (para. 18) ;

- (11) Countries should pay salary, and/or provide dependants' grants where applicable, to their teachers who are seconded for training abroad, unless the award made by the donor country specifically makes provision for dependants. The financial arrangements which have been made should be explained clearly to the student before he leaves home (para. 19);
- (12) Employers should give positive recognition, either financially or in respect of promotion prospects, to teachers who return to their service after the successful tenure of a Commonwealth bursary (para. 21);
- (13) Such teachers should recognise their obligation to return to educational work in their own countries (para. 22);
- (14) Developing countries should consider providing in-service courses organised by visiting teams of experienced teachers and lecturers (paras. 24 and 25).

PART 2: SUPPLY OF TEACHERS

Present position and progress since Oxford

28. The Oxford Conference had indicated that very large numbers of teachers were needed—many of them urgently—"for the next four or five years" and that they would be needed at all levels. Many of the shortages were precisely in those subjects in which even the more favourably placed countries of the Commonwealth found themselves in difficulties, *e.g.*, in mathematics, science and in some cases the teaching of English.

29. We have examined the problem of the supply of teachers and have sought to suggest ways in which the scheme proposed at the Oxford Conference could be made to work with greater efficiency.

30. Every country is short of teachers and even developed countries have found it difficult to secure teachers for service overseas. Since donor countries are not in a position to direct teachers to serve overseas, the aim must be to attract them. This has meant offering the teacher inducements to persuade him to accept overseas service for a stipulated period and to correct the impression that such service is detrimental to a career at home. The problem has been attacked in various ways by various countries that, despite their own teacher shortage, have continued to send teachers abroad. These teachers have given a good account of themselves and requests have been received for the extension of their services. Nevertheless, it is evident to us that progress in the supply of teachers continues to be slow and that it is necessary, where teachers are available in numbers, to appeal more effectively to the spirit of adventure, teacher-idealism and a sense of Commonwealth cohesion while continuing to plan a programme of financial inducements and amenities to attract good teachers for all institutions beyond the primary level.

31. It is still true in 1962, as it was true at the Oxford Conference in 1959, that a very large number of teachers is needed—many of them with extreme urgency—over the next few years. The main need is for key personnel and, as before, trainers of teachers are in heavy demand. On the figures available to date, it would appear that the need is for nothing

less (and probably much more) than 1,200 additional teachers for secondary schools and a substantial number for teacher training.

32. Apart from university requirements, the main shortages are in teachers of mathematics, science and English for secondary schools. Most countries need teachers for key posts in English. Some, chiefly in Africa, require teachers to conduct classroom study in at least three subjects and to supervise physical training, games and scouting. Requests have been received from the Bahamas, Fiji, Ghana, India, Jamaica, Kenya, Malaya, Nigeria, North Borneo, Nyasaland, Pakistan, Rhodesia, Sierra Leone, Tanganyika and Uganda for teachers in the humanities and the sciences at secondary level. It is not possible at this stage to say with any precision how many are required in each category for the various secondary school subjects, but it is evident that the numbers are very large. Developing countries need people to train teachers for technical schools as well as for such fields as rural and social education. Teachers for training colleges are also required in substantial numbers.

33. The urgency of the demand is not restricted to the secondary level. The requests made by India and Pakistan at university level appear to have been directed only to Britain with very little success. One of the difficulties in meeting the needs of these two countries is that both tend to ask for teachers with very high qualifications. It is not easy to persuade such people to go overseas, particularly in a period of rapid university expansion in Britain. The difficulty appears to be not predominantly financial, but psychological and the fear that opportunities for promotion at home may be missed. Till, therefore, a climate of opinion is created in which, with a satisfactory and flexible plan for secondment, people of the qualifications required can be persuaded to go overseas, it will not be possible to meet in any significant measure the requests of such countries as India and Pakistan.

34. The Oxford Conference indicated that there were countries whose chief contribution to Commonwealth educational co-operation would be in the supply of key personnel. We have noted with interest the variety of ways and the extent to which assistance has been offered to developing countries by such countries as Canada, Australia, India, Pakistan and New Zealand. The contribution of these countries has been significant especially having regard to the assurances upon which they can draw for service overseas.

35. In the fields of secondary education and technical teachers, Britain set up a National Council for the Supply of Teachers Overseas in 1960 and has since taken steps that should improve the teacher supply from that country to various developing countries. A three-pronged attack on the problem has been made (a) to inspire confidence that teachers' interests will be secured; (b) to provide a challenge to teachers on the need for overseas service; and (c) to create a climate of opinion among employers of teachers favourable to overseas service. Among the measures adopted to date to achieve the first objective, some of which are limited to certain categories of teachers, are

- (i) payment of special allowances to augment salaries;
- (ii) terminal grants, *i.e.*, a lump sum paid to the teacher when he returns to settle down in his own country;

- (iii) a code of secondment under which a teacher is guaranteed, according to his seniority, either a comparable post on return or his old salary for a period of two years after his return ;
- (iv) an interview fund that almost entirely finances his flight back to his country towards the end of the period of his service abroad if short-listed for interview for a senior post ; and
- (v) a code for terms of appointment overseas whose object is to ensure that full information is supplied in the contracts, conditions of appointment, etc., offered to teachers going overseas.

With regard to the third objective, the new National Council for the Supply of Teachers Overseas in Britain has launched a campaign to influence the climate of opinion which includes the issue of informative literature for teachers.

36. Employer-co-operation has been encouraging in Britain, but since the various measures mentioned have only recently been put into operation and the National Council campaign was started late in 1961, it is as yet too early to assess their success. In a year's time, it should be possible to make such an assessment.

Measures for improving the position

(a) Measures which the recipient countries can take

Enlarging the field of recruitment

37. We feel that receiving countries should consider enlarging the field of recruitment to include more non-graduate teachers. The value of trained non-graduate teachers of craft and practical subjects is already widely appreciated ; indeed, they form the source of supply for training colleges and secondary schools in England and Wales. Countries should now be more fully aware of the quality of the non-graduate teachers of academic subjects trained in England and Wales.

38. Training courses in England and Wales have been extended to three years and admission qualifications are in many cases equal to those of entrants to university courses. The training makes it possible for the students to pursue at least one subject in depth, to have the benefit of supervised teaching practice in concentrated periods and to pursue studies in child psychology and teaching methods. They are thus well-equipped to teach general subjects in the early stages of secondary school and to teach their specialist subject up to a senior and possibly to university entrants' level.

39. One other point deserves a mention. In the report of the Oxford Conference, it was stated that difficulties over superannuation sometimes occur. In Britain, the period of service abroad which can be accepted for contributory service is limited initially by statute to five years, but there is power to extend this in individual cases. In practice there is no difficulty about this if there are good reasons for a teacher serving overseas somewhat longer. Further decisions can be made about extensions before the five year period ends.

40. As indicated earlier (para. 33) it has not been possible for Britain to meet the requirements of some countries in university teachers. It may

be possible to meet such requirements by recruiting outstanding lecturers in Britain who may often be able to hold a university chair overseas.

Exemption from taxes, etc.

41. Some countries, for example Pakistan, have already taken steps to attract teachers from overseas by exempting them from income taxes and customs duties and by granting them amenities like free accommodation. We would like this to be brought to the attention of other countries.

Participation in interviews by persons with first-hand knowledge of countries concerned

42. As the Oxford Conference indicated, teachers selected for service abroad must possess, in addition to formal qualifications and professional competence, the right attitude and ability to adjust themselves to varied cultural backgrounds. With a view to securing the very best teachers for overseas service, the participation by persons with first-hand, up-to-date information of conditions of living and service in the receiving country should be obtained whenever teachers are being selected for overseas service. This will help to speed up selections. Such information should also be collected and disseminated.

Organisation of induction courses

43. With the same end in view, we recommend strongly the organisation by the receiving country of induction courses for teachers arriving for service in these countries.

Length of contracts offered

44. A contract may be either too long or too short to induce teachers to go overseas. Some countries in Africa are in favour of a fairly long contract of three to five years in which it may be possible for the Principal of a college, for instance, to see the fruits of his labour. These countries favour extensions beyond a service of a five-year period. There are, however, obvious advantages in a two-year contract since it is not so long as to inspire the fear that it will break continuity of service at home. On the other hand, it has the disadvantage of uprooting the teacher just as he is about to settle down in new surroundings.

45. We feel that it is of the utmost importance in such matters to be as flexible as varying conditions in various countries demand, but we also feel that there is much to be said for an initial two-year contract of service with an option, on both sides, for further renewal.

(b) Measures which the sending countries can take

Changing the climate of opinion about the value of overseas service

46. A major difficulty, as we said earlier, in speeding up the pace of progress in the supply of teachers is that it is impossible to direct teachers to overseas service. It is necessary to attract them. This implies an organised programme to change the climate of opinion in which a false impression often exists that overseas service is detrimental to a career at home. The measures described in paragraph 35 above summarise the steps which have now been taken to change the climate of opinion in Britain in respect of the service of teachers overseas.

47. Plans for secondment on a short-term basis for university teachers are at present under consideration in Britain. It is proposed to set up a small committee with university as well as official membership to explore new ways of increasing the flow of staff by entering into flexible agreements with individual universities in Britain to supply teachers on short-term secondment tailored to meet specific needs. The scheme would include payments to ease re-entry to home universities, to stimulate secondment and to encourage links with overseas universities.

(c) Measures which both countries can take

Exchange of information and supply of this to the Commonwealth Education Liaison Committee

48. It is evident that in the supply of teachers, as in the training of teachers, a major deficiency is lack of full and up-to-date information on the needs of developing countries and the capacity of developed countries to cater for these needs. Australia, as we have seen, has profited greatly from sending out survey teams of experts to Africa and the Pacific in order to discover the specific needs of these areas and to pin-point them in terms of her own capacity to meet these requirements. Often mistakes occur because developing countries are not always clear on the best way to meet their immediate needs. This is where the experience of developed countries is of special value. It has been pointed out by Australia that results were achieved in a very short time by personal contacts, and were fruitful for both parties, that would have taken months if sought through correspondence and might well have satisfied neither.

49. It is also, in our view, necessary to have full information on the content of teacher training courses so that developing countries may be assured that the full course of training at present given at training colleges in certain developed countries qualifies people at the end of the course for service in secondary schools. There are various ways in which such information might be supplied on application, but it would be advisable that it should issue from some focal point and that it should be compiled and maintained up-to-date. Information is also vital, as has been indicated earlier, on the resources of various Commonwealth countries other than Britain on teachers at university level.

50. Where bilateral arrangements are not meeting the need, it would be advisable in our view for the C.E.L.C. or the C.E.L.U. to become a central exchange through which requests for teachers at university and other levels can be canalised and met. It is of the first importance that the procedure for dealing with requests of this kind should be marked by promptitude and simplicity and should preclude the simultaneous receipt by the different countries of the same requests, either directly or through C.E.L.U., which has been found to lead to confusion and to wasted efforts. We now therefore welcome the detailed suggestions set out in the Commonwealth Education Liaison Committee's Report to the Commonwealth Education Conference. The important point is that a reservoir of up-to-date information should be established to co-ordinate prompt and useful service in replying to queries. Member countries should provide this information to one another and send the same information to C.E.L.U., which should act as a reference point in this respect.

Avoidance of waste of time

51. We cannot too strongly emphasise in all matters affecting the supply of teachers the need for urgency in assessing needs and meeting them. Whatever the method adopted, whether by sending out a fact-finding expert mission, by purely bilateral correspondence or by using the C.E.L.U. as a clearing house in the first instance, it is essential to follow procedures in which unnecessary delays are reduced to a minimum and each application is constantly under review.

Establishing links

52. Two types of link between developed and developing countries or regions have been found effective in encouraging the supply of teachers to the latter. One type has been established in the Pacific region between New Zealand and various Island groups such as Fiji, Tonga, the Gilbert and Ellice Islands and Western Samoa. The work of New Zealand teachers in the Islands is regularly assessed by visiting New Zealand inspectors. The teachers' prospects of promotion in their parent service are thereby safeguarded. Another and looser type of link exists between New Zealand and those countries, such as Ceylon, the Federation of Malaya and the Borneo territories in which New Zealand teachers are serving under various schemes of technical assistance in which the Government of New Zealand is participating actively. The looser type of link, in which a developed country, or part of one, takes special interest in the educational needs of particular developing areas, may, in our view, be capable of more general adoption.

Need of technical teachers at secondary level

53. In considering the supply of teachers to various developing countries, mention has been made so far of requirements in both secondary and university education without any special comment on the need for trainers of technical teachers. It has generally been assumed that the special need of Commonwealth countries in this category will be at higher level, but it is now clear to us that there is a need of trainers of technical teachers as well as technical teachers at secondary level. In some countries such as Jamaica, there is an urgent need for teachers of technical subjects (not necessarily graduates) equipped to teach in technical high schools. We recognise that conditions vary greatly in technological development from country to country within the Commonwealth and that there can be no uniform rule or practice in the supply of technical teachers or trainers of such teachers. It will be necessary always to adjust supply to specific needs. We do, however, recommend that a programme to supply teachers should always include technical teachers and the trainers of such teachers. (Please see para. 11 and Report on Technical Education, para. 25.)

Summary of recommendations

54. The references at the end of each item are to paragraphs in this Report.

(15) As the Oxford Conference indicated, bilateral agreements should be the main way of meeting problems of teacher supply. In

endorsing this recommendation, we are of the view that where bilateral agreements do not meet this need, the C.E.L.C. or the C.E.L.U. be treated as a central clearing house through which requests for teachers at university and other levels can be canalised and met (para. 50).

- (16) (i) In order that there should be a greater realisation of the value of the trained non-graduate teacher, up-to-date information should be collected and made available on the admission qualifications of the students and on the content of training courses in developed countries (para. 37).
- (ii) Full and up-to-date information on conditions of living and service in the receiving countries should be compiled and made available to all teachers applying for service overseas (para. 42).
- (17) In the selection of teachers for overseas service, we recommend that the participation of persons with first-hand up-to-date information of the receiving country is necessary (para. 42).
- (18) Teachers selected for overseas service should be given by the receiving country an induction or orientation course to help them to adjust themselves to a cultural background that may be unfamiliar to them (para. 43).
- (19) In determining the length of contract of service, we recommend that, though flexibility is essential, on the experience of the past years there is much to be said for an initial offer of a two-year contract with an option, on both sides, for a further renewal (paras. 44-45).
- (20) In order to attract teachers to overseas service, assurances should be made that help will be given to those who require it in finding suitable posts on return from overseas. We also recommend that a strong appeal should be made to the idealism of teachers and to the honour of service abroad in a Commonwealth country (paras. 30, 35 and 46).
- (21) We recommend that links between particular developed areas and particular developing areas as well as particular institutions should be encouraged in order to concentrate the effort of the developed country in supplying teachers (para. 52).
- (22) In devising measures for the effective and smooth supply of teachers to the countries of the Commonwealth, we recommend that special note be taken of requirements of technical teachers and technical teacher trainers (para. 53).
- (23) We draw attention to the importance of early and prompt action both in sending in requests for expatriate teachers and in dealing with these requests when received (para. 51).

PART 3: TEACHING OF ENGLISH AS A SECOND LANGUAGE

Progress since Oxford and present needs

55. In the inspiring address with which he inaugurated the Second Commonwealth Education Conference, the Prime Minister of India laid particular emphasis on the importance of the English language as a medium of communication both among the countries of the Commonwealth and

inside those countries. Several speakers have subsequently emphasised the point by noting that in the present Conference, attended as it is by thirteen delegations from different parts of the world, our public business has been conducted in a common language.

56. The subject of English as a second language was discussed with interest and care at the First Commonwealth Education Conference and a recommendation was made that a conference of experts should be convened. This special conference was held at the University College of East Africa, Makerere College, Uganda in 1961. The Report of the Conference has helped us in our deliberations by bringing to notice the matters on which action is most urgently required and by relieving us of the necessity of discussing purely technical aspects of this important subject, which were so thoroughly examined at Makerere. We have noted these with interest and sympathy and commend them to the attention of the Governments concerned.

57. The three needs which chiefly concerned us were :

- (i) the supply and training of teachers of English as a second language ;
- (ii) the need for the interchange and dissemination of information on the teaching of English throughout the Commonwealth and other countries employing English as a medium of communication and instruction ; and
- (iii) an examination of the use of English, especially as a second language, and the part to be played in this by regional centres throughout the Commonwealth.

These points are brought out in a note on the Report of the Makerere Conference presented to our Conference by the C.E.L.C. We found this note of great use to us in focussing attention on specific needs and opportunities for action.

Training and supply of teachers

58. The need for assistance in the teaching of English remains great, despite the efforts being made by the Commonwealth and the U.S.A. Certain countries have, for a number of years, been unable to fill key posts in their training colleges and schools where high level specialists in the teaching of English as a second language are needed. The same shortage is evident in Universities and English language institutes in more than one Commonwealth country. In some cases, it has been necessary to recruit specialist advisers and trainers of teachers from English speaking countries outside the Commonwealth. One of the difficulties of the present situation is the lack of an established and assured career service, operating within the Commonwealth as a whole, in the teaching of English as a second language. We therefore welcome a proposal by Britain to provide 20 to 30 top level experts to serve on secondment to train those who will train teachers of English in Commonwealth countries, making this their lives' career. Although it may take some little time to get this career service established, it is hoped that this offer of assistance will give a lead to the establishment of similar career services in other donor countries of the Commonwealth.

59. In order to train men and women to become trainers of teachers of English as a second language, two methods have been suggested. The first method would be to take an experienced teacher with overseas service and give him specialised linguistic and pedagogical training. We recognise that, to be effective, experience has to be appropriate and training has to take full account of modern techniques and methods.

60. The second method of providing specialists is to enlist able young graduates who are completely at home in English and give them a one-year specialised training as soon as they have taken their degree, which need not necessarily be in English language and literature. They should then have a few years' experience of teaching at all levels overseas, so that their abilities as teachers may be assessed by those responsible for their career service. If they proved suitable, they would then be given advanced training and would be ready to act as trainers of teachers of English as a second language when they had reached the age of about 30 years. The training of these specialists might best be undertaken in regional English language centres and in universities affiliated with such centres on which we have made further recommendations in paragraph 62 below.

61. We shall deal with the supply of teachers and research into the methods of teaching English as a second language more fully in paragraphs 62 ff. below. Here we record that in British universities some 220 places are occupied at present by overseas and British students specialising in courses lasting usually one year in the teaching of English as a second language. Consideration is being given at present to the possibility of expanding these facilities in the coming university quinquennium.

Regional Centres and needs

62. Attention was drawn by the Makerere Conference and by the C.E.L.C. working party in their commentary on the Report of that Conference to the desirability of increasing the number of special regional centres closely linked with universities and training colleges and dealing with the teaching of English as a second language. The essential point about these departments or centres is that each serves the needs of several training institutions having certain linguistic problems in common. We endorse the recommendation that Commonwealth Governments should give urgent consideration to the valuable work which can be carried out by such centres.

63. In *Australia*, the University of Sydney has established a course for the teaching of English as a Second Language as part of Australia's response to commitments in South-East Asia. At least seven specialists in this field from Australia are serving in South-East Asia at present. Australia has moreover gained considerable experience in meeting the needs of immigrants from some ten different countries whose language is not English. Australia is ready to share with any interested country her experience in this field.

64. In *New Zealand*, an English Language Institute was established in 1961 at the Victoria University of Wellington. An expert from Australia has been recruited to the staff and students come from countries of South-East Asia who are members of the Colombo Plan but not necessarily members of the Commonwealth. The New Zealand Government envisages extending the work of this Institute under the scheme for Commonwealth

501

educational co-operation and hopes to increase the Institute's capacity by 1963.

65. In *India*, the English Language Teaching Institute at Allahabad, financed jointly by the Nuffield Foundation and by the State Government of Uttar Pradesh, has been in existence for some time. It was reinforced by the establishment in 1958 of a Central Institute of English at Hyderabad. The latter was set up with contributions in money from the Ford Foundation and the Government of India and with the assistance of three specialists supplied by the British Council. More specialists are needed, since it is hoped to establish English Language Centres throughout the regions of India. The Central Institute at Hyderabad would act as a clearing house of information for the other regional centres inside India. The Hyderabad Institute has run six courses lasting four months each, directed at training college lecturers, in the methodology of the teaching of English as a second language. It has also run brief vacation courses for high school teachers and it is proposed to establish, in the next academic year, a regular nine-month course devoted to elementary linguistics, phonetics, methods of teaching and literary interpretation. Trainees who issue from the Institute conduct seminars and thus disseminate the knowledge they have gained. Their work is urgently needed in view of the increased emphasis on English in India which it is hoped to introduce as a second language at the age of eight or nine years.

66. *Pakistan*: English will play an important part in the new educational system of Pakistan, where it is also the primary second language. In the new secondary school curriculum, special emphasis has been placed on teaching English as a functional language. The use of radio helps pupils to hear speakers whose mother tongue is English, but there is a continuing need for such speakers with special training to fill key posts. Research is being conducted in Pakistan into the problem of the way in which the mother tongue of students affects their use of English.

67. *South-East Asia*: With the exception of Hong Kong, the Commonwealth countries of South-East Asia are multi-racial and have multi-lingual education systems. Yet there are few schools in which English is not used as the medium of instruction or taught as the second language from an early stage of the primary course. In all these countries the need for the training of teachers of English is growing rapidly and all have training colleges in which the basic training is given. Reference has been made in para. 63 to the part played by Australia. There is however a serious shortage of highly qualified specialists to start these colleges and to prepare teaching materials for use in the schools. It was for this reason that a Conference of Directors of Education held recently in Hong Kong considered a proposal to establish a regional English language centre to supplement the work of the training colleges, to run special courses and seminars, to prepare and test materials and to do research in co-operation with the education departments of the universities. It was recommended by that Conference that an English language teaching expert should be invited to survey more fully the need for such a centre, to define its functions and to advise where it could best be located.

68. *Malaya*: Among the steps taken by Malaya to improve the teaching of English was the establishment in 1952 of a training college at Kirkby

in England by the Malayan Government to train teachers by means of a two-year course to give instruction in English in the upper forms of primary and the lower forms of secondary schools. This college is being replaced by one starting work in January 1962 in Kuala Lumpur. The need for qualified lecturers to serve in this College is still unfulfilled.

69. *Africa*: The importance of the English language in the educational systems of Commonwealth countries in Africa is well established, since English is used as the medium of instruction in secondary schools and in some primary schools. For this reason training colleges pay special attention to the teaching of English as a second language and to its use as a medium of instruction. In addition to teaching at the undergraduate and postgraduate level, research is undertaken in university departments of education, for example at Makerere College and the University College of Ibadan. Experimental work and in-service training courses are conducted at special regional centres such as those in Nairobi and Ibadan. The number of these centres is likely to increase and the greatest need is for experts in key posts in institutions of this kind.

70. We should like to draw attention to Chapter X of the Report of the Makerere Conference which emphasised how much can be done, and is being done, to supplement oral instruction with the use of television, radio, records, tape-recorders and other audio-visual aids. Their use can greatly enhance the effectiveness of the class room teacher, who is the backbone of most language teaching. Fresh instances of the employment of such aids were brought to our notice and served to confirm our belief that an Information Centre on all aspects of the teaching of English is needed.

71. The problem of testing the attainment of proficiency in English as a second language was noted at the Makerere Conference. While this is a matter which might be left to individual Governments to consider, we welcome the offer which has been made by Britain to give help in devising diagnostic material for use in testing attainment and locating errors in the use of English as a second language. This offer was made on behalf of Moray House College of Education with the intention that the College and the Department of Applied Linguistics at the University of Edinburgh would collaborate in this matter. Its object would be to produce test items which could be adapted to local linguistic conditions.

Information Centre on the teaching of English as a second language

72. In addition to the establishment of regional centres, it seems desirable—indeed essential—that there should be some efficient means of collecting and disseminating information about the best and quickest means of teaching English as a second language. It will be the object of the regional centres not only to train teachers of English but to conduct research into the problems and methodology of this task. All the evidence before us supports the suggestion made at the Makerere Conference that there should be an Information Centre on the teaching of the English language to serve the countries of the Commonwealth. We have therefore endorsed the suggestion made at Makerere to establish a Commonwealth English Language Information Centre as a necessary complement to the essential increase in teacher training facilities. We discussed at length the functions of such a Centre and its relations to other bodies such as the regional

503

centres and to English teaching centres outside the Commonwealth. We also discussed fully the principles of staffing, of control and of finance to be followed in the establishment of such a Centre. More than one proposal was made on finance. A number of proposals were made for the location of such a Centre, and we have borne in mind the suggestions made by the working party of the C.E.L.C. in choosing its location. These are:—

- (a) The Centre would find great advantage in being close to educational institutions already doing practical work and research in the subject ;
 - (b) It would also be important for the Centre to be close to the sources of the problem, that is, to where English is to be taught as a second language on a massive scale ;
 - (c) The Centre will require good communications to the whole of the Commonwealth and the U.S.A. ;
 - (d) Wherever situated, the Centre must be free to take a detached view of its problems on a Commonwealth basis and not be overwhelmed by the particular problems of the country in which it is located.
73. As a result of our discussions we recommend :
- (i) that the proposed Centre be established ;
 - (ii) that its location be in London ;
 - (iii) that it should be concerned solely with collecting and disseminating information on the best and quickest means of teaching English as a second language but should not concern itself directly with carrying out or financing research ;
 - (iv) that its Head must be a fully qualified, top-level man or woman, well known in the field of teaching of English as a second language, who should bear full responsibility in professional matters ;
 - (v) that the Head of the Centre should be administratively responsible to the Director of the Commonwealth Education Liaison Unit ;
 - (vi) that it should be left to the C.E.L.C. to decide the exact physical location in London of the Centre, to see whether it could share common secretarial services with the C.E.L.U., to consider the nature of its association with any particular university and to decide whether there should be an advisory committee of the type mentioned in the Report of the Makerere Conference, para. 116 ;
 - (vii) that the Centre be financed in accordance with the same formula as was applied for financing the C.E.L.U., the cost being kept as low as possible by locating the Centre in an appropriate place in London.

Summary of recommendations

74. The references at the end of each item are to paragraphs in this Report.

- (24) Consideration should be given by Commonwealth Governments to the training of top level experts in the teaching of English as a second language to form part of a career service (para. 58) ;

- (25) Governments should urgently consider the establishment of regional English language centres which should be closely linked with universities and training colleges (para. 62) ;
- (26) A Commonwealth Information Centre on the lines indicated should be established in London (para. 73).

On behalf of the Committee,

(Signed) B. Scott Bateman,
Chairman.

505

ANNEX IV

REPORT OF THE COMMITTEE ON TECHNICAL EDUCATION AND CO-OPERATION IN THE PROVISION OF TEXTBOOKS AND OTHER BOOKS

CONTENTS

Terms of reference ... Paragraph 1

PART 1: TECHNICAL EDUCATION

The importance of Technical Education ... 3
Definition of terms ... 4
Development of Technical Education in Commonwealth countries since the Oxford Conference ... 6
Review of progress of co-operation in Technical Education since the Oxford Conference ... 7
A new initiative in technical teacher training ... 26
Conclusion ... 29
Summary of recommendations and suggestions ... 30

PART 2: CO-OPERATION IN THE PROVISION OF TEXTBOOKS AND OTHER BOOKS

The importance of books ... 31
The need for books ... 33
Textbooks ... 37
Other books... 45
Difficulties of distribution of books ... 47
Libraries ... 51
Literature bureaux ... 56
General... 57
Miscellaneous ... 58
Summary of recommendations and suggestions ... 62

REPORT OF THE COMMITTEE ON TECHNICAL EDUCATION AND CO-OPERATION IN THE PROVISION OF TEXT BOOKS AND OTHER BOOKS

TERMS OF REFERENCE

1. At the first Plenary Session of the Second Commonwealth Education Conference we were appointed as a Committee with the following terms of reference :

- (a) To receive and consider reports on technical education and to recommend such measures as are considered necessary for improving the working of the schemes.
- (b) To consider the possibility of co-operation in the provision of text-books and other books viewed in relation to the Commonwealth Scholarship and Fellowship Plan, the training and supply of teachers and technical education.

2. Our report deals separately with the subjects at (a) and (b) above and is arranged as follows:

Part 1: Technical Education (paragraphs 3-30).

Part 2: Co-operation in the provision of text-books and other books (paragraphs 31-62).

PART 1: TECHNICAL EDUCATION

3. The report of the Committee on Technical Education at the Oxford Conference emphasised the importance of technical education to Commonwealth countries endeavouring to expand their industrial economy. That importance has in no way diminished and we are certain that Commonwealth countries should co-operate even more in sharing resources to foster the development of technical education.

Definition of terms

4. The Report of the Oxford Conference contains definitions, for the purposes of the Report, of the terms "technologist", "technician" and "craftsman". We saw no reason to suggest any different definition of these terms which are repeated here for convenience of reference.

Technologist : a person holding a degree or equivalent professional qualification in science or engineering, who is responsible for the application of scientific knowledge and method to industry.

Technician : a person qualified by specialist technical education and practical training to work under the general direction of a technologist.

Craftsman : normally a person who has served a recognised apprenticeship in a trade, and who applies his skills on the shop floor.

5. The Report of the Oxford Conference noted that these terms were not entirely appropriate in fields other than those of science and engineering.

507

but that they served for practical purposes to indicate the comparable levels of skill and training in subjects like medical science, pharmacy, commerce, agriculture, veterinary science and forestry. We wish to make it clear that we are following the same line and that references to technologists, technicians and craftsmen in this Report also include references to corresponding categories in other fields of technical education.

Development of technical education in Commonwealth countries since the Oxford Conference

6. Although no major scheme of Commonwealth co-operation solely in the field of technical education emerged from the Oxford Conference, many Commonwealth countries have since that Conference launched programmes to expand their own facilities for technical education. The scale of expansion and the priority given to it by Commonwealth countries are a measure of the importance attached to technical education. Britain is expanding her technical training facilities for technicians and craftsmen as well as for technologists by nearly 50 per cent. Many other Commonwealth countries have already expanded or are expanding their provision for technical education to a similar extent. Further expansion is planned. Some countries have received assistance from others within the Commonwealth. One result of this expansion is to increase the shortage of qualified teachers of technical subjects in all parts of the Commonwealth. New provision in many countries, however, includes facilities for the training of technical teachers.

Review of progress of co-operation in technical education since the Oxford Conference

7. We have considered the Report of the Commonwealth Education Liaison Committee entitled "Co-operation in Technical Education" in the light of the recommendations of the Oxford Conference. Our considerations have suggested possible improvements and have brought forth offers of increased assistance for a number of Commonwealth countries. These are also set out below.

8. The headings to paragraphs 9-25 below are taken from the summary of recommendations and suggestions of the Committee on Technical Education at the Oxford Conference.

The interchange of scientists and technologists and the stimulation which results offer a source of lasting benefit for all the countries, and should be encouraged

9. Advisers and teachers have been sent by Britain, Canada, Australia and New Zealand to a number of developing countries to assist with and advise on technical education programmes, and Australia has also provided Visitors' Awards for experienced educators from developing countries for consultation and study of Australian educational institutions and practice. These visits were valuable but were not interchanges in the sense envisaged by the Oxford Conference. Some interchanges of this type have been arranged directly between institutions but a difficulty lies in finding funds to meet the additional expenses which are always involved.

10. It may not always be easy for scientists and technologists to be spared from their key positions in the institutions in developing countries

where their local knowledge and experience are needed and whose development may be hampered by their absence. But, where possible, interchanges can be valuable and we reaffirm the recommendation of the Oxford Conference and recommend that Commonwealth countries should consider giving financial assistance to facilitate interchanges of scientists and technologists.

Arrangements should be made to provide more places in universities and higher technological institutes in Commonwealth countries for students from small countries which have no such facilities

11. As a result of the recent development in technical education facilities in Commonwealth countries, a substantial number of additional places has been made available in universities and technical colleges for students from developing countries where training facilities are not provided. In Britain, some 8,000 students from Commonwealth countries are already following full-time courses in technical colleges; and more places will be available as technical college provision is increased. In Canada, many students have been admitted under the Colombo Plan and other schemes of aid. In Australia and New Zealand, courses of training for technical teachers and other courses are provided for many students from Commonwealth countries with assistance under the Colombo Plan and other programmes of international aid. India also offers places for students from other Commonwealth countries and will in future offer more.

12. Progress in the provision of training places is not unsatisfactory but more places are still needed.

All countries offering scholarships, other awards or facilities for education, training or research should devote to technical education in the Commonwealth a good proportion of the awards and facilities they may offer

13. To date, out of a total of 705 awards under the Commonwealth Scholarship and Fellowship Plan, 413 have been for courses in science, technology and medicine. This is a satisfactory proportion and we hope it will be maintained. Of the 400 teacher training bursaries offered annually by Britain, about 50 are held at technical teacher training colleges at present. We hope this proportion may be increased.

Governments of smaller Commonwealth countries should consider co-operating with each other to establish Regional Technical Teacher Training Colleges; and other countries able to give aid to schemes for this purpose should do so

14. Consequent upon the development and expansion of technical education several countries have also increased their technical teacher training facilities to make good the shortage of teachers where resources permit. In India, no less than 40 training establishments for technical teachers at various levels already exist or are planned for the near future. In Pakistan, there are three new large well-equipped polytechnics all of which also provide training for technical teachers. Malaya, with the assistance of the Government of Canada, will be opening in 1962 a new College to train teachers of technicians and craftsmen. All these new

509

establishments provide training for teachers of technicians and craftsmen and all these countries are prepared to offer training places for students from other Commonwealth countries. New Zealand and Ceylon are also prepared to establish additional technical teacher training facilities, if adequate support from other countries is forthcoming. In view of the development of these national colleges and the offer of places to smaller countries, there is less urgency to establish regional colleges than there was at the time of the Oxford Conference. The possibility of establishing a regional teacher training college was considered at a conference of smaller Commonwealth countries in S.E. Asia which also concluded that in the first place national facilities should be developed and offer places to other countries and that the need for regional colleges should be reviewed from time to time.

15. We recommend that, in areas where large numbers of places are now available for smaller countries in technical teacher training colleges in larger countries, the question of establishing regional technical teacher training colleges should be deferred for the time being. There may however be some areas of the Commonwealth (e.g. the West Indies) either where a national college could not offer enough places for students from other Commonwealth countries or where numbers are so small in any one country that a national college would not be viable. Such circumstances suggest co-operation between groups of countries to establish a regional college in a suitable agreed location.

Postgraduate scholars in science and technology should be encouraged to take part-time teacher training courses

16. In Britain, attempts to encourage postgraduate scholars in science and technology to take advantage of part-time teacher training courses have not proved very successful as most scholars are either fully occupied with their own studies or have no intention of undertaking part-time teaching on return to their own countries. The help which professionally qualified men can give as part-time teachers in technical colleges while still following their main vocation is so valuable, however, that we hope every effort will continue to be made to persuade postgraduate scholars also to undertake part-time training as teachers.

17. In India, plans have been made for postgraduate students to undertake paid part-time teaching work which will give useful experience.

The supply of books and periodicals is vital to technical education and should be given close and continuous attention by the education authorities and governments

18. This point is covered by Part 2 of our Report.

Commonwealth countries which would like qualifications awarded by their technical institutions to be recognised by professional bodies are advised to consult the appropriate professional bodies to this end

19. Ghana, Nigeria, Malaya and Hong Kong have succeeded in obtaining recognition from various professional bodies in Britain for certain qualifications obtainable in those countries; other countries have been less successful. It would be improper to attempt to bring pressure on professional

bodies to recognise particular qualifications, courses or institutions; but such bodies might be asked to consider the expansion of their advisory services relating to recognition. We understand that a meeting of Commonwealth professional bodies will be held in Canada in 1963 which could afford an opportunity for this.

20. It would be valuable if Commonwealth countries could have information about which courses and qualifications throughout the Commonwealth are recognised by professional bodies (a) in the country in which the courses were held or the qualifications obtained and (b) in other Commonwealth countries. Students could then be advised about institutions to which they might apply for admission.

Arrangements for mutual aid in technical education arising from the conference should normally be made bilaterally between the countries concerned, and every country should set up permanent machinery to supervise the detailed operation of mutual assistance

21. Some Commonwealth countries have set up machinery on the lines envisaged by the Oxford Conference; in others machinery already existed before the Oxford Conference and that machinery now also provides for Commonwealth co-operation in education. We recommend that all countries should consider whether their present machinery is adequate. Experience since the Oxford Conference suggests that bilateral arrangements are satisfactory.

A small "information centre" might be established in London to give information about facilities for technical education and sources of advice available in the Commonwealth

22. The Commonwealth Education Liaison Unit is clearly the appropriate body to give information about facilities for technical education and sources of advice available in the Commonwealth. It would also be useful if the Unit could keep a record of bilateral and other arrangements for assistance and could circulate details annually.

Efforts should be made to increase mutual assistance in providing opportunities for training and experience in industry for people from Commonwealth countries

23. Many Commonwealth students have received overseas training and experience in industry in Britain, Canada and Australia mostly through direct arrangements with private and public industrial organisations. Nevertheless, the need for more opportunities for students to obtain practical training and experience to supplement their studies is widely felt. The Advisory Committee set up in Britain shortly after the Oxford Conference to help with the placing of Commonwealth students in industry does not appear to be widely known. A new "Council for Technical Education and Training for Overseas Countries" is now being set up. Its responsibilities include those of the former Advisory Committee and full details will be circulated shortly to all Commonwealth countries.

24. We recommend that approaches be made to industry by Governments to see what additional help could be afforded.

Technical education should receive a full share of all the various kinds of financial and other assistance resulting from the Conference

25. We mentioned in paragraph 13 of this Report the extent to which awards under the Commonwealth Scholarship and Fellowship Plan and the training of teachers scheme are in the field of technical education. Direct or indirect assistance towards the development of technical education has also been given by several countries under the supply of teachers scheme and under other schemes not arising from the Oxford Conference. We are satisfied that technical education is receiving a reasonable share of the assistance given and we hope that this will not only be maintained but increased.

A new initiative in technical teacher training

26. The reason behind the recommendations of the Oxford Conference for the establishment of regional technical teacher training colleges (see paras. 14-15 above) was the need to provide an adequate supply of trained staff, who on return to their own countries could themselves initiate and help with schemes for the training of technicians and craftsmen for whom a sufficient number of training places can never be provided in the older countries in spite of all that is being done to help in this way. The offers by some countries to make places available in their own technical teacher training colleges for students from developing countries (see para. 14 above) will help towards the same end, but there is still room for further co-operation in this direction.

27. Experience of the British Training of Teachers Bursary Scheme suggests that many teachers from developing countries who apply for training in Britain at a technical teacher training college have neither sufficient technical qualification nor adequate industrial experience to benefit from a course of teacher training. Britain has therefore offered to provide a special course of training to meet this situation. Under this, students would receive special training for six months at a technical college in Britain and six months of planned industrial experience before proceeding to a one year course of technical teacher training. Britain has also offered to provide 40-50 bursaries yearly to enable teachers from developing countries to attend this special course.

28. We welcome this offer which will considerably increase training opportunities for technicians and craftsmen in developing countries and we commend it to the Governments of those countries.

Conclusion

29. Our discussions have confirmed the importance of technical education to all countries, and particularly the developing countries, of the Commonwealth and the need for further development of technical training facilities. Realities cannot be ignored and limited resources, administrative difficulties and some other considerations have prevented the recommendations of the Oxford Conference from being fully implemented. Nonetheless, nearly all countries have attempted to overcome, or to assist other countries to overcome, the many difficulties which obstruct their efforts to improve the quality and quantity of technical education. With further co-operation, we believe that the problems confronting Commonwealth countries in the field of technical education can be solved.

Summary of recommendations and suggestions

30. Our recommendations and suggestions are summarised below. The references at the end of each item are to paragraphs in this report.

- (1) The recommendation of the Oxford Conference regarding the interchange of scientists and technologists should be reaffirmed, and countries should consider what financial assistance they could give to facilitate interchanges (paragraphs 9-10).
- (2) More places for technical training are still needed and should be provided (paragraphs 11-12).
- (3) The proportion of awards in the field of technical education under the Commonwealth Scholarship and Fellowship Plan should be maintained; more awards in this field are desirable under the training of teachers scheme (paragraph 13).
- (4) Several countries offer places in their technical teacher training colleges to students from other countries and New Zealand and Ceylon have offered to provide new colleges for this purpose. In certain areas regional technical teacher training colleges may still be needed (paragraphs 14-15).
- (5) Every effort should be made to encourage postgraduate students to take part-time technical teacher training courses (paragraphs 16-17).
- (6) Professional bodies should be asked to consider expansion of their advisory services in relation to the recognition of qualifications (paragraphs 19-20).
- (7) The Commonwealth Education Liaison Unit should keep a record, and circulate details, of arrangements for assistance made between Commonwealth countries (paragraphs 21-22).
- (8) Approaches should be made to industry by Governments to see what additional help could be afforded to place students for training in industry (paragraphs 23-24).
- (9) The share of assistance already devoted to technical education should at least be maintained and preferably be increased (paragraph 25).
- (10) Britain has offered a new scheme of bursaries for a special two year course of training for technical teachers (paragraphs 26-28).

PART 2: CO-OPERATION IN THE PROVISION OF TEXTBOOKS AND OTHER BOOKS

The importance of books

31. The general development of any nation and its progress in education, medicine, science, technology and commerce depend to a very large degree on the extensive availability and use of a great variety of books and periodicals. These range from the simplest books for primary schools to learned publications and include general reading material for children and adults of all degrees of ability, literacy and culture. In spite of the rapid development of other forms of communication, civilisation is more dependent on the printed word than ever before.

32. We were in no doubt about the importance of books and found it difficult to limit our discussions quite so strictly as implied in our terms of reference.

The need for books

33. We are unaware of any precise estimates of the need for books in Commonwealth countries; but our discussions made it clear that there is a growing unsatisfied demand for reading matter of all kinds, ranging from primers and simple readers for children and new literates to literature and reference material for general readers and specialists.

34. It is clear that, unless urgent steps are taken to enlarge the existing supply of suitable books and to improve the facilities for their production and distribution, education will continue to suffer.

35. If books suitable for use in all parts of the Commonwealth could be prepared, many of the problems would be simplified. Many of the books originally produced for use in a country where English is the mother tongue or is used as the medium of instruction may be suitable for use in other countries. Even then, the content and idiom of books may prevent them from being appropriate to more than a few countries. Therefore, there is need for an increase in the production of material related to a great diversity of circumstances. There is also a need for more books, particularly for use in primary schools and for general reading, in languages other than English.

36. The problems of meeting the demand for books vary according to the nature of the demand and with the circumstances of the country concerned. This Report sets out various ways in which the problems may be tackled. There is no universal solution and it will remain for each country to determine the means most appropriate to its own needs.

Textbooks

Preparation and production

37. Textbooks, like syllabuses and examinations, should and can be adapted appropriately to contemporary conditions of life in the country in which they are used. In the past, textbooks have often been used in times, places and conditions for which they were never designed. It is therefore necessary that textbooks should be written and produced with the maximum of attention to the local environment.

38. Books which form an integrated course and follow a set plan from start to finish are less wasteful than a collection of unrelated books; but a single individual can hardly have the wide knowledge and experience in teaching that would justify his writing books for every stage of a course. This suggests the writing of a series of textbooks by teams under the general control of an editor, if necessary by arranging for the release of the appropriate persons from their normal duties to write such books.

39. Textbooks may be prepared and produced in many ways. Publishers may act on their own initiative or in co-operation with Governments; or Governments may establish independent groups to oversee preparation and production; and at other times Governments may themselves exercise

control in varying degree, where the normal publishing resources are not available or do not produce the desired results.

Translations

40. Where sufficient good books are not available in a particular language of instruction, a simple remedy might seem to lie in the translation of original works. It is, however, essential that care should be exercised in selecting books for translation and to ensure that the content and treatment of the original are both appropriate to the country in which the books are to be used. There have in the past sometimes been difficulties in obtaining translation rights, arising chiefly from problems of double taxation and currency regulations. We understand, however, that British publishers are now generally ready to make these rights available on reasonable terms.

41. Where translation does not meet requirements, books much clearly be prepared originally in the language of instruction in the area where they are to be used. This may mean that the demand will be small and prices high. In these circumstances, a measure of Government participation and subsidy will be necessary.

Training

42. Textbook writing has now become a highly developed skill and whatever their subject, textbook writers need some preparation or training in problems of language and communication. There are also problems of production in which co-operation between Commonwealth countries would be useful. We were therefore glad to learn that in several countries publishing houses were providing training for local people in the techniques of the preparation and production of books. Britain is hoping to organise a special course of training, in conjunction with a university, which will include practical experience in publishing houses, in the writing, preparation and production of textbooks; and to offer 10 to 12 bursaries annually for this purpose. The Ministry of Education publication centre in Jamaica can offer training to one or two persons each year. New Zealand has an established school books publication centre at which training can also be offered to people from other Commonwealth countries. Australia will also be prepared to give assistance and advice.

Prescription

43. In many countries, books for use in primary and secondary schools are not prescribed by any central authority and teachers have a free choice of the textbooks which they use. In some countries it has often been necessary for official agencies to prescribe textbooks for specific purposes. Such prescription may often be effective in maintaining standards of work in the class-room and in meeting short-term needs quickly. Where such a system is adopted it seems important to keep the position under review, to avoid the dangers of continuing the use of a textbook after it has ceased to meet the immediate need and of excluding good textbooks available from other sources. Wherever possible, prescription should allow a reasonable choice.

Advisory bureaux

44. In India and Pakistan, prescription of school textbooks and their production under Government sponsorship has achieved a considerable saving in costs. In each of these countries, a bureau has been set up for research into, and to give technical guidance on, the preparation of textbooks. If similar bodies were set up in other developing Commonwealth countries, useful co-operation could be achieved by exchanging visits of experts between such bureaux in different Commonwealth countries. We also recommend that the Commonwealth Education Liaison Unit should collect from Commonwealth countries, and circulate, details of any particularly interesting developments and techniques in the field of textbooks.

Other books

45. An ordinary reader, after his formal education is completed, needs to have access to interesting and well-produced books and periodicals which are also essential for the specialist. Many Commonwealth countries are considering the problem and UNESCO has been making a special study of the subject in South-East Asia. The pooling of knowledge and experience within the Commonwealth could be a useful form of co-operation.

46. As with textbooks, there is a need for cheap editions of good books which will attract the unaccustomed reader and act as a counter to undesirable reading matter already on the market.

Difficulties of distribution of books

47. When books for use in any one country are produced in another country, difficulties frequently occur for the school pupil, university student, librarian or general reader in obtaining them when he needs them. Even when books are published locally, difficulties occur in distributing them to the remoter areas.

Import controls

48. Until developing countries are in a position to publish within their own borders a much greater number and variety of books than at present, they will continue to rely on imports for a large proportion of the books needed. The practice of encouraging the unrestricted movement of educational books and ancillary aids by exemption from import duties and licensing procedures which exists in some countries should in the interest of educational development be extended to all Commonwealth countries.

Bookshops

49. The distribution of books for general reading cannot be fully effective unless a system of well-organised bookshops is developed. Clearly large bookshops are only likely to be established in large towns. It is therefore necessary to devise ways of bringing books to small towns and villages. These ways may include the use of mobile bookshops, the encouragement of small traders and the assistance of school authorities. In certain cases, financial aid may be required.

Cost of books

50. The need to keep the cost of educational books as low as possible must be stressed. The most expensive books are those which are needed

176
for higher education and we were glad to hear of the success of the scheme worked out with India under which Britain subsidises the production of a limited number of university textbooks for sale in India at about one-third of their normal price. We commend the development of similar schemes to other Commonwealth countries.

Libraries

General Libraries

51. It is essential for the spread and sustenance of education that public library services be developed quickly and adequately in all parts of the Commonwealth. Without satisfactory library services much formal and informal education goes to waste and the result is often a relapse into illiteracy. The means by which such services may be financed will vary from country to country, but legislation will often be necessary for their establishment. A variety of experience exists within the Commonwealth, which could be used where necessary.

Training

52. In the development of library services it is essential that there should be an adequate supply of trained librarians. Facilities exist in a number of Commonwealth countries which could be used to general advantage. For example, in India there are some 16 courses of librarianship in universities and other institutions, to which students from other Commonwealth countries may be admitted. Similar facilities exist in other parts of the Commonwealth and information about these can be obtained from the Library Association in Britain.

Advisory services

53. The provision of a library adviser under the auspices of the Inter-University Council has stimulated the development of library services in universities associated with the Council. In a wider sphere, the British Council has done much to provide, and to stimulate the provision of, library services. Librarians from different parts of the Commonwealth have been trained through scholarships provided under the Colombo Plan and other schemes of assistance. We recommend that Commonwealth countries should consider what further assistance they can give in these fields.

54. There is a great variety of activity in and through libraries already throughout the Commonwealth. It would be to the general advantage of the Commonwealth if more effective means of disseminating information about these activities could be found.

Textbook libraries

55. Multiple copy textbook libraries provided through the British Council in India and Pakistan have made expensive text-books available on long loan to many students and colleges. We learned with interest of the experiment in India of establishing "day scholars' homes" at which multiple copies of textbooks are available to college students for long hours daily. Detailed information about such services should be made available and the possibility of Commonwealth co-operation in extending them should be examined.

Literature bureaux

56. To prepare dictionaries, to encourage authors in writing, to prepare textbooks and to produce translations are some of the tasks to be faced in any country which wishes to develop its own language. To achieve these ends, some countries have set up literature bureaux. We recommend that information about the operation and success of these be made generally available.

General

57. It is essential to the development of the culture of a country that a lively book-publishing trade should be encouraged to develop within its own borders, for this would not only ensure that a supply of suitable books will be available but also provide opportunities for training in the preparation and production of books and encourage local talent. Much of the development in the supply of books for developing countries will inevitably need to be in the course of normal commercial relations between publishers and consumers. We hope that Governments of developing countries will recognise the importance of a flow of good textbooks and other books through commercial channels and do everything possible to encourage this; and that all concerned with the publication, distribution and sale of books will do all they can to keep retail costs as low as possible.

Miscellaneous

58. Our attention was drawn to a number of other topics that we were unable to examine in detail. These included teaching machines, the conservation of books and the shortage of paper for textbook production.

59. Because of our lack of information about teaching machines and programmed material, we cannot make any useful comments at this stage.

60. Information about the conservation of books is obtainable from UNESCO which has commissioned research into this subject. Many Commonwealth countries already have information.

61. A shortage of paper is a serious problem for some Commonwealth countries and this is a matter in which the possibility of co-operation should be considered.

Summary of recommendations and suggestions

62. Our recommendations and suggestions are summarised below. The references at the end of each item are to the paragraphs in this Report.

- (11) The importance of, and the need for more, textbooks and other books in many parts of the Commonwealth is undoubted (paragraphs 31-36 and 45-46).
- (12) Textbooks need to be appropriate to the area in which they are used (paragraph 37).
- (13) The writing, preparation and production of textbooks can be dealt with in many ways; the release of appropriate persons from their normal duties to write textbooks should be considered (paragraphs 38-39).
- (14) Translation of textbooks may sometimes be appropriate (paragraphs 40-41).

- 179
- (15) There is a need for more training in the writing, preparation and production of textbooks ; Britain has offered bursaries for this purpose (paragraph 42).
 - (16) Prescription of textbooks may be necessary but care is needed to avoid dangers (paragraph 43).
 - (17) Exchanges of visits between bodies concerned with the preparation of textbooks and the circulation of information by the Commonwealth Education Liaison Unit about developments in the technique of producing textbooks would be valuable (paragraph 44).
 - (18) Distribution of educational books and material needs to be improved (paragraphs 48-49).
 - (19) The cost of educational books must be kept low ; further schemes like the present British scheme for low-priced university textbooks in India should be considered (paragraph 50).
 - (20) Public and textbook libraries (and, where appropriate, literature bureaux) should be developed ; training should be provided for librarians and information should be exchanged about developments in different countries (paragraphs 51-56).
 - (21) Commonwealth co-operation is desirable to overcome a shortage of paper in some countries (paragraph 61).

On behalf of the Committee,
(Signed) Alexander Oppenheim,
Chairman.

ANNEX V
REPORT OF THE COMMITTEE ON
SOCIAL EDUCATION

CONTENTS

	<i>Paragraph</i>
Introduction	1
The aims and purpose of Social Education	4
The practice of Social Education	7
The priority of Social Education	11
Co-operation in Social Education	13
Training in institutions	14
Voluntary workers	18
Teaching material and equipment	21
The need for continuing machinery	24
Recommendations	26

REPORT OF THE COMMITTEE ON SOCIAL EDUCATION

Introduction

At the opening Plenary Session of the Conference, the Committee was appointed with the following terms of reference :

"To consider the possibility of co-operation in social education."

2. The subject of social education appears on the agenda of Commonwealth Education Conferences for the first time. It is therefore necessary to set out in some detail the aims and purpose of social education and why the subject is included as an item on the agenda for the Second Conference at New Delhi.

3. The subject was introduced by the Government of India whose background paper, supported by papers submitted by the Governments of Britain and Canada, was of invaluable help to the work of the Committee.

The aims and purpose of Social Education

4. Social education is informal, as against formal, education for men and women both as individuals and as members of their communities, expressed through ideas and methods which are used to ensure for them a fuller, more useful and productive life. The main emphasis in social education is directed towards adults and their places, functions and responsibilities in their community settings with particular reference to common effort and mutual aid.

5. There is an urgent need to consider social education as an important aspect of education, particularly in those countries in which a large section of the population has had little or no formal schooling. Quite apart from the opportunities provided for formal education, there is a continuing need in all countries for adult education. Rapid social, economic and political change is affecting the social structure, traditions and customs in many countries and in order to avoid undue social disruption people should become aware of these changes and so be prepared to meet the problems arising from them.

6. Social education is of the closest concern to Governments but it cannot be carried out by Governments alone without losing its identity and force. Although Governments may and should foster social education as a matter of policy, and although they may provide funds and facilities and trained workers, the demand for such education must derive from the people themselves. Hence the importance of the principle of voluntary service and the vital role of voluntary organisations in social education.

The practice of Social Education

7. The way in which social education is practised in countries within the Commonwealth differs according to the stages of development of the communities and the techniques and methods adopted by Governments. Therefore, although a common term is used, it does not necessarily mean that there is common practice. The techniques of social education differ

not only between countries but also in accordance with the needs and nature of the particular group or society with which they are concerned. These techniques and methods are evident in group work with communities, in youth work, in women's activities and the use of mass media and extension services for imparting knowledge.

8. Many of these activities are fostered best by voluntary organisations with the support of local and central governmental authorities. Social education encourages the emergence of local leaders who inspire voluntary effort. Social education plays an important part in working groups, in trade unions and co-operative movements and in other special-interest groups.

9. An integral part of social education is the eradication of illiteracy. With the increase in primary education, adult literacy campaigns assume added importance not only to improve individual knowledge but to avoid the conflict which frequently arises between literate children and illiterate parents. However, literacy is not an end in itself but is a means to the end to which social education is directed.

10. In many countries there is concern about the need for fuller participation by women in the life of the home, the local community and of the country through an expansion of facilities for education and training, both formal and informal. The importance of this in a rapidly developing community cannot be over-emphasised. The need for training at all levels in home economics has been recognised in many countries but the opportunities for such training are far too limited.

The priority of Social Education

11. There was complete agreement in the Committee about the need for social education and it was generally considered that social education should receive a much higher priority in educational development programmes. Unless special attention is paid to social education, economic and social development programmes will continue in a state of imbalance. Social education needs not only government financial and administrative support but also the active participation and co-operation of the people. Countries will find different ways of administering these services but there must be strong central direction and support.

12. The Committee recommends that social education should be included in the programme of Commonwealth co-operation in education.

Co-operation in Social Education

13. The task of social education in helping people to meet the demands and solve the problems of rapid change is a formidable one. It cannot be undertaken solely through assistance under a Commonwealth education scheme. All countries are making efforts to a greater or lesser degree to introduce programmes of social education. Some bilateral assistance has been made available under other schemes. The Committee agrees however that Commonwealth co-operation in this field should be encouraged.

Training in institutions

14. Social education is still a developing field in which there is a shortage of people who have both training and experience and who can plan

and direct programmes particularly in less developed parts of the Commonwealth. It is felt that experienced and mature persons should be sent from these countries, where they would already be in positions of leadership in the communities to which they belong, to gain overseas training and wider experience specially suited to the needs of the communities in which they work. The training that they undertake ought to be of one or two years' duration and take the form of special courses without necessarily leading to a formal qualification. Such training could be undertaken in institutions offering formal qualifications.

15. A great amount of useful work can be done in the field of social education by community leaders working through official agencies and/or with voluntary organisations. It is felt that training and experience for such people would offer the necessary background and experience to broaden their outlook and understanding. Such training is available in various Commonwealth countries but there is a need to increase the number of available courses and places. Simultaneously there must be scholarships or other assistance available so that advantage may be taken of them.

16. There is also a need for formal training in university departments of social study and in colleges and institutions providing courses in adult education and home economics. Such courses might be of one, two or, in some cases, three years' duration. Men and women who are preparing for social education work in their own countries and have already given evidence of their suitability for it could be sent to these courses. The Committee proposes that provision be made through existing schemes of scholarships and assistance for teacher training for those seeking formal training in social education.

17. The spread of the work of social education would be helped by recruitment from the more developed countries of staff able to give advice, training and instruction in various aspects of social education, such as women's activities, youth work and adult education. It is particularly important to recruit dedicated people of the highest calibre to train and inspire youth leaders and teachers in the field of social education. If possible, arrangements should also be made between colleges and university departments to enable teachers engaged in social education work to undertake periods of service in countries other than their own.

Voluntary workers

18. A full programme of social education can only be successfully introduced and carried out if there is full co-operation and co-ordination between Governments, voluntary organisations and voluntary community leaders. In many countries voluntary organisations have been pioneers in this field and Governments, recognising the significance of their role, should give them adequate facilities to undertake their proper functions effectively in this important field. Apart from the need for better organisation of voluntary bodies, there is an urgent need for trained staff. It is therefore proposed that short introductory non-professional courses in social education including community development, social welfare and adult education be developed and expanded.

19. Some Commonwealth countries already have projects for voluntary service at home and overseas for young people within the field of social

533

education. The Committee feels that since this principle of voluntary service is important in such projects, it should be officially encouraged and such projects should be expanded. It is felt that much more publicity and recognition must be given to the work that is already being done.

20. Another form of training which should be expanded is the informal temporary attachment of people from overseas to organisations doing social education work which is capable of application overseas and visits of experts from overseas territories to study their particular field in other countries. With better facilities for financing and supervision, this work could well be expanded. By co-operation between voluntary organisations operating at the national level, posts for tutors and advisers could be created to assist overseas students and workers who desire visits or attachments to voluntary bodies.

Teaching materials and equipment

21. Assistance is possible through co-operation in respect of teaching materials and equipment. There is a need in some countries for advice on the techniques of producing teaching materials and for instruction in the use of specialised equipment such as audio-visual aids. In some Commonwealth countries training facilities in this field are already available.

22. Exchange of information and advice on techniques is possible and would be most useful. Some of the information required is contained within official and other technical publications, departmental reports, surveys and the like. The Committee recommends that these publications be made available within the Commonwealth and that the Commonwealth Education Liaison Committee should take appropriate action to facilitate effective exchange. It will be a matter for individual countries to determine whether this material can be made available free of cost. The most important thing is knowledge of the existence of such materials and their availability.

23. The Committee did not feel that any separate machinery for the supply of teaching materials was necessary or practicable at this stage. Under existing aid schemes some Commonwealth countries are supplying material for the production of textbooks and other teaching equipment. It is hoped that this will continue because it is a useful and practical contribution in all aspects of education including social education.

The need for continuing machinery

24. The Committee has not considered separately the need for continuation of the Commonwealth Education Liaison Committee and the Commonwealth Education Liaison Unit in London, but it is aware that some of the recommendations it has made presuppose exchanges of information between Commonwealth countries. In particular, information is necessary about scholarships and other financial assistance intended for training people in social education. Information is also required about courses and opportunities for study tours and the supply of experts.

25. While the Committee envisages the continuation of these administrative bodies, it recommends that the Commonwealth Education Liaison Committee should consider how best to give effect to this Committee's proposals as a continuing activity.

Recommendations

26. The references at the end of each item are to paragraphs in this Report.

- (1) Social education should receive a much higher priority in educational development programmes (para. 11).
- (2) Social education should be included in the programme of Commonwealth co-operation in education (para. 12).
- (3) Commonwealth co-operation in social education should be encouraged (para. 13).
- (4) Mature persons experienced in social education work should be sent to other countries for training and wider experience, in special courses not necessarily leading to a formal qualification (paras. 14-15).
- (5) There should be an expansion of courses and an increase in the number of people undertaking formal training in social education (para. 16).
- (6) Provision should be made in existing schemes for scholarships and other financial assistance for those seeking experience or formal training in social education (paras. 15-16).
- (7) Experienced staff should be recruited for work in developing countries where they can give advice, training and instruction in social education (para. 17).
- (8) Arrangements should be made between colleges and university departments to enable teachers engaged in social education work to undertake periods of service in other countries (para. 17).
- (9) There should be development of short non-professional courses in social education for training voluntary workers in community leadership (para. 18).
- (10) The principle of voluntary service at home and overseas should be encouraged. Projects for young people to give voluntary service in other countries should be expanded (para. 19).
- (11) The informal method of temporary attachment of people from other countries to voluntary organisations doing social education work is supported. There should be posts of tutors and advisers in these organisations to assist overseas workers and students (para. 20).
- (12) There should be exchanges of information about social education and exchanges of advice on techniques. Publications on social education should be made available within the Commonwealth and the Commonwealth Education Liaison Committee should take appropriate action to facilitate effective exchange (paras. 21-22).
- (13) The Commonwealth Education Liaison Committee should consider how to give effect, as a continuing activity, to the recommendations of the Committee on Social Education (paras. 24-25).

On behalf of the Committee,

(Signed) C. V. Nunes,

Chairman.

ANNEX VI

REPORT OF THE COMMITTEE ON EDUCATION
IN RURAL COMMUNITIES

CONTENTS

	<i>Paragraph</i>
Introduction	1
The nature and importance of the problem	3
Rural Education in relation to overall rural development	10
The aims of Rural Education	14
Content of Rural Education	17
Specific organisational problems of Rural Education	20
Scope for Commonwealth co-operation to help individual countries to deal with the problems of Rural Education	32
The implications of these considerations for the machinery for Com- monwealth co-operation	33

REPORT OF THE COMMITTEE ON EDUCATION IN RURAL COMMUNITIES

Introduction

At the opening Plenary Session the Conference appointed us to be a Committee with the following terms of reference:

“To consider the possibility of co-operation in education in rural communities.”

2. We now present our Report. In it we have considered the possibility of co-operation in education in rural communities against the background of the social and economic conditions that exist in the various countries of the Commonwealth and we have been led to certain conclusions which are discussed in the body of this Report and summarised in paragraph 32. We have found that although conditions vary widely amongst the countries of the Commonwealth there are nevertheless many points of similarity in the problems of rural education that confront member countries. In our Report we have discussed these problems and have made suggestions as to the manner in which countries might co-operate for their mutual benefit.

The Nature and Importance of the Problem

3. In almost all countries of the Commonwealth rural communities constitute a large proportion and, in some territories, an overwhelming majority of the population; and they derive their livelihood directly and indirectly from what remains, and will probably long remain, the greatest single source of employment throughout the Commonwealth, namely, agriculture. Education in rural communities cannot be considered separately from its social and economic setting. Although it was not our purpose to enter into social and economic matters as such, we felt that our Report would be incomplete if we did not stress the interdependence of rural education and the overall socio-economic development of rural areas.

4. We felt it right to proceed on the assumption that it was part of the economic policy of all Governments to promote the development of rural areas through the promotion of agriculture and allied industries and even by shifting industries to rural areas wherever desirable and possible, in order to diminish the social and economic gap between urban and rural communities. We felt that education might powerfully assist this process, given a suitable degree of support and priority and a proper adjustment of policy and practice to the special requirements of the countryside.

5. In the course of our discussions we heard many and illuminating accounts of the problems of various countries and of the ways in which they have sought to deal with them. We do not here attempt to set out these accounts in detail because they were necessarily brief and partial. But consideration of them leads to our first broad conclusion and recommendation: that there is much more in common between the various countries of the Commonwealth in this respect than obvious disparities of climate, economic conditions and tradition might lead one to expect; and

that ways and means should be explored of making systematically and generally available to one another the experience of Commonwealth countries.

6. Some of the problems that were shown to be common to most countries of the Commonwealth in the field of rural education were the difficulties experienced in getting good teachers to serve in remote and rural areas and in retaining their services in those areas once they had undertaken to serve there; the difficulties of devising suitable curricula and effective teaching methods for rural populations; difficulties in designing and construction of school buildings and in obtaining suitable school equipment; the indifference in many cases of pupils and parents, and frequently a pronounced lack of co-operation on the part of parents in ensuring the attendance of their children at school; a greater degree of conservatism in rural than in urban areas; and generally an increased resistance to change.

7. In the course of discussion, much useful information regarding developments in several Commonwealth countries was exchanged. This information, while too incomplete for inclusion in this Report, has been made available for consideration by the Commonwealth Education Liaison Committee and the Commonwealth Education Liaison Unit as a basis for the more developed exchanges which we recommend in paragraphs 8, 19, 28 and 32 (a).

8. The Committee felt that it would be extremely worthwhile for Commonwealth countries to have information about the ways in which common problems of rural education were being treated in various countries. In particular there should be exchanges of information under the following headings:

- (a) the nature and the extent of the specific problems of rural education;
- (b) the relationship between rural education and overall rural development;
- (c) specific organisational problems of rural education;
- (d) significant developments in various countries.

Member countries may often find it useful to carry out bilateral exchanges on these matters. There should also be a study of the problems of rural education, and the solutions which have been attempted, in each Commonwealth country. We recommend that the Commonwealth Education Liaison Committee should consider how to give effect to this proposal as a continuing activity.

9. Visits to other Commonwealth countries by senior administrators in rural education will also be useful. The attention of all countries is drawn to the possibility of awards for short term visits under the existing Commonwealth education scheme. Countries which would benefit should make arrangements for qualified persons in the field of rural education to undertake such visits. They should also consider arranging similar visits by experts to their own countries.

Rural Education in relation to overall rural development

10. As has already been stated, education in rural communities cannot be considered separately from its social and economic setting. In nearly all cases, employment opportunities are poorer in rural communities than in urban areas. Furthermore, ordinary amenities such as the provision of water, electric power, housing and medical services are often deficient in rural communities. Schools are difficult to staff, children tend to move to the cities when they leave school to seek higher wages and there is sometimes an air of depression and general lack of enthusiasm and interest in rural communities. Such difficulties can be directly attributed to the poorer economic circumstances of these communities and the lower level of remuneration generally prevalent there. It is necessary to emphasise that education alone is not responsible for the difficulties that are experienced in many rural areas, and in particular for the so called "drift to the town". Education is but one of the many factors that bear upon the condition of the people who live in rural communities. Although it can play a large part in the betterment of the condition of these peoples, it nevertheless remains clear that the difficult circumstances in which they frequently live can only be improved by an attack on the much wider front of social and economic development.

11. We assumed that it is a policy of the great majority of countries to reduce the gap between the standards of living in urban and rural communities. In moving in this direction, it is essential that programmes of educational development be interlinked with those of economic development.

12. In so far as rural education is interlinked with rural development and overall community development it follows that there is much to be gained from a frequent exchange of relevant experience in community development. This is important if educationists are to be enabled to make a maximum contribution towards their country's efforts to achieve sound overall economic and social growth.

13. One of the functions of rural education that should not be overlooked is to throw up a sufficient supply of people who, after further education and training, will work and live in rural communities as, for example, doctors, nurses, administrative officers in public and private employment, technicians and artisans. Many of these will of necessity have to receive some or all of their training in towns; but a sound rural educational policy will aim at providing as much as possible of this training in the kind of environment in which they will work.

The aims of Rural Education

14. In setting out the aims of a programme of rural educational development the Committee wished to make it perfectly clear that in its view rural education should never be regarded as inferior in any way to other forms of education provided in the community. This leads to a statement of the first objective of any sound system of rural education, which is that it should also have the same general objectives as those of good education anywhere. These aims should be to prepare children to develop themselves to the utmost, to prepare them well for the communities in which they are likely to live and work, to do everything possible to lead children

to a full and rewarding life, and to develop in them high standards of behaviour and good citizenship.

15. The second aim is that rural education should be adequate in quantity and comparable in quality to urban education. Particularly at the post-elementary stage it is important that rural education should not suffer by comparison with similar education elsewhere. Special attention should be paid to this because the provision of post-elementary education presents relatively greater difficulties in the country than in the towns and it is at this stage that young people are prepared for the work they will undertake in the community. It is vital that their training and preparation should be at least adequate and at the best completely suited to their needs. It is recognised that Governments generally are aware of the importance of this need and that where these conditions do not exist, it is very frequently because of the lack of resources. It was appreciated that frequently there are factors causing a relatively unsatisfactory state of affairs over which Governments have little control and the Committee thought it should point out that intensive efforts should be made to provide good standards of education at the post-elementary stage wherever these do not now exist in rural communities.

16. The third aim of rural education that has been noted is that it should assist in the development of rural communities without expecting all pupils to live and work in rural areas. The Committee did not subscribe to the view that all children living in rural areas should by training or for any other reason be prevented from moving to work in other communities where their needs might be met better and their talents used to greater advantage. In effect, the Committee favoured a type of rural education that would develop citizens able to take their place in a nation's work force wherever they could make their greatest contribution to the nation's economic and social well-being.

Content of Rural Education

17. The previous section points out that it is vital for children in rural areas to be given equality of educational opportunity with their counterparts in the towns and cities. This does not mean, however, that rural education must be identical in all respects with urban. Although the object of education is the same in rural as in urban areas, the content will differ because of differences in environment. Thus, agriculture should play an important part in rural schools. As stated in paragraph 16, however, the intention should not be to attempt to make all children in rural areas agriculturists. Rather, the cultural and educational value of agricultural subjects should be stressed, particularly in the early stages. Similarly, rural schools should emphasise the knowledge of, and interest in, rural folklore and crafts.

18. The content of rural school education will differ as between the early and the later stages.

- (a) *At the early stage.*—At this stage, no vocational training is either possible or desirable and most of the time must be occupied by basic instruction in subjects such as reading, writing and simple arithmetic. At this time, however, the cultural aspects of rural education are very important. Class-room examples

should be drawn from the rural environment and from crafts peculiar to the area as well as from agriculture. In this way, some knowledge and appreciation of the rural way of life will be given. It is particularly important that this should be done during the early stage, as many children in rural areas do not proceed beyond that level.

- (b) *At the later stage.*—More specific preparation for rural vocations is possible, and must be given, at the later stage. A distinction should be made, however, between pre-vocational training to be given in the earlier years of this stage, and vocational training proper, which comes later. The vocational training of the rural pupil is governed by the same principles as apply to any other form of vocational training; its content will therefore depend on the economic development of each area. In general, the committee felt that the distinctions which are often drawn between agricultural education and technical or vocational education as a whole are artificial and constitute a handicap to sound educational thought.

19. In dealing with these problems, member countries may find it useful to draw upon the experience of others. Exchanges of information about curricula and teaching methods will be useful. Senior administrators in the field of rural education should study developments in other countries, and expert assistance should be provided to countries which need it. Conferences of experts on a regional or a Commonwealth-wide basis might be held. The subject should also be dealt with by other Commonwealth conferences on related matters.

Specific organisational problems of Rural Education

20. The organisational problems of rural schools differ from those of urban schools primarily because of the low concentration of population in rural areas. These problems are more serious at the higher than at the lower levels, because costs rise proportionately as we go up the educational ladder. A very important problem is that of providing secondary education for rural children. It is only at this level that rural children will be prepared either for higher education in appropriate fields or for vocations that will enable them to earn a satisfactory living.

21. To give rural children ready access to elementary schools, small institutions with one or two teachers have to be located in rural areas. These schools enable great numbers of children to receive education which they would not otherwise receive were it necessary for them to travel to urban centres. Special techniques are needed for the organisation of these schools and some countries have made good progress with the development of these techniques. Other countries may be interested to study them.

22. The problem of providing adequate secondary education is much more difficult in rural than in urban areas. Great care must be given to surveying educational needs and to planning and locating secondary schools to ensure that every rural child has access to them. Such access may be provided by the establishment either of numerous small secondary schools or of a smaller number of large, consolidated schools. In the latter case it may be necessary to provide hostels or transport or both. Many children will also need financial aid to attend these schools.

531

23. In some countries, facilities for post-secondary education are almost non-existent in rural areas. Steps should be taken to establish more institutions at this level in these regions and to assist promising students from rural areas to avail themselves of the facilities for higher education in rural or urban areas as the case may be.

24. It has been found difficult in many countries to secure enough suitable qualified people to staff schools in rural areas. Even where salaries and conditions of service are the same as in cities, teachers have been found to prefer the urban environment. Some countries have succeeded in attracting sufficient numbers of competent teachers to rural schools by offering incentives in the form of higher salaries, promotion advantages and good housing accommodation. These techniques and devices are well worth study by other countries.

25. Professional isolation also contributes to the reluctance of teachers to serve in rural areas, and it constitutes an important problem in rural school supervision. Special steps should therefore be taken to enable teachers in these regions to maintain contact with other members of the teaching profession, to avail themselves of in-service training and other special courses, and generally to maintain and improve their professional competence.

26. The cost of erecting new school buildings in rural areas is often higher than in the cities. Material and labour are more costly because both frequently have to be brought from urban centres. To reduce costs the use of local materials should be encouraged and local personnel should be trained to take part in the construction. Architects who are used to designing school buildings for urban areas should take into account the differences which exist in rural areas. They should take advantage of the greater availability of land in these areas to lower the costs of building schools.

27. The management of rural schools is carried out in some countries by a central authority and in others by local authorities. Each system has its own advantages. If the central authority undertakes the task there may be the advantages of greater financial support and of a common curriculum. On the other hand, local responsibility may enable curricula to be adapted to regional needs and may encourage the members of a rural community to take an interest in attempts to improve the educational system in their area.

28. In many ways Commonwealth co-operation may help in the solution of these problems. Exchanges of information on the organisation of rural schools (particularly at the secondary level), on teaching methods, on audio-visual aids, on school building design and techniques and on correspondence courses will be useful in assisting countries which wish to extend and improve the quality of their rural education. Similar exchanges should be carried out with respect to the staffing and management of rural schools and the problem of reducing building costs. Senior administrators in rural education will add to their understanding of the problems involved by visiting other Commonwealth countries. Expert assistance will also contribute to the resolution of these problems. At a later date, it may be useful to hold conferences of experts on these matters

on a regional or Commonwealth-wide basis. One subject that has been mentioned as suitable for study by such a conference is the content and duration of primary school courses, and the minimum standards for these that might be considered satisfactory. Other Commonwealth conferences dealing with related subjects should include the organisational problems of rural education in their subject matter.

29. We should also like to mention that careful consideration should be given to the use of educational sound broadcasting and, when it comes, television, as a potent instrument for equalising educational opportunity as between the towns and the countryside. Individual countries are, we know, paying much attention to the educational possibilities of broadcasting, and we recommend that experience in this field should figure in any scheme of exchange of information. Should it be decided at any time to hold a conference on educational broadcasting (or more generally on audio-visual aids in education) we consider that the needs of rural education should figure specifically on its agenda.

30. Special attention should be paid to the need for assistance in improving the qualifications of rural teachers. Maximum advantage should be taken of opportunities for assistance in the training and supply of personnel for rural education, including community development. The purpose of this aid is to improve teacher-training facilities to enable countries to produce enough properly trained teachers to staff the schools in rural communities. The staff of teacher training institutions should be enabled to study abroad, and experts from other countries should be made available to institutions which require their services. Subjects of study should include teaching methods and curricula, audio-visual aids and correspondence courses. These have already been brought to a high stage of development in many Commonwealth countries including Canada, Australia and New Zealand. As another means of improving their qualifications, rural teachers should be encouraged to avail themselves of the opportunity to study abroad under the Commonwealth education scheme and the authorities concerned should give appropriate priority to this need in their use of the bursary scheme.

31. Education and community development are closely related. Rural education programmes should therefore make provision for the training of personnel who will contribute to all aspects of community development.

Scope for Commonwealth co-operation to help individual countries to deal with the problems of Rural Education

32. The several ways in which Commonwealth countries may co-operate in helping one another to deal with problems of rural education have been indicated in the previous paragraphs, and may be summarised as follows :

- (a) *Exchanges of information.*—Member countries may find it useful to carry out bilateral exchanges of information on significant developments in rural education. In addition, the Commonwealth Education Liaison Committee should consider how the exchange and dissemination of information might best be organised as a continuing process (paragraphs 8, 19 and 28).

- (b) *Visits to other Commonwealth countries.*—It will be helpful for senior administrators in rural education and other qualified persons to visit other countries where significant developments are taking place, and for expert assistance to be made available to countries which need it (paragraphs 19 and 28).
- (c) *Training and supply of personnel for rural education, including community development.*—In order to improve the facilities for training rural teachers, personnel engaged in such activities should be enabled to study abroad, and experts from other countries should be made available to institutions which require their services. Similar steps should also be taken for community development (paragraphs 30–31).
- (d) *Recognition of the claims of rural teachers to inclusion in bursary schemes.*—Qualified rural teachers should be encouraged to avail themselves of the opportunity to improve their qualifications by study abroad under the Commonwealth education scheme (paragraph 30).
- (e) *Conferences of experts on a regional or Commonwealth-wide basis.* Exchanges of information and visits of administrators in rural education might well give rise to a recognition of the need for regional or Commonwealth-wide conferences of experts in rural education. Consideration might therefore be given to holding such conferences at a later date (paragraphs 19 and 28).
- (f) *Inclusion of the needs of rural education in the subject-matter of any appropriate Commonwealth conference.*—The importance of rural education as a factor contributing to the well-being of the peoples of Commonwealth countries merits its inclusion as a specific topic in any Commonwealth conference which might deal with relevant matters (paragraphs 19 and 28–29).

The implications of these considerations for the machinery for Commonwealth co-operation

33. The Committee was agreed that the Commonwealth Education Liaison Committee and the Commonwealth Education Liaison Unit as at present organised might well be able to carry out the work outlined in paragraph 32 of this Report. It was suggested that the assistance of other existing agencies might be enlisted in giving effect to some of our recommendations. Several members of the Committee indicated that there were in existence many organisations that, if approached, would be most likely to co-operate in matters of this kind.

On behalf of the Committee,
 (Signed) B. A. Brown,
 Chairman.

ANNEX VII

REPORT OF THE COMMITTEE ON FINANCIAL PROBLEMS OF EDUCATION EXPANSION

CONTENTS

	<i>Paragraph</i>
Introduction	1
Scope of the work of the Committee	3
Areas of need of Commonwealth countries in respect of education expansion	8
Value of planning and the stimulation of local interest	11
Existing Commonwealth schemes identifiable with needs of Commonwealth countries	12
Recommendations	15

REPORT OF THE COMMITTEE ON FINANCIAL PROBLEMS OF EDUCATION EXPANSION

Introduction

At the opening Plenary Session, the Conference appointed us to be a Committee on the financial problems of expansion of education with the following terms of reference:

“To consider the possibility of co-operation in the financial problems of education expansion.”

We now present the following Report.

2. Two leading papers on this subject were presented, one prepared by the Government of Nigeria and the other by the Government of India. The leading paper from the Government of Nigeria had, as its main theme, the more purely financial problems of education expansion which were being experienced by emergent countries and proposed that this Conference should consider how the more highly developed countries might assist these with capital subventions from their treasuries, both to make up deficiencies in national resources and to underwrite specific projects. It had been presented to the Conference, however, on the express condition that it might properly form part of the Agenda only if this matter had been raised by the Nigerian Government at the preceding September meeting of Commonwealth Finance Ministers. This matter had not been raised at the said meeting, hence this paper was withdrawn by the Nigerian delegation.

Scope of the work of the Committee

3. The Committee recognised that education was a continuously developing activity and all the countries within the Commonwealth had programmes for expansion and improvement of education. All of them therefore had financial problems connected with the implementation of programmes of development in the field of education, though, in nature and magnitude, they varied from country to country according to the conditions and stage of development of the country concerned.

4. The financial problems facing the newly emergent countries of the Commonwealth stem chiefly from the gap that exists between their needs in the field of education and resources immediately available. These countries have embarked on programmes of massive development in various fields of education. This task, difficult as it is, is complicated by the fact that these countries are seeking to telescope into a short period the provision of universal primary education as well as adequate facilities for secondary and higher education, including technical education.

5. The Committee noted with gratification the courage and vision with which these countries had planned their programmes of educational development and also the amounts they were spending from their own resources on the implementation of these programmes, which, in some cases, formed a remarkably high percentage of their revenue budgets.

537

In the opinion of the Committee, expenditure on education was an investment in human resources, because education was a highly productive activity as a means of supplying the trained man-power needed for the economic development of the country, as well as an instrument of personal and social development, essential for strengthening the human values which form the basis of society in Commonwealth countries.

6. It was clear that financial problems of expansion of education concerned both capital and recurrent expenditure. There was, however, general agreement that since the financing of educational programmes formed an integral part of the overall development plans of the various countries, and since the delegations had come with no mandates to commit their Governments, the Committee should not attempt to go into the quantitative aspects of the subject. At the same time, it was felt that the Committee could usefully undertake a general examination of the major needs of the various countries and share the experience of educationally more developed countries in respect of the methods adopted by the latter in meeting them.

7. The Committee noted that in addition to the Commonwealth education scheme, there were other schemes for mutual assistance in education in which countries of the Commonwealth were participating. Some countries had already committed much of their available resources for educational assistance to such schemes as the Colombo Plan and the Special Commonwealth African Assistance Plan. Accordingly the Committee agreed upon the following terms of reference :

- (i) to identify the areas of need of countries of the Commonwealth in respect of their programmes of education expansion ;
- (ii) to indicate the priority between these needs ;
- (iii) to share the experience of the educationally more developed countries as to how they met similar problems of educational expansion ;
- (iv) to determine, in the light of available resources, the nature of the assistance that could mutually be extended by Commonwealth countries.

Areas of need of Commonwealth countries in respect of Education Expansion

8. From the statements placed before the Committee by the delegations, it appeared that though the needs of the various developing countries were not exactly identical, they might, in relation to the possible scope of Commonwealth co-operation, be considered under the following four broad categories:

- (i) increased educational and training opportunities at all levels ;
- (ii) supply of teachers, particularly in science and mathematics, and specialists in the fields of technical and higher education ;
- (iii) supply of equipment of a specialised nature ;
- (iv) supply of text-books and other reading materials at cheaper prices.

9. It may however be noted in this connection that while the needs of developing countries would fall under one or more of the above categories,

the degree of need appeared to vary from country to country. For example, one country stressed the need not so much for equipment as for teachers and instructors of which it was desperately short. Another assigned high priority to the supply of equipment, specialists and visiting professors.

10. Some countries also mentioned their need of capital for construction of buildings required for educational institutions; while others indicated their need for assistance in meeting the costs of staffing. For the reasons already stated in paragraphs 6 and 7 above, the Committee could not go into the quantitative details of these proposals, and it was agreed that such issues could best be settled through bilateral arrangements between the different countries of the Commonwealth.

Value of planning and the stimulation of local interest

11. All members were aware of the need to make the most economical use of such resources as were available for educational expansion, and it was noted that through sound planning and the team work of architects, school administrators and educational authorities (as the experience of one country showed) it was possible to produce better school buildings at a lower cost. It was also noted that both in respect of capital and recurring costs of educational schemes, it was possible to provide additional monetary or other assistance through measures directed to arousing greater community interest in and support for education.

Existing Commonwealth schemes identifiable with needs of Commonwealth countries

12. As regards the areas of major need of countries of the Commonwealth summarised in paragraph 8 above, the Committee felt that most of these needs were identifiable with the schemes of co-operation already existing within the framework of the Commonwealth or were related to subjects under discussion at this Conference. These specific subjects, in some form or other, have been examined by other Committees, and the nature and extent of co-operation needed and considered feasible are indicated in their reports.

13. The Committee was of the opinion that the programme of the Commonwealth Education Conference, together with other schemes of assistance in operation within the Commonwealth, provided ample scope for co-operation in meeting some of the major needs of the various countries in respect of training facilities, supply of equipment, teacher-trainers, etc. In this connection, the Committee also noted that at least in some cases the resources already available within the Commonwealth in meeting these needs were not being fully utilised. For example, donor countries found that not all their scholarships and training places under some of the schemes were being fully taken up. It appeared that some countries were being offered awards which they could not utilise at present because, for example, it meant that important trained personnel were out of the country too long. In the circumstances, therefore, it might be desirable to make necessary re-adjustments through bilateral arrangements.

14. The Committee also noted that in some countries and in certain special circumstances industries had participated actively in educational expansion programmes. There were instances of industries voluntarily contributing special sums of money to education in certain countries.

531

Recommendations of the Committee

15. In view of the facts stated above, the recommendations of the Committee are as follows:

- (1) That in development programmes education should be given high priority, since it is a productive activity and expenditure on education is an investment in human resources;
- (2) That it would be appropriate for countries requiring assistance *in respect of capital* or recurrent expenditure necessary for educational expansion to seek it through bilateral arrangements;
- (3) That countries should give close attention to educational planning in order to make the most effective use of the funds available to them, and to that end, among other measures, explore the possibility of reducing constructional costs of school buildings;
- (4) That, as the experience of some countries shows that it is possible to obtain additional funds and other forms of assistance through measures directed to arousing greater community interest in and support for education, every effort should be made to arouse community interest in this direction;
- (5) That as regards meeting the major needs of the various countries in respect of—
 - (a) increased educational and training opportunities at all levels;
 - (b) supply of teachers, particularly in science and mathematics and specialists in the field of technical and higher education;
 - (c) supply of equipment of a specialised nature;
 - (d) supply of textbooks and other reading material at cheaper prices,

there is wide scope for co-operation among the Commonwealth countries as indicated in the recommendations of the other Committees which studied these specific issues, and that all the various schemes among the Commonwealth countries should be made more widely known and utilised as fully as possible;

- (6) That apart from the possibility of expansion of the existing programmes of co-operation in the field of training facilities and supply of teachers and specialists, these programmes might also be made more effective by re-adjustments where possible, so that they do meet the particular needs of receiving countries.

On behalf of the Committee,

(Signed) M. S. Huq,

Chairman.

ANNEX VIII

COMPOSITION AND FUNCTIONS OF A COMMONWEALTH EDUCATION LIAISON COMMITTEE AND A COMMONWEALTH EDUCATION LIAISON UNIT

(Paragraph 88 of the Conference Report)

1. The Committee shall comprise :
 - (i) a Chairman who is not representative of any Government but acts in a private capacity ; and
 - (ii) one representative of each Commonwealth Government, together with one representative of the British dependencies.
2. The Committee may invite to attend their meetings persons whom they consider to have a contribution to make to the Committee's discussions.
3. The Committee shall provide a forum for consideration of such matters of principle arising out of the schemes of Commonwealth co-operation in education as may be referred to it by any member and shall consider any suggestions for further improving Commonwealth co-operation in education.
4. Subject to the functions of recording information about awards under the Commonwealth Scholarship and Fellowship Plan and preparing an annual report which are assigned to the Association of Universities of the British Commonwealth, the Committee shall ascertain what information will be of value to member Governments and shall suggest what would be the most convenient manner for member Governments to obtain it ; and shall act generally as a centre of reference to develop and improve Commonwealth co-operation in education.
5. The Committee shall undertake such functions as are by agreement assigned to it from time to time consequent upon Commonwealth Education Conferences, which include *inter alia* publishing reports on the Commonwealth Scholarship and Fellowship Plan, improving existing arrangements for Commonwealth co-operation, preparing material for submission to further Commonwealth Education Conferences and advising on requests from member countries for assistance in concluding bilateral arrangements.
6. The normal method of implementing schemes of Commonwealth co-operation is through bilateral contacts between Commonwealth countries. Subject to this, the Committee shall undertake such other functions, in extension of or in addition to the functions referred to in the previous paragraph, to supplement normal bilateral arrangements between member Governments and to develop and improve Commonwealth co-operation in education as they may deem necessary and feasible.
7. The Committee shall establish a Commonwealth Education Liaison Unit and appoint and control its staff, which will include a Director of the Unit who shall be the Secretary to the Committee and its chief executive

officer, a Deputy Director and such other officers and staff as are necessary to the due performance of the Committee's functions.

Note.—Not by way of limitation but for ease of reference, the functions assigned to the Unit consequent upon the Oxford Conference are set out *in extenso* as follows:

- (i) To receive such information as the Governments may have to communicate on the programmes and other activities, excluding the Commonwealth Scholarship and Fellowship Plan, arising from the Conference, and to report periodically to all member countries.
- (ii) To receive such requests as countries may have found themselves unable to handle bilaterally, and to advise where they are most likely to be met.

For example, the unit might:

- (a) Help where necessary to clarify requests to donor countries.
 - (b) Bring to the notice of possible donor countries any requests that apparently cannot be met from existing facilities.
 - (c) If requested, give advice on the initiation of new facilities to meet regional needs.
- (iii) To bring to the notice of other Commonwealth countries when requested by a donor country any facilities which it has to offer.
 - (iv) To help find for such countries as request them the services of expert advisers from any part of the Commonwealth on any aspect of education.
 - (v) Generally to act as a centre of reference to facilitate Commonwealth educational co-operation.
 - (vi) Any other function which might be given to it by the Committee.

ANNEX IX

LIST OF DELEGATIONS

The Conference was attended by delegations from the following countries:

- Britain (including overseas representatives*)
- Canada
- Australia
- New Zealand
- India
- Pakistan
- Ceylon
- Ghana
- Federation of Malaya
- Federation of Nigeria
- Sierra Leone
- Tanganyika
- Federation of Rhodesia and Nyasaland.

A Message was received from the President of the Republic of Cyprus, which did not send a delegation.

*Government Printing & Stationery Office,
British Guiana.*

(C.G.P. & S. 439/62 - April, 1962)

526.

*Government Printing & Stationery Office,
British Guiana.*

(C.G.P. & S. 439/62 - April, 1962)