

INFORMATION FROM NON-SELF-GOVERNING-TERRITORIES

Summary and Analysis of Information Transmitted

under Article 73 e of the Charter

Report of the Secretary-General

(Item 23 (a) of the Provisional Agenda of the Third Regular Session)

ANALYSIS OF INFORMATION ON EDUCATIONAL CONDITIONS (*)

I

An examination of the information and supplemental information on education indicates that there are certain broad features in the general situation and in the administrative arrangements in respect of education which can be briefly indicated by tables. Such tables are no more than indications and require to be interpreted with caution. Standards and services inevitably vary greatly; the terms used in the various territories have different meanings; and there are variations in the completeness and accuracy of statistics. However, pending any recommendations for a more detailed analysis of any particular aspect of educational problems in the future, the tables may serve as a rough guide to conditions in Non-Self-Governing Territories.

The following two tables have been prepared:

- I. Educational Finance
- II. Educational Statistics

The Standard Form has asked for information on "per capita expenditure on education". In some countries this phrase is generally understood to mean educational expenditure per inhabitant, i.e., educational expenditure

(*) This analysis is also being laid before the Special Committee on information transmitted under Article 73 e of the Charter.

divided by total population. Some Members, however, have interpreted the phrase to mean expenditure per pupil and have furnished information accordingly, while others have supplied figures on expenditure per inhabitant. As both types of calculation are of interest, the Secretariat has presented information under both headings in columns V and VI of Table I.

Although in most cases information has generally followed the Standard Form, occasionally figures on specific items are missing. A dash (-) would indicate that no information is available. In some cases, as, for example, information on the number of students engaged in higher education, the narrative part of the information would indicate positive information, although actual figures are not given. The plus symbol (/) is used to indicate such cases. The same symbol is used at the end of a figure when the narrative statements imply that the actual figure is larger than the one given in the information. Zero is used only when it is so indicated in the original material.

It has not been possible to compress narrative statements into the tables. A brief review of some of these statements is undertaken below.

School Buildings and Facilities

In the summaries of the information, it has not been found practicable to treat the details given on school buildings and other facilities. Local conditions vary widely. In addition, while in some cases the authorities describe the type of buildings and equipment, their shortcomings and measures taken for their improvement, in other cases the information is limited to Government expenditure. In some cases no information at all is supplied, although this will probably prove to have been remedied when further supplemental material is received.

The following are examples of the nature of the information:

- (a) No mention is made of the subject (French West Africa).
- (b) Mentioned as a problem but no further information provided (Gibraltar, Dominica).

(c) Information is limited to expenditures on buildings (Puerto Rico, Uganda).

(d) An account is given in much of the information transmitted of present conditions and of programmes of construction and repair.

From the information supplied in respect of the group of territories under (d) it may be noted that many of the descriptions frankly set forth the unsatisfactory nature of present conditions. The following is a summary of typical comments.

School buildings are generally in a poor state of repair (British Guiana, Sierra Leone). Shortage of modern equipment constitutes a problem and school buildings tend to be overcrowded. In some cases, dual sessions have to be conducted (Fiji). There is a lack of good school buildings, especially in the rural districts (Surinam). Considerable damage was caused to school buildings in territories which were the theatre of war (Sarawak, Guam, Tunisia). The public schools are, in some cases, housed in buildings originally designed for other than school purposes (Falkland Islands, St. Lucia, Grenada). They are inadequate in size and lack proper sanitary and playground facilities. They are also poorly located, and their functional design and arrangement leave much to be desired (American Virgin Islands).

Some information has been furnished, including illustrations, of many fine buildings. However, so long as the general problem of finance and materials remains difficult, the proportion of funds which can be allocated to buildings will remain low. In these circumstances, it is of interest to note information suggestive of the economical use which may be made of local materials and of local design.

In the Gold Coast, most primary school buildings in urban areas and many elsewhere are of concrete with roofs of imported materials. But the majority are made of local materials. It is reported that very satisfactory buildings can be constructed with local materials such as sun-dried bricks and "swish" (mud), and the use of such materials is encouraged.

Nigerian school buildings are of many different types. The town schools are generally of cement block or plastered mud walls with concrete floor and corrugated iron roofs. Village schools may use the same method of construction or be of the simpler types employing thatch roofs and hard-beaten floors.

In French Equatorial Africa, school construction is mostly determined by local conditions. The village school is generally built of clay covered with bamboo roofing and equipped with rudimentary furniture. The regional schools are made out of harder materials and covered with metal sheeting and provided with standard furniture. Secondary schools and technical education buildings under construction, however, are modern structures with all the installation as would be provided in the metropolitan country.

For African education in Northern Rhodesia buildings in general provide adequate accommodation in a simple style, built with local materials by African artisans. In some cases thatch-on-sun-dried-brick walls construction is employed, while the more satisfactory buildings have cement floors, burnt brick walls, and iron or thatched roofing.

School buildings of Nyasaland vary from wattle-and-daub buildings put up by villagers with their own hands to modern brick buildings. The older ones are being improved. Except in the two secondary schools, no very elaborate equipment is considered to be required.

In the Comoro Archipelago school buildings are made of stone and cement which are available in the territory. The buildings are sometimes covered with metal sheets, but mostly with straw.

In American Samoa, where in the outlying villages many of the schools are constructed by the Samoans with native material, these are described as being ample for the mild climate.

Another point noted in connection with the improvement of future accommodation is provided by the information on regulations to be followed in construction. Building regulations in one form or another are frequently encountered, at least in urban areas. A few examples,

however, may serve to illustrate the type of standards and rules established under educational policy.

In the Belgian Congo, elaborate instructions have been issued to be followed in buildings erected with state assistance. These instructions cover such matters as location, space allotment for classes, lighting, ventilation, floors, stairways, playgrounds, dining rooms, sick rooms and dormitories. For a class of 50 pupils in the first degree school, normal dimensions of the class room are 4 meters high, 9 meters long and 7 meters wide. This provides for each pupil floor space of 1.25 square meters and 5 cubic meters of air space. Similar specifications are made for the different kinds of schools, with certain differences between European and African accommodations. In connection with the point mentioned above of adaptations to local conditions, it may be noted that for domestic training it is recommended that the furnishings should as far as possible be similar to those of typical households of "evolved" Africans.

In the Gold Coast, rules under the Education Ordinance prescribe such matters as the maximum enrolment in classrooms (usually 40) and the minimum dimensions of air space (120 cubic feet, 3.4 cubic meters) and 12 square feet (1.13 square meters) of floor space per pupil. Type plans for primary schools are issued by the Education Department.

In French Equatorial Africa, the following building standards are more and more becoming the normal pattern. An average village school has a preparatory and an elementary classroom. In addition, there is a workshop for manual work, staff quarters, and a boy scout camp, which also houses children whose homes are far away from school. Regional schools are more elaborate, with from 4 to 8 classrooms, an apprentice workshop, a canteen, facilities for boarding, scout camp, sports grounds and an area for cultivation.

In Kenya, school buildings for all races erected under the Colonial Development Plan are standardised as far as possible. They are made to standards approved for schools in Great Britain, modified as necessary

to suit the different ranges of temperature and climatic conditions in different parts of the territory.

It is reported from Nyasaland that there is a comprehensive code of regulations governing air space, lighting and sanitation, to which all new buildings must conform; the older buildings are gradually being improved to this standard. Playing space and gardens are attached to most schools.

With the coordination of educational policy in the British Caribbean through the Comptroller for Welfare and Development in the West Indies, it has been possible to build a number of experimental schools designed by architects (Windward and Leeward Islands). These experiments, though expensive, have proved useful in studying plans and comparative costs of varying designs and types of material. For guidance in economic layout and design, an explanatory booklet on the principles of school design for the West Indies was being prepared in a form that can be amended and expanded as research, experience and experiment develop. It is stated that the Comptroller's Building Research Officer would keep constantly in touch with those responsible for school buildings in every Colony. (1)

Qualification of Teachers

It would seem from the information that in the overwhelming majority of territories the prevailing shortage of trained teachers is seriously retarding the progress of education. Most of the new schemes and development programmes are centred around the provision of new teacher-training facilities.

Information from Tunisia states that French-speaking teachers have "Brevet Supérieur" training or the Baccalaureat and the certificate of pedagogical aptitude. They either come from the metropolitan departments or from the normal schools in Tunis, or from the secondary establishments in Tunisia or France.

(1) United Kingdom: Development and Welfare in the West Indies, 1945-46, Report by Sir John Macpherson.

Bilingual teachers are either former pupil-teachers of the Moslem Section of the Tunis normal schools, or former pupils of a local college with the Baccalaureat or the "Brevet Superieur" or the college diploma. They teach either French or Arabic. The monolingual teachers are former pupils of the Grand Mosque (Moslem University) in possession of the "Tahsil" (diploma of the Grand Mosque) and are chosen by a jury of teachers of the Grand Mosque and Tunisian notables, under the presidency of the Deputy Director of Education. On passing an examination the successful candidates receive a certificate. The Normal School for Men in Tunis has three sections: (1) French, which parallels the normal schools of France; (2) Arab, which gives a four-year training for bilingual teachers; (3) Monolingual, which provides one-year training to Arabic-speaking teachers who are already in possession of the diploma of the Grand Mosque. The Normal School for Women is organised on similar lines.

In French Equatorial Africa pupil-teachers are recruited without examination from those who have a superior primary certificate, or after an examination from those who have only an elementary primary education. After their recruitment they undergo a one-year special course in the pupil-teacher sections. Further, they do practical work in primary schools. At the end of their training they have to take an examination in pedagogical aptitude. These requirements are the same for public and private schools. There are three categories of teachers: assistant teachers, probationary teachers and teachers. Assistant teachers possess a diploma from the local superior school, or are pupils from the "Ecole des Cadres Superieurs de l'Afrique Equatoriale Francaise", or pupils from normal schools. Pupil-teachers are also recruited as assistant teachers after proper examination and under certain conditions. Probationary teachers are pupils with three years of training in Normal Schools, or candidates with the "Brevet Superieur" or with the Baccalaureat, or assistant teachers under certain conditions. Probationary teachers who have completed practical work and have received a certificate of

pedagogical aptitude are accepted as full teachers.

Information from French West Africa recognizes the training of a large number of qualified staff as an important problem. Three categories of qualified teachers for the three courses of the primary school (preparatory, elementary and intermediate) are being formed by the following methods. Candidates without "Brevet Elementaire" become pupil-teachers after four years of normal courses. Candidates with "Brevet Elementaire" become assistant teachers after four years of normal courses. The third category, "Bachelier", teachers are those who have completed normal school training after having obtained the Baccalaureat.

Of the 29,313 teachers in Nigeria, 4,441 hold either a degree or a training certificate. The remainder, approximately 25,000 teachers, are uncertificated. In the primary schools of Sierra Leone the regulation prescribes that teachers should possess "Teachers' Elementary Certificate", but because of the shortage of trained staff a large proportion of the present teachers is untrained. There are now four local training institutions which can accommodate 187 students each year. Secondary teachers are trained, through scholarships, in the United Kingdom and in the neighbouring territories.

In the Gold Coast teachers are certificated by the Education Department under the authority of the Board of Education. Trained teachers are awarded Certificate A on completion of a four-year post-primary or a two-year post-secondary general course in an approved boarding institution. This certificate qualifies teachers for employment in both the infant-junior and the senior primary schools. Certificate B, which entitles the candidate to teach in infant-junior schools, is awarded on the completion of a two-year post-primary course in an approved boarding institution. Special Certificates are issued to those who, after completion of Certificate A course, undergo a specialist course in the teacher-training department of Achinota College, where training ranges from one to three years. An "External Certificate" is awarded to

untrained persons who have served in a school for three years and who have passed practical and written examinations conducted by the Education Department. This certificate entitles the holder to teach in any department of the primary school. An untrained person is permitted to teach provided he is required in a particular school for lack of trained personnel. Such teachers may sit for the external certificate examination. "Honorary Certificates" have been awarded to a small group of untrained or partially trained teachers who are not likely to pass the external examination for certificates but who have achieved an acceptable standard of efficiency and distinguished themselves by long service and devotion to their profession. In 1946, of the 6,397 African teachers, 2,600 were uncertificated and untrained, 103 held honorary certificates, 797 though untrained held External Certificates, 2,678 and 132 held Certificates A and B respectively, 68 held qualifications higher than Certificate A, and 19 were of graduate level.

There are fifteen teacher-training colleges. Of these, six provide the Certificate B Course, one of them being for women, one co-educational, and the rest for men. Of the nine for Certificate A Course, one is co-educational, five are for women, and three for men.

In the Belgian Congo, African teachers are divided into two categories: (1) those provided with a pedagogical diploma from a Normal School, which involves a four-year training after primary education; and (2) pupil-teachers in possession of a certificate of aptitude. The new scheme provides for an increase in the number and standards of Normal Schools. These schools are expected to turn out qualified teachers for second degree primary schools and the lower grades of intermediate schools. In a few years new superior normal schools will provide training for local teachers for the modern and Latin secondary schools.

In Uganda, 5,443 teachers of a total of 10,499 are reported to be locally trained, the majority of whom are in the Vernacular and Primary (Grade C) schools. In Northern Rhodesia 2,100 out of 4,151 African

teachers are of the Standard VI level plus 2 years "teacher training". In Nyasaland, 1,180 teachers out of 2,859 African teachers are untrained.

The majority of teachers in the Comoro Archipelago are of local origin who have undergone pedagogical training in Madagascar. The Koranic teachers have had only local training. A local school with a pedagogical centre has been planned for the territory.

In the Caribbean generally the pupil-teacher system still exists and a large proportion of the teachers are still without training. New schemes in all the islands call for further effort in this respect. Of the 1,563 local teachers in British Guiana, 580 are uncertificated and without training. Of the 37 secondary school teachers in Grenada, 11 have degrees and 26 possess recognized school certificates. Of the 499 primary teachers, 62 are "fully qualified", 153 are "under qualified", and 284 are pupil-teachers. All pupil-teachers spend half of their time in supervised studies under the direction of seven supervising teachers.

In St. Vincent the Cambridge School Certificate and London Matriculation are accepted as minimum qualifications for teaching in secondary schools. For primary teaching, in addition to a local examination in school organization and a test in practical training, a teacher is required to pass in English, History or Geography and Arithmetic at the Cambridge Local School Certificate Examination.

Other islands in the Leeward and Windward groups are sending students on scholarship to nearby institutions and/or organising short summer courses.

In the American Virgin Islands the minimum qualifications for permanent certification in St. Thomas and St. John are high school graduation and one year of post-high school training. The median of teachers now in service is high school graduation with approximately one-half year post-high school training. A Teachers' Institute offers training facilities through summer sessions and evening and afternoon courses for teachers in service. Scholarships and loans are granted to teachers

for study in Puerto Rico and the United States. In Puerto Rico 50.31 percent of the teachers are college or normal school graduates. One thousand two hundred and ninety one out of 1,340 new teachers working in 1947 were given provisional licenses on the basis of special examinations prepared and administered by the Division of Statistics of the Department of Education.

In Curacao teachers are classified as follows. Pupil-teachers are exclusively native women who have received from the Inspector of Education a declaration of sufficient knowledge of practical teaching. Fourth class teachers are assistant teachers certified in Curacao or Surinam. The higher ranks are required to possess the full teacher's certificate which may be obtained in the Netherlands, Indonesia, Curacao or Surinam.

In Sarawak, 25 percent of the teachers in Government institutions have had some kind of training. In Chinese schools approximately 5 percent are university graduates and about 15 percent have had some kind of professional training. In the Mission schools only a small number have had training.

The typical teacher of Guam is a high school graduate who has attended four weeks' "Teacher Institute" each summer since starting to teach. In 1947 the "Teacher Institute" was replaced by a six-week summer session of the University of Hawaii conducted in Guam. The normal school, started in 1946, is giving a small number of local teachers a year of college-level training. The minimum qualification for teachers in American Samoa is secondary school education and attendance at Teachers' Training Institute.

Development of Cultural Institutions

A review of information under this heading shows that the territories as a whole have supplied data on press, radio, films, libraries, museums, community centres and a few other topics. In presenting the information in this document the number of topics and the territories are restricted. The intention is merely to furnish brief samples of

the information available, so that if thought desirable, a broader study might be undertaken on a later occasion. Among topics, information is presented below on press, radio and the film from fifteen territories selected on a broad geographical basis, particularly in relation to education and the dissemination of culture. The territories are: Fiji, Gilbert and Ellice Islands, Aden, Tunisia, French Equatorial Africa, Belgian Congo, Nigeria, Sierra Leone, Kenya, Northern Rhodesia, Dominica, Grenada, British Guiana, American Virgin Islands, and Puerto Rico.

Press

A monthly paper in Fijian, containing local news, instructions and matters of interest, is issued by the local Government. The paper is supplied free and circulates widely. A school journal in the three common languages, containing stories and topics of local interest, is circulated free throughout the schools. In the Gilbert and Ellice Islands, a news sheet, produced by the Government toward the end of the war, has now developed into a regular monthly newspaper in the local language with a circulation of 850. It is planned to convert this into a regular periodical to be issued by the Government press.

The commercial press of Nigeria is stated to have no cultural value. The Government is endeavouring to fill this need by the publication of "Nigerian Review" and the "Nigerian Children's Own Paper". The former has a weekly circulation of 39,000 and the latter publishes 60,000 copies every month. The "Nigerian Review" sets out to explain Government policy in simple language. It also publishes short factual news items and special articles designed to keep Nigerians informed on such matters as famous institutions of other countries and the traditions and the customs of their own land. Nigerian writers are encouraged to publish their own articles, and a double page of pictures in each issue is devoted almost entirely to Nigerian arts, crafts and industries. "Nigerian Children's Own Paper" caters especially to school children. The Government-sponsored Gaskiya Corporation in the Northern

Provinces publishes a weekly newspaper in Gaskiya. This corporation also maintains a literature bureau which publishes pamphlets and booklets in the local language.

In Sierra Leone there are six local newspapers in English, all owned and edited by Africans. The circulations are small, ranging from 800 to 2,000. The Public Relations Department of the Government publishes a Weekly Bulletin which contains world and local news and Government publicity. This has a circulation of 3,600 copies.

All three races in Kenya are well served with newspapers, but their influence outside the towns is reported to be small.

In Northern Rhodesia, the Government fortnightly newspaper "Mutende" has become the established press contact with the great mass of Africans. Its circulation figure of 18,000 does not truly reflect the number of readers it reaches. It is estimated that each copy carries its news to at least ten people in addition to the subscriber, since it is the only available regularly published reading matter that reaches the countryside. The news presented includes information on Government activity of special interest to Africans; articles on general cultural subjects and on such subjects as the danger of uncontrolled bush fires, soil erosion; and local and world news. It is proposed to convert this paper into a weekly.

In Puerto Rico, where there is an active commercial press, information on educational activities is given to the local press by the Commissioner of Education. The different agencies of the Department of Education produce bulletins, courses of study and educational serials for the public schools. The teachers association continued the publication of its "Review" with the collaboration of the Department of Education.

Radio

In Fiji, apart from an experimental series of radio lessons conducted in 1945, little direct use has been made of radio for educational purposes. The difficulty is "that radio sets are not usually available

to the people for whom the programmes would be intended". The Public Relations Office conducts bi-weekly sessions for Indians and Fijians and broadcasts a weekly newsletter for all races. Although essentially a means of informing the people of the Government's activities, the radio sessions are said to be of cultural and educational value. In the Gilbert and Ellice Islands, there is a suggestion to provide each of the main islands with a receiver, including amplifier and equipment.

Information from Morocco states that the radio contributes greatly to the education of the people. Radio lessons are broadcast in French and Arabic.

In Nigeria, there have been many attempts to make a success of the Radio Distribution Service operated by the Public Relations Department for school use, but the results have not been very satisfactory, primarily because of the deterioration of apparatus which has been in use for a long time. It is stated in the information that extension of school broadcasting will be reconsidered when it is possible to replace amplifiers and other equipment. No attempts have been made to broadcast cultural material for the adult population. For the most part the stations relay the British Broadcasting Corporation (B.B.C.) programmes and only two or three hours are devoted to local programmes. In the main, local programmes are musical items and the traditions of the territory told by story-tellers in the local languages or English.

In Sierra Leone, Freetown has its own "Re-diffusion Service" to which there are 1,030 subscribers. Apart from the re-diffusion system there are 717 receiving sets in the territory. B.B.C. programmes are re-diffused daily. The Public Relations Office broadcasts one half-hour programme every day. Twice a week a local "Variety Time", produced by African artists, is broadcast. In up-country stations the District Commissioner or the Paramount Chief often has a wireless receiver and, when important programmes are broadcast, local people are invited to listen in.

Progress in broadcasting was maintained in Northern Rhodesia, despite difficulties in the supply of equipment and the recruitment of staff. The aerial system was re-designed, which resulted in a marked improvement in reception throughout Central Africa. Broadcasting hours were increased from one and one-half to two hours daily. African programmes continued to be given in four local languages and English, with talks on agriculture and social subjects. Local and world news is also broadcast.

The radio is popular throughout British Guiana and a local short wave station has helped to popularize radio programmes.

It is stated that the School of the Air of the Department of Education of Puerto Rico showed marked improvement in the number of programmes broadcast both to the classrooms and the general public. A record library of programmes which originated in the School of the Air is ready for use in the public schools. Programmes are broadcast through six local stations, and corresponding teachers' guides, manuals and schedules are mimeographed and sent to the schools. Day programmes include 15-minute broadcasts, based on curricula, to senior high schools, and 30-minute broadcasts for the general public. Fifteen-minute evening programmes, meant for adult evening schools and the general public include English lessons, short stories, poetry, and music appreciation. Regular school recording programmes considerably increased the sections of the record library devoted to electrical transcriptions based on the public school curriculum. These new recordings are available for classroom use. Radio facilities and instruction are offered to public cultural organisations.

Film

There is no cinema in the Gilbert and Ellice Islands.

In Aden, through the Public Relations Office, educational films are now to be shown in the Government Secondary School.

In Tunisia, forty schools possess cinema equipment. Heads of

establishments may borrow educational documentary films from the cinematographical service of the Regency which has taken over the film-library formerly under the Director of Public Instruction.

In Nigeria, the Cinema Section of the Public Relations Department has in the last three years given film shows to selected schools each term. Fifty-eight schools are covered, but other schools are given shows on request. Two projectors, which have already been distributed in two of the provinces, will be converted into mobile units when funds become available. Two other projectors are being allocated to other provinces. The films used are supplied by the Central Office of Information, or obtained from the Colonial Film unit, or purchased from commercial or other sources. The films are generally used as background material for discussion at lectures (e.g., "Good Business," a film about Cocoa Co-operatives, is being used as background to a talk on the place of cocoa in Nigerian economy).

In Sierra Leone, the one commercial cinema includes in its programmes documentary films and newsreels obtained from the Public Relations Department. A cinema van owned by the Public Relations Department is operated in the Protectorate. Another portable equipment is in use in Freetown, and regular shows are given to school children and to various clubs and organisations. The films shown are documentaries and newsreels received from the Central Office of Information, London. The British Council also shows regular documentaries.

A number of schools in Kenya possess film or filmstrip projectors. Films are obtained from recognized sources in Great Britain, from the British Council and from the Kenya Government Information Office. This Office has set up a special photographic section and is making available for schools and social welfare centres a complete series of photographs and filmstrips depicting work being carried out by all Departments under the Colony's Development Plan.

In Northern Rhodesia the cinema is increasing in popularity as a medium of education and entertainment. The central library of films has

increased its stock from 540 to 650 films by purchase from the United Kingdom and South Africa. Many films, in addition, have been borrowed from libraries outside the territory. The commercial cinemas draw programmes from the film library. There are six Government mobile cinema units which work on regular schedules in the out-districts, fifteen stationary cinemas for Africans, and seventeen private exhibitors. In addition to films an increased supply of filmstrips for education and cultural purposes, with commentaries in English and local languages, is distributed. Two filmstrips were produced locally. It is stated that there is good evidence to believe that the filmstrip is a very useful medium for educative and cultural work.

In Dominica, the Department of Education owns a film projector. The films, shown occasionally, are sent by the British Council at Barbados. A mobile film unit has operated in Grenada since July 1947 and has given fifty performances of educational films all over the Colony. The cinema in British Guiana caters to the general public. Since the arrival of the British Council in the Colony, educational films such as travelogues, topical events, Shakespearian drama, have been shown at its headquarters.

In the case of Puerto Rico, no very recent information on such developments has yet been received for the purposes of Article 73 e. However, for the fiscal year 1945-46, a total of 892 educational films were shown, of which 190 dealt with natural sciences, 183 with social sciences, 107 with arts and 96 with physiology, health and hygiene. The total attendance at educational film showings was 781,705. These figures relate to the film library services rendered to the public schools. In addition, 1,584 showings of the films were given for the various government agencies and private institutions, with attendance of 254,133 persons. (1)

(1) Puerto Rico: Annual Report of the Commissioner of Education, 1945-46, p. 39.

TABLE I

EDUCATIONAL FINANCE IN LOCAL CURRENCIES

Column I represents only the internal revenues of the territories and does not include any subsidies that may be received from any source.

Column II represents the proportion between that part of the internal territorial revenue spent on education and the total internal revenue of the territory.

Column IV represents total expenditure on education, i.e., the combined total of the share from territorial revenue, metropolitan subsidy, and the amount spent by private agencies where such figures are available.

Column V represents total expenditure on education per inhabitant, which is obtained by dividing the figure in column IV by the total population furnished in column I of Table II.

So far as columns II, V and VI are concerned, in some cases figures are taken directly from the information, but in other cases they have been calculated by the Secretariat from data contained in the information.

Territory	Total Territorial Revenue (in thousands)	Percentage of Territorial Revenue Spent On Education (in %)	Metropolitan Contribution	Total Expenditure on Education in the Territory - Public and Private	Expenditure per Inhabitant	Public Expenditure per Pupil enrolled
	(I)	(II)	(III)	(IV)	(V)	(VI)
Cyprus (UK)	£ 5,040	12.1	^{1/} -	£ 609,777	£ 1.4	£ 8.2
Gibraltar (UK)	£ 1,384	3.9	-	£ 53,847	£ 2.5	£ 16.0 ^{2/}
Morocco (F)	Fr. 15,958,732	10.4	-	Fr. 1,644,324,000	Fr. 190.8	Fr. 10,929.0
Tunisia (F)	Fr. 6,852,600	13.2 ^{3/}	0	Fr. 894,680,000	Fr. 277.0	Fr. 6,277.0
Somaliland (UK)	£ 475	3.7	£ 9,530	£ 27,032	£ 0.04	<u>4/</u>

TABLE I (con.)

	(I)	(II)	(III)	(IV)	(V)	(VI)
Somaliland (F)	Fr. 224,325	1.4	0	Fr. 3,092,000	Fr. 67.2	Fr. 6,307.0 ^{5/}
Kenya (UK)	-	-	£ 13,076	£ 262,162 Af. ^{6/} £ 144,200 As. £ 171,008 E.	£ 0.1 Af. £ 1.1 As. £ 5.9 E.	£ 0.8 Af. £ 8.8 As. £ 50.0 E.
Seychelles (UK)	Rs. 2,363	5.1	Rs. 122,951	Rs. 264,481	Rs. 7.3	Rs. 62.8
Uganda (UK)	-	-	/	£ 410,610	£ 0.1	£ 2.7
Zanzibar (UK)	-	-	/	-	-	£ 9.3
W. Africa (F)	-	-	-	-	-	-
Gambia (UK)	£ 604	-	-	-	-	£ 7.0
Gold Coast (UK)	-	-	£ 198,223	£ 1,591,111	£ 0.4	£ 8.7
Nigeria (UK) ^{7/}	£ 16,165	9.1	£ 451,050 ^{8/}	£ 1,474,071	£ 0.1	£ 2.1
Sierra Leone (UK)	£ 1,992	4.4	£ 14,679	£ 161,935	£ 0.1	£ 3.3
Congo (B)	Fr. 3,703,194	3.4	0	Fr. 127,000,000	Fr. 11.9	<u>9/</u>
Equ. Africa (F)	Fr. 875,093	9.9 ^{10/}	Fr. 13,000,000 ^{11/}	Fr. 66,150,000	Fr. 16.31	Fr. 5,500.0
N. Rhodesia (UK)	£ 4,509	6.0 Af. 2.9 E.	£ 70,129 Af. -	£ 341,758 Af. £ 128,937 E.	£ 0.2 Af. £ 5.9 E.	£ 1.5 Af. £ 24.3 E.
Nyasaland (UK)	£ 1,181	5.4	£ 46,677	£ 110,190	£ 0.04	<u>12/</u>

TABLE I (con.)

	(I)	(II)	(III)	(IV)	(V)	(VI)
Basutoland (UK)						
Bechuanaland (UK)						
Comoro (F)	Fr. 35,400	13.2 ^{13/}	0	Fr. 2,798,050	Fr. 18.3	Fr. 1,500.0
Madagascar (F)						
Mauritius (UK)						
St. Helena (UK)	£ 61	11.2	£ 5,100	£ 11,966	£ 2.4	£ 10.4
Swaziland (UK)						
Brunei (UK)	-	-	£ 5,000 ^{14/}	\$ 406,572 ^{15/}	\$ 10.0	-
Hong Kong (UK)						
N. E. Indies (N)						
Fed. of Malaya (UK)						
N. Borneo (UK)						
Sarawak (UK)	\$ 12,318	2.6	\$ 908,000	\$ 2,334,955	\$ 4.3	\$ 41.7
Singapore (UK)						
Bahama Is. (UK)						

TABLE I (con.)

	(I)	(II)	(III)	(IV)	(V)	(VI)
Barbados (UK)	-	-	-	£ 219,309	£ 1.1	£ 7.1
Guiana (UK)	-	-	£ 12,237	£ 362,520	£ 0.9	£ 5.4
Honduras (UK)	\$ 2,505	8.0	/	\$ 201,164	\$ 3.4	\$ 23.2
Curacao (N)	Fl. 41,975	10.8	0	Fl. 4,543,405	Fl. 30.6	Fl. 172.0
Dominica (UK)	£ 182	7.5	£ 3,911	£ 17,615	£ 0.4	£ 1.8
Grenada (UK)	£ 640	6.8	£ 9,961	£ 43,419	£ 0.6	£ 2.8
Jamaica (UK)						
Leeward Is. (UK)						
Puerto Rico (US)	\$ 76,050	20.6	\$ 3,264,711	\$ 20,449,401	\$ 10.8 ^{16/}	\$ 59.5
St. Lucia (UK)	£ 252	11.7	£ 4,356	£ 37,373	£ 0.5	£ 2.3
St. Vincent (UK)	£ 233	10.5	/	£ 24,541 /	£ 0.4	<u>17/</u>
Surinam (N)	Fl. 12,671	-	0	-	-	-
Trinidad (UK)						
Virgin Is. (US)	\$ 1,090	26.8	\$ 42,754	\$ 389,771	\$ 13.0	<u>18/</u>
Samoa (US)	\$ 273,499	11.6	\$ 11,000	\$ 76,166	\$ 4.5	\$ 14.6
Solomon Is. (UK)	£ 100	3.9	/	£ 3,889	£ 0.04	-

TABLE I (con.)

	(I)	(II)	(III)	(IV)	(V)	(VI)
Cook Is. (NZ)						
Fiji (UK)	£ 2,659	8.8	/	£ 185,882	£ 0.7	£ 4.1
Guam (US) ^{19/}	\$ 1,291	25.1	/	\$ 323,923	\$ 12.9	\$ 51.1
Gilbert & Ellice (UK)	£ 314	1.8	-	£ 5,744	£ 0.2	£ 0.5
Hawaii (US)						
New Hebrides (F)	Fr. <u>20/</u>	-	-	Fr. 426,000	-	-
New Hebrides (UK)	£ <u>20/</u>	-	-	£ 250	-	-
Papua (Aus.)						
Tokelau Is. (NZ)						
Aden (UK)	Rs. 11,318	5.0 ^{21/}	£ 4,000	Rs. 335,000	Rs. 4.1	Rs. 320.0 ^{22/}
Alaska (US)	\$ 9,013	29.0	\$ 221,154	\$ 2,630,498	\$ 28.0	\$ 245.1 ^{23/}
Bermuda (UK)						
Falkland Is. (UK)	-	-	-	£ 7,200	£ 2.9	£ 24.0
Greenland (Den.)						

^{1/} No direct aid is received from the metropolitan country but a few schemes have been financed by the United Kingdom.
^{2/} For upper grades.
^{3/} As calculated by the Secretariat the figure is 11.7%.
^{4/} £ 6 for elementary school; £ 30 for elementary boarding school; £ 45 for private boarding school.
^{5/} For public schools only.

TABLE I (con.)

- 6/ Total expenditure on education does not include £ 511,770 spent on administration, special schemes and new buildings. Of the £ 262,162 spent on African education, £ 104,886 was raised by the twenty-six African Local Native Councils.
- 7/ Estimates for 1947-48 including the Cameroons.
- 8/ Departmental Report on Education, 1946.
- 9/ Fr. 315 for official and subsidized schools; Fr. 135 for all schools.
- 10/ In arriving at the percentage of educational figure, 206 million francs paid back to the local treasuries has been subtracted.
- 11/ Another fifteen million francs was spent from the Cotton Compensation Funds (Caisse de Compensation du Coton).
- 12/ European, £ 12.5; Eur-African, £ 10.8; Asian, £ 4.6; African, £ 0.025.
- 13/ According to Secretariat calculation the figure is 7.9%.
- 14/ This amount has been allotted to provide scholarships for N. Borneo, Brunei and Sarawak for the period 1946-47.
- 15/ Estimate for 1948.
- 16/ Including federal, insular and municipal expenditures, cash receipts, school fees and donations.
- 17/ £ 6.4 per secondary pupil and £ 1.7 per primary pupil.
- 18/ \$ 79.6 for St. Thomas and St. John, and \$ 52.6 for St. Croix.
- 19/ The figures are for the first nine months of the fiscal year ending 30 June 1947. The metropolitan contribution to the total expenditure of the Territory is \$ 1,177,500, but the exact expenditure on education is not available.
- 20/ Education is not a joint service under the protocol. The revenues of the separate national administrations are: £ 651 for the United Kingdom and Fr. 3,740,000 for France. The revenue of the Condominium Government, £ 83,195, has no bearing on education.
- 21/ 5% of the colony expenditures. As calculated by the Secretariat the figure is 4.1% of the total expenditure and 30% of the total revenue.
- 22/ Government schools only.
- 23/ Including white and non-white children (Report of the Commissioner of Education, 1946).

TABLE II

E D U C A T I O N A L S T A T I S T I C S

As regards column II, the conception of school age varies from territory to territory. In Puerto Rico, for example, 67.8% of the children of the 6 to 12 age group are in school, but the figure for the age group 6 to 18 is 54.0%. On the other hand, 9.0% of the children of school age in the Comoro Archipelago who attend school are of the age group 8 to 14.

Figures in columns V, VI and VII represent enrolment in local territory and/or abroad, although column V represents to a very large degree, and in the overwhelming majority of territories, local enrolment.

Figures in columns II and X are, in some cases, taken directly from the 73 c information, but in other cases they have been calculated by the Secretariat from data contained in the information.

Territory	Population (in thousands)	Proportion of enrolment to school age population (in %)	Enrolment					Teachers		Pupil-Teacher Ratio	Literacy (in %)
			Primary	Secondary	Vocational and Technical	Teacher Training	Higher Education	Local	Imported		
	(I)	(II)	(III)	(IV)	(V)	(VI)	(VII)	(VIII)	(IX)	(X)	(XI)
Cyprus (UK)	449	46.2	60,090	8,893	✓	170	72✓	1,790 ^{1/}	-	60.0	64.8
Gibraltar (UK)	21	-	2,476	✓	35	3	10	93 ^{1/}	✓ ^{2/}	9.0 ^{3/}	-
Morocco (F)	8,617	20.0	219,800	✓	16,375	-	✓	-	✓	-	-
Tunisia (F)	3,231	4✓	125,384 ^{5/}	7,533	7,707	244✓	1,901	2,671 ^{6/}	1,563	38.0 ^{7/}	-
Somaliland (UK)	700	18✓	525	6	-	28	2	35	5	15.0	18✓

TABLE II (con.)

	(I)	(II)	(III)	(IV)	(V)	(VI)	(VII)	(VIII)	(IX)	(X)	(XI)
Somaliland (F)	46	11.1	1,333	0	35	-	3	34	4	31.0 ^{9/}	-
African	4,055	10/	223,884	7,944	/	718	13	5,720		40.0	10/
Kenya (UK) Asian	132	11/	19,973	1,081	/	54	33	554	6.0%	37.0	12/
European	29	100.0	2,663	1,262	/	8	29	364		18.0	100.0
Seychelles (UK)	36	55.0	4,091	119	-	-	5	131	35 ^{13/}	14/	25.9
Uganda (UK)	3,913	33.0	265,344	4,746	1,492	1,690	19 ^{1/}	10,499 ^{1/}	-	30.0	30.0 ^{15/}
Zanzibar (UK)	250	-	8,881	495	8 ^{16/}	37	17 ^{16/}	267 ^{1/}	-	17/	18/
W. Africa (F)	15,996	19/	105,607	/	/	/	/	-	-	-	-
Gambia (UK)	249	7.2	3,220	338	/	/	/	131	17	25.0	-
Gold Coast (UK)	3,571	20/	178,718	3,615	124 ^{1/}	1,178	272	6,397	113	21/	20.0 ^{15/}
Nigeria (UK)	21,826	-	656,000	8,750	/	2,500	108 ^{1/}	29,763	56	22.0	22/
Sierra Leone (UK)	1,769	23/	26,124	2,224	24 ^{1/}	186	119	850 ^{25/}	36 ^{25/}	25.5	26/
Congo (B)	10,703	50.0	913,100	16,200	-	-	0	33,750	1,840	26.1	27/
Equ. Africa (F)	4,130	8.8	42,440	847	546	/	0	456	168	42.5 ^{7/}	-
N. Rho- African	1,679	44.5	139,000	194	61 ^{28/}	489 ^{28/}	5 ^{28/}	4,151	108	33.0	-
desia											
(UK) European	21	100.0	1,896	266 ^{29/}	-	-	30/	-	139	-	31/
Nyasaland (UK)	2,250	-	220,321	109	1,338 ^{16/}	464 ^{16/}	5 ^{16/}	2,859	118	74.0	6.6

TABLE II (con.)

	(I)	(II)	(III)	(IV)	(V)	(VI)	(VII)	(VIII)	(IX)	(X)	(XI)
Barbados (UK)	195	85.7 ^{15/}	28,128	2,726	24	/	25	928 ^{1/}	-	35.0	-
Guiana (UK)	391	66.0	66,609	827 ^{35/}	/	20	/	1,582	27	36/	65.0 ^{15/}
Honduras (UK)	59	-	11,182	818	0	/	/	210	70	42.9	82.0 ^{37/}
Curacao (N)	148	38/	26,318	91	/	/	/	352	447	33.1	-
Dominica (UK)	48	75.0	9,307	461	0	/	/	242 ^{1/}	-	183.5	65.0 ^{15/}
Grenada (UK)	72	-	18,835	909	200	/	/	520	16	37.5	66.0 ^{15/}
Jamaica (UK)											
Leeward Is. (UK)											
Puerto Rico (US)	2,113	67.8	339,299 ^{39/}	26,128 ^{40/}	532 /	/	11,063 ^{41/}	9,217 ^{1/}	-	42/	71.7 ^{43/}
St. Lucia (UK)	69	35.2	10,997 ^{44/}	230	0	/	/ ^{45/}	380 ^{1/}	-	30.0	-
St. Vincent (UK)	63	66.0	12,697	419	0	/	/	388 ^{46/}	1	34.3	80.9
Surinam (N)	208	-	26,024	/	/	/	/	573	40	42.0	-
Trinidad (UK)											
Virgin Is. (US)	30	88.3	4,968	1,173	/	50	81	160 ^{1/}	-	27.3	85.0
Samoa (US)	18	90.0	3,126	1,039	47/	/	-	106	25	32.0	93.7 ^{43/}
Solomon Is. (UK)	95	20.0	-	-	48/	0	/	/	-	-	5.0 ^{15/}

TABLE II (con.)

	(I)	(II)	(III)	(IV)	(V)	(VI)	(VII)	(VIII)	(IX)	(X)	(XI)
Cook Is. (NZ)											
Fiji (UK)	262	-	45,811 ^{49/}	-	∕	230	∕	771	153	49.7 ^{50/}	51/ ^{43/}
Guam (US)	25	97.0	7,690	771 ^{52/}	∕ ^{53/}	∕	58	181	33	44.0 ^{54/}	84.4
Gilbert & Ellice (UK)	35	-	-	-	-	-	-	-	-	20.0 ^{55/}	-
Hawaii (US)											
New Hebrides (F&UK)	49	-	1,065 ^{56/}	0	0	-	∕	13 [∕]	-	-	-
Papua (Aus.)											
Tokelau Is. (NZ)											
Aden (UK)	82	59.3	3,775	968 ^{57/}	0	5	-	131	27	19.9	20.0 ^{15/}
Alaska (US) ^{58/}	94	-	4,635	-	790	-	292 ^{59/}	158 ^{1/}	-	34.0	-
Bermuda (UK)											
Falkland Is. (UK)	2	<u>60/</u>	350	12	-∕	-	0	23	5	13.0	95.0
Greenland (Den.)											

^{1/} No breakdown into local and imported teachers.

^{2/} From the Departmental Report on Education it is known that there were 24 imported teachers in 1946.

^{3/} Ratio of pupils per each uncertificated teacher.

^{4/} 100.0% for French; 12.9% for Moslems; 90.3% for Jews; and 31.0% for miscellaneous population. These figures do not take into consideration the Grand Mosque and its annexes, agricultural schools, modern Koranic and Jewish schools. When they are included, the average for all groups is 25.9%.

TABLE II (con.)

- 5/ Calculated by the Secretariat. The total figure given in the report, 142,525 pupils in Government and aided schools and 50,000 pupils in unaided schools.
- 6/ Of this 1,621 are in private schools and there is no breakdown into local and imported teachers.
- 7/ In public primary schools.
- 8/ "Very low."
- 9/ For public schools only.
- 10/ "Probably three-quarters of the children attend schools for at least one year."
- 11/ Education is compulsory for Indian boys in the three large towns.
- 12/ For Indian boys not much less than 100.0%.
- 13/ Including administrative officers.
- 14/ 33.8 for primary schools and 11.9 for secondary schools.
- 15/ Estimate.
- 16/ Departmental Report on Education, 1946.
- 17/ 26 in boys' schools and 17 in girls' schools.
- 18/ 15 to 20% of child population is estimated to be literate.
- 19/ "Very small percentage."
- 20/ In the Colony and Ashanti 35.0% for infant-junior age and 19.0% for senior primary age. In the Northern Territories literacy is "as yet very low."
- 21/ 34.0 in Government and Government-assisted primary schools and 15.0 in Government-assisted secondary schools.
- 22/ In the Northern Provinces a school population of 70,000 out of a total population of 11 million. Adult literacy programme touches 16,000. In some areas of the Southern Provinces literacy is "high."
- 23/ 55.0% in the Colony and 4.0% in the Protectorate.
- 24/ According to the Departmental Report on Education, 91 students received vocational training in Government Departments in 1945.
- 25/ In Government and Government-assisted schools.
- 26/ "Steady rise" is reported.
- 27/ It is reported that the registered Christian population, Catholic and Protestant, is 3,500,000. Since only literates are generally baptized, it is estimated that the majority of 3,500,000 are literate.
- 28/ Departmental Report on Education, 1945.
- 29/ 659 other pupils are in institutions not maintained at public expense.
- 30/ Assistance is given by Government toward university and vocational training outside the Territory.
- 31/ Education is compulsory from the seventh year.
- 32/ The pupils attend the lycee in Madagascar.
- 33/ All except population figures are from information transmitted in 1947 under Article 73 e of the Charter.
- 34/ Enrolment is reported to be 5.0% of the total population.
- 35/ Enrolment in private secondary schools not available.
- 36/ The figures given are "42-2 in primary schools, 40-2 in Government and Government-aided schools."
- 37/ Over 10 years.
- 38/ Almost all children are reported to be in school.
- 39/ Of these, 78,670 were in junior high schools.
- 40/ Although these students are of the secondary school age some of them seem to be in technical and vocational schools.
- 41/ Includes 532 in column 6.
- 42/ Varies from 14 to 50 depending on the school.
- 43/ 10 years and over.
- 44/ 1,000 more pupils are estimated to be in private schools.
- 45/ £ 3,595 was spent on students abroad.
- 46/ Includes 194 part-time teachers.
- 47/ Vocational training is integrated with the high school system.

TABLE II (con.)

- 48/ At present training is "limited", but some training is given in the more senior mission schools.
- 49/ It is not certain whether this figure includes secondary students or not.
- 50/ Excludes unqualified teachers, a number of whom were employed in 1947.
- 51/ For Fijians 87.2% and for Indians 33.1%. The Fijian might be "misleading" since the required standard was only signing the name or spelling a few words.
- 52/ Includes normal school pupils.
- 53/ Approximately one-third of the student population are taking vocational subjects.
- 54/ Since the "double session" day is in operation, the operative ratio is 20 to 25 pupils per teacher.
- 55/ Based on the declaration in the census. Some declared as teachers are merely "teachers' helpers".
- 56/ Some are Europeans.
- 57/ Including lower and upper sections of secondary schools.
- 58/ Of the total population, two-thirds (62,666) are non-white. The statistics pertain to non-white schools.
- 59/ The number of non-whites in higher education is not known.
- 60/ Between 95 and 100%.

CONCLUDING NOTE TO TABLES

In connection with the figures given in Table I, and subject to the reservations affecting the table, it may be noted that the proportion of total territorial government revenue spent on education in some of the Caribbean countries is as follows: Dominica (UK), 7.5%; Grenada (UK), 6.8%; Puerto Rico (US), 20.6%; St. Lucia (UK), 11.7%; St. Vincent (UK), 10.5%. Corresponding figures for Venezuela in 1945^{1/} and Mexico in 1941^{2/} are 8.4% and 15.8%. The figure for Mexico represents only the amount administered by the Department of Education (78 million pesos) of the Federal Government. An additional amount of nearly fifty-eight million pesos was spent on education by the other Departments of the Federal Government and the State Governments. As regards the proportion of enrolment to population of school age, this is 66.0% in British Guiana, 75.0% in Dominica, 54.3% in Puerto Rico, 35.2% in St. Lucia, and 66.0% in St. Vincent. Corresponding figures for Venezuela and Mexico were 32.2% and 44.4% respectively.

The statistics for much of Africa may be considered misleading as an indication of educational expenditure, in view of the large part played in places by missionary societies. However, it may be noted that in Tunisia, 13.2% of the total budget was spent on education. The corresponding budget figures for the first three months of 1947 in metropolitan francs were 9.4%^{3/}. In France, education is compulsory up to the completion of the fourteenth year; in Tunisia, enrolment in proportion to school age population ranges from 12.9% to 100%. Expenditure per pupil in Tunisia, in 1947, was 6,277 francs, and in France for the first three months of 1947 was 2,074 francs.^{4/}

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- ^{1/} Venezuela: Ministerio de Educación Nacional, Memoria, 1945 (the other figure for Venezuela is taken from the same source).
^{2/} Mexico: Memoria de la Secretaría de Educación Pública 1940-41 (the other figure for Mexico is taken from the same source).
^{3/} 9.4% of the civil budget only. Total budget includes military and reconstruction expenditure also.
^{4/} République Française: Ministère de l'Éducation Nationale, Annuaire de l'éducation nationale 1947; Journal Officiel, 24 Décembre 1946.

II

Nearly three years after the conclusion of the war, it may be said that in general, the educational policies affecting Non-Self-Governing Territories are emerging from a stage of discussion and reformulation. While some principles still remain in debate, the information transmitted tends to show that problems of the implementation of policies and of programmes are now in the foreground. The policies themselves are likely to be judged by their practical results. There are inevitably some exceptions in cases where the chaos resulting from enemy occupation has retarded progress and the attention of the authorities still centers on the rudiments of rehabilitation. With regard to information on educational statistics the report on the British Solomon Islands, for example, states that "The progress of rehabilitation in education and the advances made in constructive planning after the chaos of enemy occupation and the war years have been necessarily slow, and statistics to answer this question would be meaningless during the reconstruction phase...."

The general nature of the policies which form the theoretical bases and determine the immediate objectives of educational programmes may be illustrated from a few examples.

The memorandum on educational policy in Nigeria⁽¹⁾ begins as follows:

"It may be taken as axiomatic that education policy must aim at assisting the fulfilment of the ultimate purpose of the Imperial Government. The general policy of the latter is the administration of the Colonial Dependencies with the object of guiding and helping peoples, not yet able to stand by themselves, to achieve self-government. Education, therefore, must be understood to connote not merely the training of the intelligence or the acquisition of the means of livelihood but also the raising of the general level of the life of the whole people and the provision of adequate facilities for their development, physical, economic, intellectual and spiritual. It is clear, therefore, that the foundation of an education policy in the Colonies is an essential part of the duty of the Imperial Government."

(1) Nigeria: Memorandum on Educational Policy in Nigeria, Sessional Paper No. 20 of 1947-

In the Gold Coast, educational policy is:

"to develop a balanced educational system designed to equip the people....to participate with judgment and success, to a continuously increasing extent, in the secure administration of their affairs and in the economic, political, social and cultural advancement."

In Northern Rhodesia,

"....the first task of education is to raise the standard alike of character and efficiency of the bulk of the population. As resources permit the door of advancement through higher education in Africa must be increasingly opened for those who, by character, ability and temperament, show themselves fitted to profit by such education."

Educational policy in French Equatorial Africa remains the same as defined by Governor General Felix Eboué and contained in the recommendations of the Brazzaville Conference. The aims are "to reach and penetrate the masses and teach them better living; to obtain a rapid selection of elites; to develop girls' education alongside with boys', in order to avoid a disequilibrium which would be fatal to society and to the indigenous family; to teach in French, the use of the local dialects being prohibited in public as well as private schools; to use local teachers trained in Normal Schools; to open in all territories professional schools, primary superior schools and specialized institutions necessary for the formation of an indigenous elite who will be called upon to fill an increasing number of jobs in commerce, industry and administration; and to recruit European personnel necessary for the functioning of 2nd degree establishments and professional schools of education."

A five-point policy has been set forth by the Government of the Belgian Congo: "To dispense education and instruction to the youth in general; to prepare all the indigenous people to live their own lives, either in their ancestral environment or outside of it; to create an elite; to attain the above three objectives by taking into consideration the necessity to adapt education to local conditions and to the requirements of colonisation as well as to the lawful aspirations of the indigenous people; and to combat illiteracy among adults." The ultimate goal in the Belgian Congo, according to the information, is:

"To assure the general betterment of the indigenous people without sacrificing the education of the masses on behalf of the formation of an elite and vice versa in order to create a social structure sufficiently homogenous in which the intellectual elites will not be isolated and confronted with ignorant masses whom they would not understand...In other words, our line of conduct in the field of education of the indigenous people tends to form a civilized African nation and not to build up an artificial social pyramid the top of which would be occupied by Europeans with dark pigmentation."

The information also contains an explanation for the omission of any mention of university education:

"We feel that, to begin with, intermediate (humanities) education should be established on a solid foundation before real superior schools can be thought of. Therefore, our plan for future years is to reinforce secondary schools in order to prepare, in a few years, a post-secondary specialized education - which we will call superior training. But this superior training cannot be considered as equivalent to university education although it will develop, by imperceptible stages, toward it."

The Report of the West India Royal Commission, which formulated British policy in the Caribbean, has stated that:

"The function of education we take to be the systematic transmission from one generation to another of the knowledge, customs, traditions and aptitudes which have been evolved in any given community, and their conscious improvement and modification, both to meet changing environments and the better to adapt the community to deal with existing conditions. In other words, it should teach people how best to make use of the resources of their country, of the opportunities of social organisation and of their individual talents to enable them to lead lives as healthy, as satisfying and as prosperous as possible....But we wish to see an end of the illogical and wasteful system which permits the education of a community predominantly engaged in agriculture to be based upon a literary curriculum fitting pupils only for white-collar careers in which opportunities are comparatively limited....we feel an expansion on the practical side would, by better fitting the people to play a part in the major industries of the West Indian Colonies, increase their prosperity and consequently the opportunities for careers more varied than exist at present."(1)

A statement of American policy is given in the case of Guam:

"....to prepare the Guamanian for effective living in his own community; to make the schools of Guam, insofar as conditions permit, comparable in type and quality to the schools of an average community of 25,000 in the United States; to give vocational instruction, including secretarial and bookkeeping work; to provide teachers from among the inhabitants and to provide equal opportunities for schooling for all children between the ages of 7 and 16; and by means of a sound programme of secondary education to

(1) United Kingdom: West India Royal Commission Report, Command Paper 6607.

stimulate and encourage the most capable students to seek higher education with a view toward providing the local Government of Guam with the trained leadership necessary for self-government."

Programmes which have been established in the light of such declarations of principle as the above, vary greatly with local conditions. They have, however, some common elements. These are:

- a) emphasis on the acceleration of the pace of elementary education;
- b) provision for higher grades of elementary education with a practical basis;
- c) the provision of satisfactory secondary education facilities for some of the children;
- d) the extension of possibilities of higher education either by the establishment or extension of institutions or by scholarships in the metropolitan countries;
- e) adaptation of the content of education to local conditions; requirements and needs;
- f) renewed if isolated attempts to spread mass literacy through new educational techniques;
- g) to secure the above, the establishment of long-range programmes based on budgetary provisions to which the metropolitan governments contribute.

The information makes it clear that both execution of policies and progress of education are retarded to an important extent by problems of finance and the shortage of teachers and require settlement of the problem of securing the leadership and participation by local people and of determining the respective role of Government and private institutions.

Finance

Despite the fact that some metropolitan countries are making contributions to educational expenditure in their territories, the information from^a very large number points out that financial difficulties will limit the pace of education. The Gold Coast information says:

"The demand for education has steadily grown in intensity since 1940 and year by year there have been correspondingly large increases in expenditure on education by the central Government. To this has been added increasingly substantial contributions by the Native Authorities. It is obvious, however, that the attainment of universal provision for sound infant-junior education (age group 5 to 11) is not likely to prove possible in less than twenty years from the present time, partly because of the difficulties in the way of the very great increase in the production of teachers which more rapid development would demand but, chiefly, because of the cost of maintaining teachers on incremental salary scales after they have been produced."

The financial implications of an expanding educational system, reported from the Gold Coast, are also recognized in the British Caribbean. In his report for 1945 to 1946, the Comptroller for Development and Welfare wrote:

"On the one hand, the West Indies need much greater provision for education, so that every child may benefit up to certain minimum standards, and every community grow in resources and self-responsibility; on the other, the recurrent annual cost of maintaining a sufficient expansion of the present system would be such that, so far as can be foreseen, permanently recurrent financial aid would be necessary - to the prejudice of the growth in self-responsibility for which education is needed, and which is the declared object of British colonial policy and the proper ambition of colonial peoples. The problem is not primarily a question of the funds that could be made available under the Colonial Development and Welfare Act or the extent to which Parliament might increase them, but of the simple condition of human affairs that he who would be master in his own house must be able sooner or later to meet his bills."

"The problem is still further underlined by the ten-year plans of development now being formulated by the Colonies in the light of their total resources, i.e., their allocations under the Act together with the funds whose provision is thought possible from local revenue or loan. Jamaica...serves as an example. In this Colony, it has been estimated that to provide places for ninety percent of the children aged 6 - 12, and fifty percent of the children aged 12 - 15, by 1955-56, would cost approximately £ 3,900,500 for capital costs alone. The actual amount which the Government of Jamaica, in full recognition of the basic requirement, has felt able to provide in its draft plan for elementary school buildings is £ 1,200,000 over the ten-year period, which will also involve extra recurrent costs for elementary education rising to £ 200,000 per annum, at the end of the period; and then, so far as can be foreseen, there will still be a shortage of approximately 50,000 places for the proportion of the age groups stated above and a still further shortage if it is desired to accommodate full attendance of the children aged 12 - 15 also."⁽¹⁾

Shortage of Trained Teachers

Almost all the information points to the shortage of trained teaching personnel as a negative factor of great importance in the progress of education.

(1) United Kingdom: Development and Welfare in the West Indies 1945-46, Report by Sir John Macpherson.

The Plan of Modernisation of French Overseas Territories⁽¹⁾ has among its objectives:

- a) doubling in five years and trebling in ten years the number of primary schools;
- b) in the course of ten years, doubling the number of students attending secondary schools;
- c) increasing the number of technical schools from 4,300 to 14,000 by 1951, and 21,000 by 1956; and
- d) doubling in ten years the number of students in both secondary schools and institutes of higher learning.

The staff problems which will result are shown in the following table:

<u>Type of school</u>	<u>Present Teaching Staff</u>	<u>Staff required by 1951</u>	<u>Staff required by 1956</u>
Primary	12,500	32,000	50,000
Technical	770	1,140	1,600
Secondary	320	450	570
Higher	52	60	75

The problem exists in all other territories. The smaller colonies have grouped themselves together in an effort to pool their limited resources and facilitate training. In some territories, summer courses ranging from four to eight weeks are being held. In the larger territories, there has been an expansion of facilities for teacher training. In Uganda, there are altogether 13 primary training colleges with an enrolment of 450 (138 women), and 29 vernacular colleges with 1,367 students, of whom 400 are women. These centres are all, except one, in the hands of the Christian missions, but Government has now opened a Junior Secondary Teachers' College in the Western Province. It has begun with 15 students, drawn from all parts of the Protectorate. Despite all these efforts there can be no doubt that, in view of the yearly increase in enrolment and natural increase in child population, it would take many years before the entire teaching staff - even in any of the larger territories - would have, at the present rate of progress, received a minimum of professional teacher training.

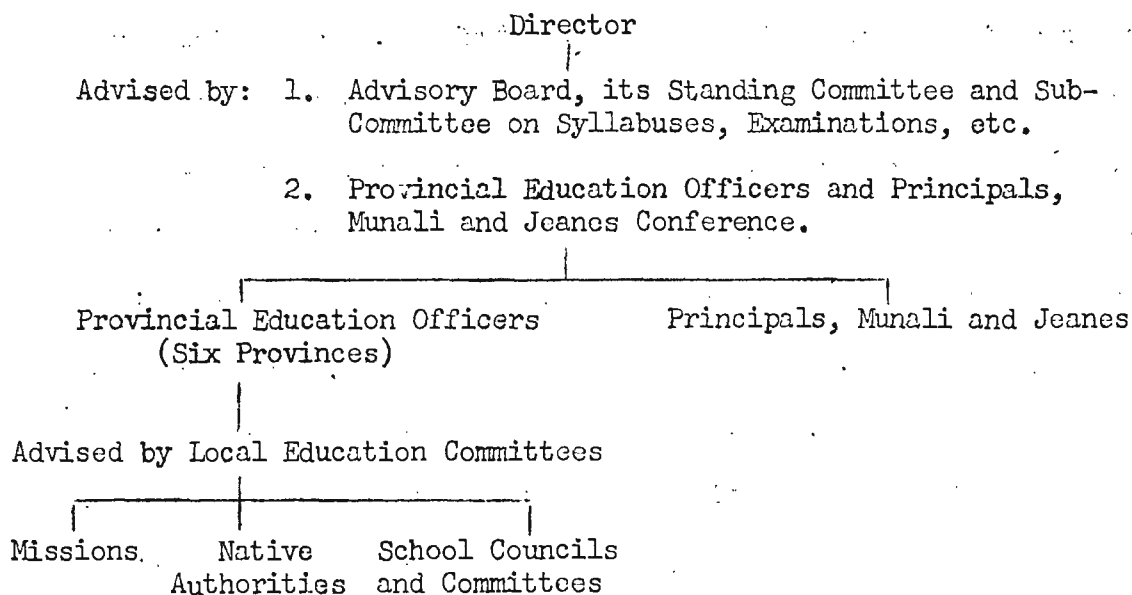
(1) Republique Francaise: Premier Rapport de la Commission de Modernisation des Territoires d'Outre-Mer.

Leadership and Participation by Local People

In practically all the American and British territories, particularly the larger ones, advisory committees or boards are associated with Governments. In the Gold Coast, for example, there are central and district advisory boards of local leaders whose advice is taken into consideration by the Government and Officers of the Department of Education. The functions of the Central Advisory Board are described thus:

"The Education Department and, through it, the Colonial Government, are advised as to policy by a statutory Central Advisory Committee on Education for the Colony and Ashanti. The membership of the Committee is representative of the Native Authorities, the principal Education Units, the Education Department and the Gold Coast Teachers' Union. There is a member for the education of women and girls. In addition the Committee includes outstanding members of the community who have made a study of educational affairs. This Committee was established in 1942 and it has been very successful in achieving co-operation among the various organisations and interests which are responsible for the management of the educational system and for its development. It expresses to Government the general trend of public opinion on educational affairs, and, at the same time, it acts as a channel through which agreed educational policy and the reasons for it are explained to the community at large."

The organisational structure of African education in Northern Rhodesia, diagrammatically presented below, will illustrate to some extent the participation of the local leaders in the education of that territory.



The Advisory Board and Local Education Committees have Mission and African representation. The School Councils consist of local Africans interested and willing to give their time to this work.

The extent of such participation by the local people is not clearly shown in the French information nor in the information from the Belgian Congo.

The information from some American territories generally describes the extent of participation by local people. The Board of Education of Guam, through which Guamanians participate in the formulation of educational policy, is composed of seven members, of whom two members are selected by the Guam Congress, three members are elected at large for three-year terms, and two members are appointed by the Governor from the Armed Forces of the United States. In American Samoa the administration of education is vested in the Board of Education which consists of eight members, three of whom are Samoans selected by the Governor to represent the three districts.

Some idea of the progress of higher education, which in the final analysis is the ultimate measure of the intelligent participation of the local people in education, can be gleaned from the figures on enrollment in higher education in the territories or abroad. Among American territories, Hawaii, Puerto Rico and Alaska have institutions of higher learning. The University of Puerto Rico offers work in the humanities, the natural and social sciences, commerce, education, law and pharmacy. The College of Agriculture and Mechanic Arts offers general studies for first-year students in addition to its specialties -- agriculture, engineering and science. The School of Tropical Medicine, which functions under the auspices of Columbia University, offers tropical medicine, sanitary science, public health nursing, and medical technology.

For United Kingdom territories the sum of £ 4,500,000 originally earmarked for the higher education of students from the colonies generally, under the Colonial Development and Welfare Act, has been increased to £ 6,500,000.⁽¹⁾ Most of the local Governments are also contributing for this purpose from their education budgets. Since the inception of such a scheme in 1944 in the Gold Coast, ninety-two students have been sent abroad on scholarships from combined metropolitan and territorial funds. The courses for which scholarships have been awarded are:⁽²⁾

(1) United Kingdom: The Colonial Empire (1947:1948), Command Paper 7433.

(2) Gold Coast: Departmental Report on Education of the Gold Coast 1946-47.

Arts Degree Courses at Oxford or Cambridge; Science Degree Courses at Oxford or Cambridge; Arts Degree Courses at London or at Provincial Universities; Science Degree Courses at London or at Provincial Universities; Arts and Crafts Courses; Domestic Science; Physical Education; Linguistics; Teacher-training; Bursar's Course.

Further progress in higher education is under way in British West Africa, the Caribbean and Malaya. Two University Colleges, one in Nigeria and the other in the Gold Coast, have been approved, and the former is expected to be in operation very soon. Makerere College in Uganda, an inter-territorial higher institution serving British East Africa, is expected to develop in due course into a University College. The Principal-designate of the University of the West Indies, centred in Jamaica, has started his work. According to the scheduled plan the Medical Faculty will be assembled first. It has also been decided to open a university in Malaya and detailed plans are being worked out.

The Role of Government and Private Institutions

Private agencies, particularly the Missions, have been, and in many instances still are, an important force in colonial education. Their effective function and control, however, varies considerably and the nature of the problem of the co-ordination of public and private educational groups also varies. The information from the Belgian Congo states:

"With regard to indigenous education, the Government allocates subsidies to National Belgian Missions, Catholic or Protestant, who are disposed to open or maintain schools according to the directives imposed by the State. In fact, all indigenous education is in the hands of missionary associations who assume the task of educating and instructing the pupil in their subsidized or non-subsidized schools. This principle of collaboration between the State and the Missions will soon be applied to Missions of foreign origin under the conditions as now apply to National Missions. The Belgian Government has taken a decision to this effect."

In French Equatorial Africa, the collaboration between the State and the Christian Missions is a matter of declared policy and the enrollment in private (denominational) schools is at present as important as in public schools.

It would seem, however, that the tendency in at least some of the British regions has been for the Government to unify policy and to exercise greater control over missionary activity in the field of education.

With regard to the British Caribbean, the Royal Commission⁽¹⁾ wrote:

"This system (denominational control), traditional in West Indian education, has been subjected to much criticism, but has certain very definite advantages which to our minds render it inadvisable to hasten its demise. Much of the criticism would be met if the Governments make it their business to take the administrative responsibility for salaries and for a large and increasing proportion of the cost of fabric and equipment. Where new schools are provided, wholly from Government funds, Government should certainly retain control and not share it with other institutions."

This policy is now being implemented. It is stated in the Development and Welfare Report⁽²⁾:

"The 'religious difficulty', present no less in the West Indies than in England and in greater variety, is being progressively composed...A considerable advance towards a solution of the problems of denominational control of schools... has been reached in British Guiana, where it was principally in debate and where, after two years' discussion, a Committee representative of all interests, including non-Christian bodies, has reached proposals which are reported to be acceptable to all of them and according to which, as each denominationally owned school building is rebuilt from public funds, it would become public property on land leased to Government for ninety-nine years. In respect of reorganization the committee recommended 'that some assurance should be given to the denominations that all senior schools would not necessarily be Government schools'. The claims of each denomination would be considered on their own merits. In the other Colony where these questions are chiefly in dispute, the Windward Islands, a conclusion has not yet been reached. Building operations have therefore been restricted to Government schools on Government-owned land."

Although the Missions still play an important role in the British African territories, today the funds brought into the territories by them are decreasing. The Nigerian information states:

"Mission funds derived from overseas were at one time a very important factor in school finance. Now, however, the school system has expanded enormously whereas contributions from overseas have tended to decrease. Except in the case of one or two American Missions such funds are available only for a few backward areas which are not yet educated to provide for their own schools. The great majority of Nigeria's schools are supervised by missionaries or the African clergy trained by them. Gradually responsibility is being shifted to the Africans."

(1) United Kingdom: West India Royal Commission Report, Command Paper 6607.
(2) United Kingdom: Development and Welfare in the West Indies 1945-46, Report by Sir John Macpherson.

The problem of denominational control is discussed at length in a 'Memorandum on Educational Policy in Nigeria',⁽¹⁾ on which future educational policy is generally based. The following passage, which deals with the same problem in another African territory, appears in the Memorandum:

"Hitherto co-operation has taken the form, in most cases, of assistance by Government in the form of grants of money for buildings or current expenditure... These institutions receiving help have remained completely the property of the Missions, and there was often apparent a pronounced determination that it should always be so; and a great part of the money for them came from supporters of the Missions in Great Britain and elsewhere outside Africa.

"But for several reasons Governments cannot accept that position for the future; in the first place, public funds cannot properly be used to build or develop private property, property which in theory at least could be disposed of by its owners for purposes other than those for which the Government had made grants. This is a difficulty which cannot be overcome simply by asserting that Missions would never do such a thing. Then there is no escaping the fact that contributions to mission funds from abroad will probably diminish, and that even if they remained at their present level they would not suffice for the vast needs of the days to come. And there is a more serious difficulty; if it is agreed that mission and Government institutions and activities ought to be complementary and not either competitive or, anyhow, duplicate, it follows that in each area and for each purpose there should normally be only one institution. Unfortunately some sacrifice of the important principle is unavoidable on account of denominational difficulties, but as a general rule it must be accepted. But no Government could accept a position in which the only school, college, or hospital available for a part - or the whole - of its population was the unrestricted private property of a missionary society, or lacked essential buildings and equipment, or the financial security which such institutions need. A Government must therefore either duplicate the facility from public funds or come to terms with the Mission for a genuine co-operation, which must involve some diminution of the property rights of the Mission, and of the dependence of the service to be rendered upon benefactions from abroad..."

The Memorandum does not accept the relevance of such arguments as 1) that the missionaries cost less than the officials; or 2) that they have a vested interest which cannot be disregarded; or 3) that the achievements of the missionaries in the past cannot be disregarded. Answering the last two arguments the Memorandum states that no one can have a valid interest vested in the future welfare of other people, nor does it follow from what was achieved in the past that other men will be able to meet the needs of other times and circumstances.

(1) Nigeria: Memorandum on Educational Policy in Nigeria, Sessional Paper No. 20 of 1947.

Nevertheless, according to the Memorandum, there is a new basis for co-operation between the Missions and the Governments. This basis, which is a fundamental one, is that the civilized society, its moral and spiritual values and its concepts of liberty and justice are the products of a full and whole-hearted co-operation in the past between Church and State, and that no other means of producing these ends are known. "We have, therefore, a duty to the African peoples committed to our charge to bring to the problem of their development the same methods and forces as have produced our own, unless, indeed, we are to write off the whole of our own civilisation as a ghastly failure."