

Teacher Training in Laos:  
The Fountainhead of Social and Economic Reform

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by

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An Operational and Educational Inventory of a Decade  
of United States Assistance to Teacher Education  
in the Kingdom of Laos

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## Introduction

In developing countries, programs of teacher education should be considered as the fountain-head of social and economic development. The problem of supplying sufficiently qualified personnel to man all posts relating to teaching is of significant importance to all concerned with foreign aid. Long range social and economic planning, both in and out of the formal education structure must be related very closely to the means of supplying qualified personnel to all segments of an economy. To expect desired results, otherwise, is foolish indeed.

At this juncture we are not talking about "service" type of personnel, but of the persons who are the inovators, the potential leaders, the persons who are responsible in a society for the development of ideas, transmission of ideas, as well as a high level execution of plans and policies.

Fundamental planning in education seems to be bedrock in improving on the social structure. Planning, or lack of coordinated planning in elementary education, as an example, reflects on secondary, vocational or teacher education. A change in one segment of the educational structure imposes change on the other educational facets, for good or bad. Too often a change is initiated in one segment of education without prior knowledge - or consent - in the related structure.

The planning for educational reform is so important that it shouldn't be left entirely to the "educators." By training, they are not qualified in public administration. Cross fertilization with public administration and the professions is considered essential. Persons working in the field of education are actually technicians of society charged with some responsibility for coordination and implementation in the field of education. They are charged with discovering and nurturing potential leaders. Too often education personnel forget - or don't want to remember these basic responsibilities. Such educational neglect doesn't show up for years at which time we suddenly find children who can't read properly, can't work arithmetic, or even understand their role in society. Teachers, by and large, have been one basic cause of such deficiencies.

## Purpose of the Report and Its Organization

This paper concerns itself with an analysis of the philosophical, pedagogical, operational and managerial aspects of the USAID/Laos Teacher Education Project which has been supervised by the writer since November, 1965. The review in question will cover the period from inception of the project in 1959 to date.

Much of the review will be approached from the educational managerial viewpoint, supported by normally prescribed working papers to lend credence to the recommendations which are offered.

This paper will be divided into the following sections:

1. Establishing Standards and Guidelines in a Teacher Education Program.
2. Review of the Present Professional and Operational Aspects of Teacher Education in Laos.
3. Contrasting 1 and 2 above to determine Possibilities for Improvement of Lao Teacher Education.
4. General Recommendations in the Education Structure Directly Affecting Programs of Teacher Education.
5. Specific Recommendations as Pertains to Professional and Operational Aspects of Programs of Teacher Education.

Section I

Establishing Standards and Guidelines in  
a Teacher Education Program

## 1. Establishing Standards and Guidelines in a Teacher Education Program

Most public and private educational institutions in Western culture normally have basic standards and/or guidelines by which development growth and evaluation may be determined.

It is considered just good planning to develop "standards" for a teacher training institution. But arriving at these "standards" may be the most difficult aspect in developing a teacher training program. "Standards" become transitory and will vary with the maturity of an institution. Even in spite of such illusory pursuits, points of reference are established.

The next step in developing a teacher training institution involves the development of "guidelines" that can be followed to achieve a "standard." This is a group effort and the involvement of the professional staff in developing standards and guidelines is of utmost importance as an institution strives for professional maturity. In effect, it is a form of self-evaluation. Lack of professional communication in a school structure is probably the cause for more failures of school programs than is an inadequately trained faculty and staff, or lack of facilities.

Eight basic categories are normally utilized in establishing "standards", and the subsequent "guidelines" in teacher education.

### A. Standard I

#### Objectives of Teacher Education

Purposes of a teacher training school must be very clear to both the general public and the student. There must be generally known the types of school positions for which training is offered. Qualifications for entrance must be well known. At the same time there should be a clear definition of an institution's goals for improving education through examples of excellent teaching procedures, research and service to the community.

### B. Standard II

#### Organization and Administration

The organization should assure consistent policies and practices with reference to the different educational segments in a school structure.

The organization should clearly fix responsibility for the policies agreed upon. It should provide for accreditation of teachers. Such standards should be well known to the profession and public in general.

The organization should provide for a single agency or division to (1) plan teacher education curricula, (2) development of a system of registration and enrollment, (3) govern policies for admission of students to teacher education curricula.

The organization pattern should also provide for the continuous evaluation of the effectiveness of the curricula and procedures.

C. Standard III

Student Personnel Programs and Services for Teacher Education

The student personnel program and services are important aspects of a teacher education program. This standard relates to adequacy of housing for students, health services, faculty leadership, and student government.

Provisions should be made for informing the educational structure and public regarding the teaching profession, its opportunities and work patterns, requirements for entry and teacher education programs offered by the institution.

There should be a plan for selective admission and retention of persons of high promise. Periodic screening of persons pursuing the teaching curricula should be made.

Work completed at one institution should be of a like kind and acceptable at another teacher training institution.

Curricula advising should be done by persons who know elementary and secondary education problems and needs.

A unified system of student records should be kept. These should contain academic and personal data and available to all faculty members concerned with these students.

D. Standard IV

Faculty for Teacher Education

The requirements for a strong faculty reside in preparation, academic freedom, leave, salary and retirement benefits.

This standard relates also to whether teachers are prepared for, and are actually teaching courses in their field, as well as the student load carried.

Promotions of faculty and staff should be based upon qualifications and services performed.

E. Standard V

Curricula for Teacher Education

All aspects of the curricula must be in conformity to the objectives of teacher education. Each curriculum should be planned in relationship to whether preparation is being made for elementary or secondary teachers, or for administrative and/or supervisory positions.

The curricula should offer a well rounded education to students. A common core of subject matter should be offered to all students regardless of teaching level to be trained.

Professional education courses offered should be related to appropriate needs in elementary, secondary or vocational.

There should be a planned scope and sequence of the subject matter. Different curriculums should be offered to teacher trainees and teachers in-service.

Summer course work should be designed for group to be served. Formal credit should be allowed as if teachers were full-time students during regular year.

F. Standard VI

Laboratory Experiences for Prospective Teachers

This standard is vital in rounding-out the teacher education curricula for teachers or administrators to-be.

This standard reviews need for laboratory experience, the need for student teaching, the need for a supervisor of student teaching.

All laboratory experiences for the student teacher must be designed to make real the concepts that were developed through reading, lecture, audio-visual and discussions.

Laboratory experiences must be related to professional course work in teacher education. The laboratory school, providing such experiences, can be on or off location offering teacher education courses.

The teacher training institution, the laboratory school and supervisory teachers must clearly delineate responsibility so as to provide a high quality of services to the teacher-to-be.

G. Standard VII

Building Facilities and Equipment

This standard concerns itself with question of adequate supporting facilities for teacher education.

An institution should have special facilities for teaching remedial work in reading and speech.

Some space should be provided for seminars and conferences between faculty members and student teachers working on special projects.

Adequate faculty and student housing should be available.

Adequate classroom and library space, with special audio-visual features built in, should be available.

Equipment for mimeographing or duplication of materials should be available to faculty, staff and student teachers.

Audio-visual equipment is considered a necessity for a faculty in teacher education.

H. Standard VIII

Instructional Materials in Teacher Education

Supporting the classroom instruction there needs to be an adequate library of books and periodicals to support in depth the courses taught. A backstop of ten books per student would be considered a minimum.

The need for the necessary atlases, gazetteers, reference and research works pertaining to general and professional education is a foregone conclusion. There should be a sufficient number of such materials for use by students, faculty and staff. Planned use of the library facility is as closely related to good teacher education as are laboratory experiences and proper classroom presentations.

There should be available in the library, or in a separate unit, such things as slides, films, filmstrips, tape recordings and music recordings for teachers. There should be maps, charts, course outlines, textbooks in use from many sources, as well as instruments for evaluation of learning.

## Section II

Some Current Trends in Lao Education

Review of the Present Professional and Operational  
Aspects of Teacher Education in Laos

## Some Observable Trends in Lao Education

The following are some observable trends that have been noted by the Teacher Education Advisor. Some have been of long duration, others are just beginning.

- o Elementary education is expanding too fast at the expense of quality control. Current expansion is uneven in a professional sense. Buildings are built before qualified teachers and materials are available. This pertains to self-help schools as well as to schools built by contract.
- o The lack of development of a widely based secondary education program available to the masses of young Lao citizens is a social tragedy. It is almost without precedent that a Lao student must take an examination in a foreign language (French) to enter the next higher level of education in his own country.
- o There seems to be a lack of fullest development of the practical arts, agricultural and home economics aspects of the curriculum at all levels to more nearly meet the urgent and critical needs of the school population.
- o There seems to be no master plan for the development of educational leaders at the national, provincial and local levels. The NEC has been in operation for seven years and no courses in school administration or supervision are taught.
- o Lack of articulation in program development between elementary, secondary, vocational and teacher education.
- o Lack of scope and sequence in curricula offerings in elementary, secondary, vocational and teacher education.
- o There is an alarming scarcity of teacher and student materials at the secondary, vocational and teacher training institutions. The basal textbook problem at the elementary level is about eliminated other than some book usage problem showing up.
- o Lack of utilization of National Education Center - some 1,830 hectares - as best possible demonstration site for agricultural practices, development of self-help concepts, and at the same time making the teacher training institutions self-sufficient.
- o Lack of statistical base from which to draw more than cursory observations and recommendations in the field of education.
- o Lack of fullest utilization of teacher training facilities on a 12-month basis, thereby speeding up process of formally up-grading teachers and administrators in service.

- o Lack of a public financial support base to assure an even development pattern throughout the educational structure. This pattern of development bodes no good for the future Lao citizen; neither does it offer much hope to reduce some of the economic, social or political problems besetting the Royal Lao Government.

## Review of the Present Professional and Operational Aspects of Teacher Education in Laos

### A. Framework of Teacher Education

In 1955, Laos had only one small teacher training school located in Vientiane with a capacity of about 100 students. During FY 56, the Royal Lao Government and US AID prepared a plan for the development of teacher training, the principal element of which was the establishment of the National Education Center in Vientiane. This school, which has since been renamed the Ecole Superieure de Pedagogie (ESP), opened in FY 59 and has subsequently grown to an enrollment of 1,350 students in FY 66. The planned capacity for the ESP is 1,500 students, with future emphasis to be given to raising the academic level and quality of the courses offered, including the expanded development of training programs for secondary school teachers, as well as for elementary and secondary administrators.

In FY 62, two Regional Teacher Training Centers were constructed by US AID at Luang Prabang and Pakse, which by FY 66 had reached an enrollment of 100 and 160 students, respectively. The training courses at these centers, now known as Ecoles Normales d'Instituteurs (ENIs), have been lengthened from the original one-year program to two-year and four-year programs. A limit of 400 students has been planned for Luang Prabang and 600 students for Pakse.

In FY 66, a third ENI was established at Sam Thong with an enrollment of 35 students in a one-year program. The Ministry of Education has designated Savannakhet as the site for a fourth ENI, which would begin operations in FY 68 with an initial enrollment of 200 students, projected to reach a capacity of 500 in about five years.

Since the beginning of the Teacher Training Activity, US AID has supported a special English Section at the ESP, with the purpose of preparing Lao teachers of English and other secondary school subjects. 116 students were enrolled in this section during FY 66. Through a contract with the International Voluntary Services (IVS), US AID has also given particular technical support to training courses in practical arts, including agriculture and animal husbandry. The IVS/Education team had a total of twenty-four members during FY 66. Thirty-eight are programmed for FY 67 and FY 68.

The original project agreement for teacher training called for an RIG/US AID working relationship wherein the Royal Lao Government would provide senior personnel and counterparts responsible for administering teacher programs. Because of a limited number of qualified Lao personnel, the RIG has not been able to staff the administrative positions to an adequate degree. Essential positions which are not now staffed include an officer with responsibilities for the development of the ENIs, a teacher certification officer, and an officer responsible for the development and coordination of curriculum and materials. Proposals have been made in this present document to assist in the further development of the Office of Teacher Training in the Ministry of Education.

The teacher training process is not meeting the objectives of the Royal Ordinance No. 164 as it pertains to the training of school administrators, supervisors and other persons related to school control. Neither is it assuming a leadership role in the total sphere of educational planning.

#### B. The Creation of the National Education Center

Article 1 of Royal Ordinance No. 164 dated June 30, 1958 states:

"... there is created at Vientiane a university within the jurisdiction of the Ministry of National Education and named SISAVANG VONG UNIVERSITY."

Article 2 states:

"... the University includes:

- the National School of Administration and Law
- the National Education Center (Teacher Training School)
- the School of Medicine
- the School of Agriculture
- the National Library
- the National Museum
- the University City (Residential Community)

#### Objectives of the National Education Center

Chapter I of the Royal Ordinance No. 164 states that the purposes of the National Education Center shall be:

- the recruitment and the training of teaching personnel, administrative and control personnel as well as economic and supervisory services personnel
- the improvement and instruction of personnel through special courses of instruction

- the development of researches and surveys related to education and to pedagogy in its widest meaning; upon these grounds, assist the Minister of Education in seeking solutions for problems with which the department is concerned

C. Definition of Training Required

The type of personnel and length of training in teacher education is listed by official categories from the Royal Ordinance:

- for primary education

Category 1 Students ages 17 to 23 who intend to take up the position of masters and assistant teachers in elementary schools. Length of training: one to two years.

Category 2 Students ages 14 to 20 who intend to take up the career of teachers in primary schools providing complete course. Length of training: four, then five years.

- for secondary education

Category 3 Students ages 16 to 20 who intend to take up the career of professors in secondary education. Length of training: four, then five years.

Category 4 Students, ages 17 to 20, who intend to take up the career of licentiated, certificated or certified professors in provincial education centers, lycees (Senior High School) or colleges. Length of training: five, then four years.

Category 5 Students, ages 16 to 21, who intend to take up the position of instructors or professors in vocational training. Length of training: two to four years.

- for physical education, sports and youth movement training

Category 6 Students ages 17 to 23 who intend to take up the position of monitors and physical training professors of youth. Length of training: one and two years respectively.

- for personnel of administration and of control

Category 7 Applicants to the position of principals of schools. Must have had five years of actual teaching as masters. Length of training: one year.

Category 8 Applicants to the position of pedagogical advisors and inspectors. Must have had at least ten years of teaching, and at least five years of which has been as headmaster. Length of training: one year.

- for personnel of economic and supervisory services

Category 9 Applicants to the position of bursars who have had at least three years in teaching and in possession of a commercial or accounting certificate at DEPC level. Length of training: one year.

Category 10 Applicants to the position of supervisors to come from school teachers and professors having at least five years of teaching. Length of training: a probation period of one month organized during summer holidays, as well as a probation teaching term of 30 months in a school.

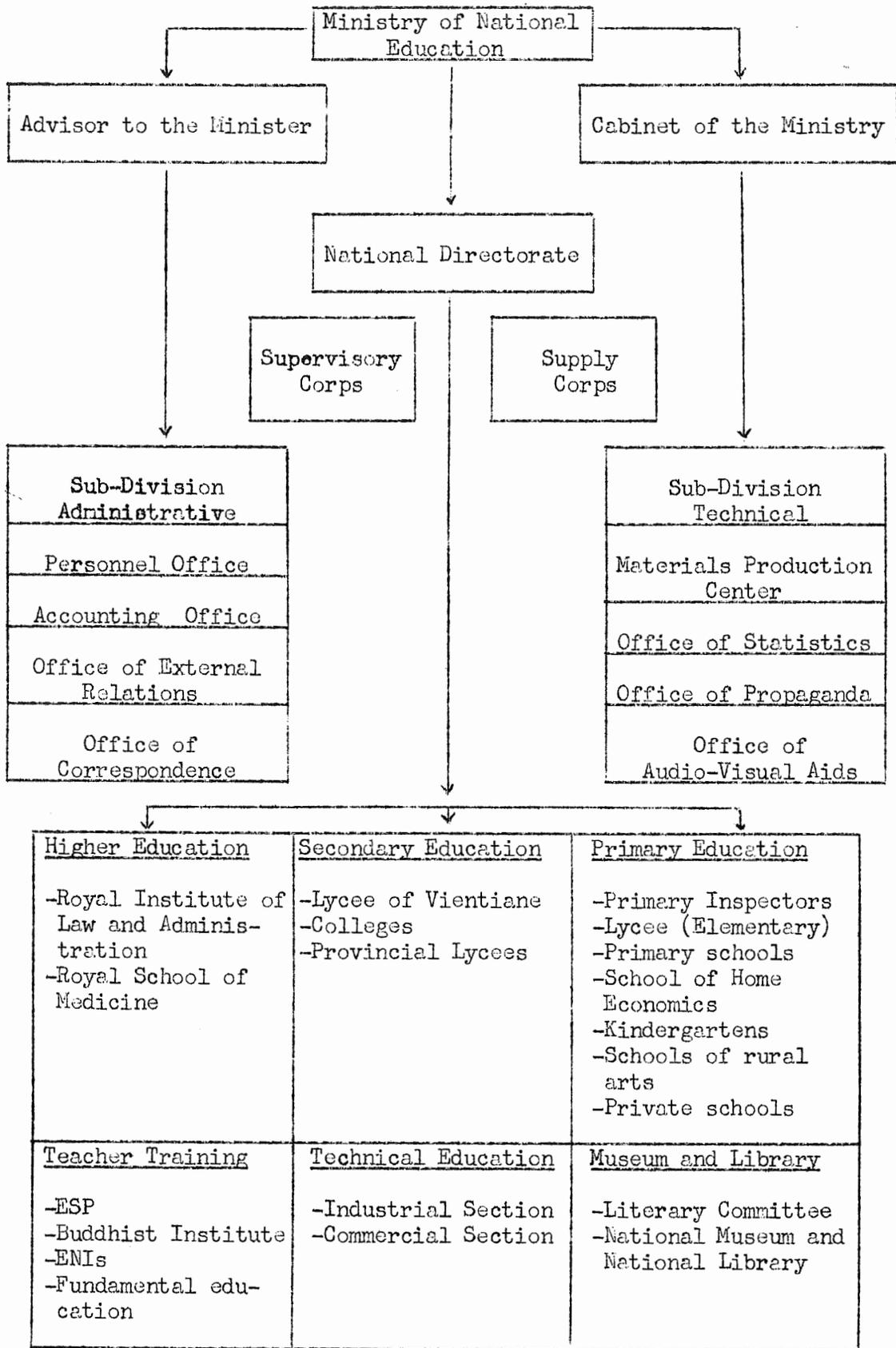
D. The Lao Teacher Education Organizational Structure for Implementation of the Royal Decree

Western culture depends to a great extent upon charts, graphs and statistical data to form a basis for review, to show change, or determine future patterns of an idea or of an organization. The institutions in Southeast Asia normally do not follow such patterns; not that educators, or others, think less of the idea of organization, but in not having such visual organizational aids they do not seem bound to follow rigid patterns of administration. As a result, there is room for "going in a different direction" or maybe "change" is a better term. Written or not, each person in such a structure knows who is in charge. Under such an unwritten scheme, responsibility is more difficult to establish and no particular person can, or will, be identified and, as a result, "lose face" if something goes wrong.

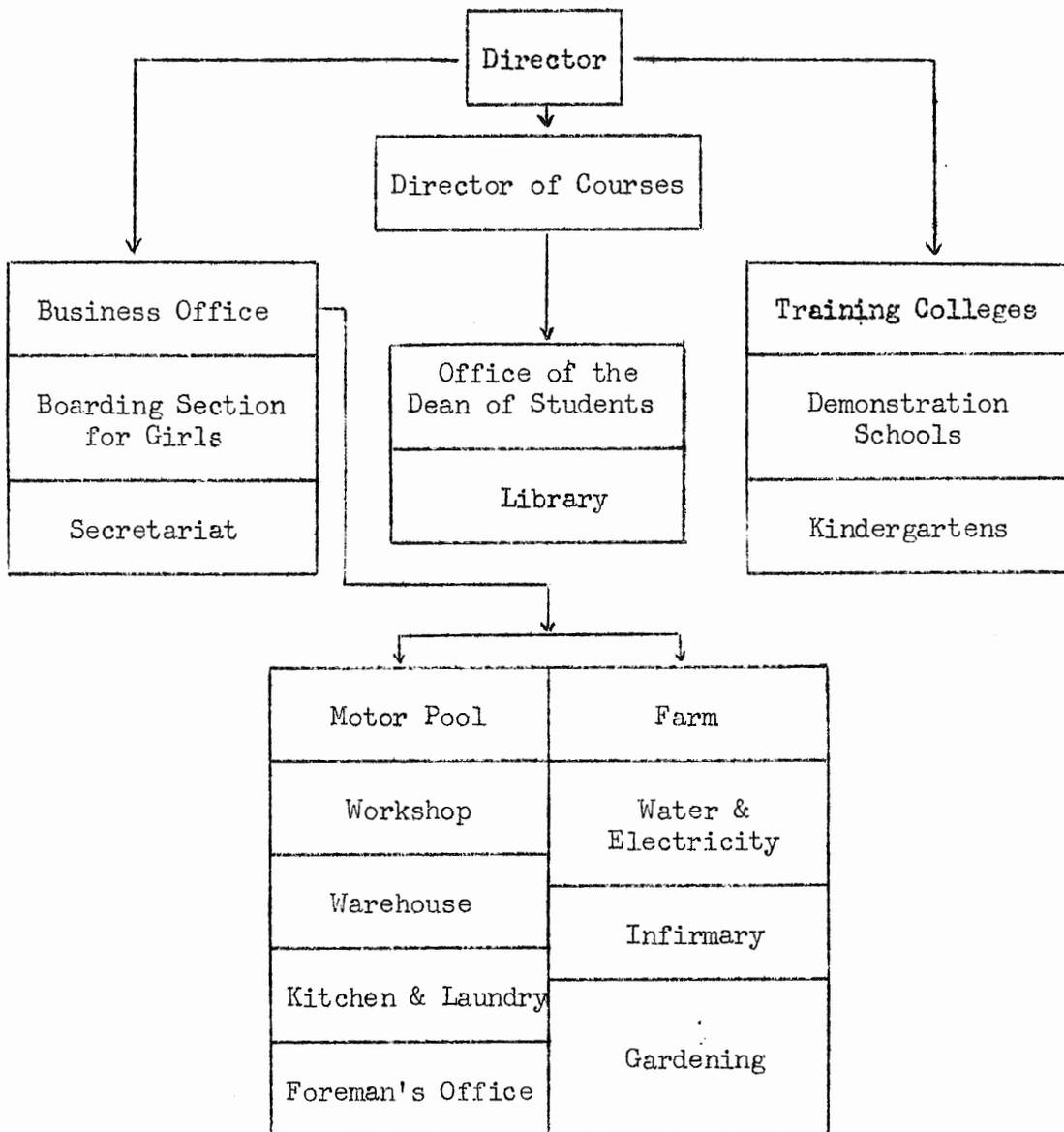
The teacher training institutions under discussion are no exception. An organizational chart, depicting individual line and staff responsibility in teacher education, did not exist until the advisor raised such an issue. Even upon request, an inordinate amount of time prevailed before it was developed as in the shown chart. Even now the writer is not positive that the charts depict, in true essence, the actual individual leadership roles.

A program flow chart showing, in a very general way, curriculum tracts offered by years does exist. This one chart rests in the office of the Director of the Ecole Supérieure de Pédagogie and is used as briefing material for visitors. Parts of the chart are outdated. (This chart shown under Curriculum Section).

The following Chart depicts the general organization of the Ministry of Education, and the relationship of Teacher Education in the overall structure. (Data furnished by the Ministry of Education)



The Chart that follows outlines, in some detail, the current academic and operational framework under which Teacher Education functions. (Data furnished by Ministry of Education)



There is obvious need for a reorganization of the structure that offers guidelines and controls in Teacher Education. It is considered good judgment to provide for sound management practices in areas of planning, organization, motivation, proper utilization of personnel and methods of evaluation and control. Many of these elements are not now present in the organizational structure of NEC.

Educators, by nature of their training in any part of the world have not had the opportunities to learn of basic management concepts that are held by business and industry - although many of these same concepts apply to the school business.

Stockholders in a company expect their organization to produce the best possible product and services for consumers. Justly so, citizens in any country should rightfully expect the best planned educational program, the best possible organizational structure, the proper motivation of professional personnel, as well as continuing evaluations of effectiveness of monies expended.

When society gets, as a result, children who cannot read as well as they should, or work arithmetic in the proper manner - essentials to everyday living - then it is assumed that something is wrong in one or more areas of planning, organization, motivation or utilization of personnel, and methods of evaluation of school programs.

E. A Desired Organizational Structure to Better Effect Intent of Royal Ordinance

Notwithstanding the reluctance on part of underdeveloped countries to visually portray a plan, a structure, or an organizational set-up, it behooves American advisors to develop such aids for their own benefit, if nothing more. As a result, a more recognizable and definable pattern of development can usually be effected. Leadership training patterns can also be more readily plotted if primary, secondary and tertiary levels of authority are well defined.

F. Student Personnel Programs and Services

1. Admission and Retention Policies

As taken from the Royal Ordinance:

"Recruitment of students will be made normally through the channels of competitive examinations.

"Nobody shall be admitted to one of the following categories if he does not justify:

- a. that he is Lao citizen
- b. that he has never been tried in a criminal court or convicted to penalty of more than 5 days' imprisonment
- c. that his health is fitted to serve the education of the country
- d. that he is holder of a certificate or diploma required for his category

e. applicants shall be at the age:

- (1) not less than 17 and not more than 23 for the 1st category
- (2) not less than 14 and not more than 20 for the 2nd category
- (3) not less than 16 and not more than 20 for the 3rd category
- (4) not less than 17 and not more than 20 for the 4th category
- (5) not less than 16 and not more than 21 for the 5th category
- (6) not less than 17 and not more than 23 for the 6th category

Waiving of the age limit may be granted by the Minister of Education upon recommendation of the Principal of the Center.

Records of applicants shall be addressed to the Khoueng's office prior to July 15 of each year. They will include the following documents:

- a. birth certificate or attested affidavit in lieu thereof
- b. extract of the Police Records (Bulletin No. 3)
- c. health certificate for serving in education issued by the Health Officer of the province within the jurisdiction of which the applicant is domiciled. This certificate will bear the regulation photo
- d. a promise to serve in teaching during ten years reckoning from the date of leaving the Center subject to a full refunding of scholarships, salaries, allowances received during the whole schooling time
- e. certified copy of any certificate or diploma which is a prerequisite for the category for which the applicant submits the application

The list of applicants admitted to attend the competitive examination will be decided by the Minister of National Education not later than August 15. It will be advertised in the chief towns of all Khouengs at least ten days before the date of the examination which will take place during the latter half of September.

Competitive examinations will be conducted in various towns determined every year by the Minister of National Education. The supervising commissions will include:

- the Chaokhoueng or his representative ..... Chairman
- the Inspector of the Provincial Schools ..... Member
- the Principal of the Provincial Education Center, or Lycee, or College ..... Member
- a professor of secondary education ..... Member
- a teacher from a primary school ..... Member

The content of these competitive examinations will be determined for each category by the Minister of National Education who will choose the subjects according to proposal of the Director of Personnel Training, he will send them to the Supervising Commission in the various examination centers.

The procedure to be followed for competitive examinations will be in compliance with the provisions bearing on regulations of examinations and competition of the Ministry of National Education.

The list of applicants admitted to competitive examinations will be determined by the Minister of National Education. It will be made known, without delay, in the chief towns in each Khoueng, to the School Inspector's office and to all important educational organizations."

## 2. Advising and Registration

No basic information, regarding the teaching profession, is given out to prospective students before they start their actual classes in October. An ad hoc type of information program prevails during the actual training period. As a general rule, no planned programs exist.

In view of fact that students have no choice in the matter of curricula offerings, no pre-registration programs exist.

## 3. Personnel Records and Placement

The personnel office of the schools keep student records. These are meager in nature. Grade entries are the main items of concern.

Regarding placement of teachers, the Ministry of Education is in complete charge. Operationally, the Director of primary and Adult Education names teachers to certain schools and locations.

## 4. Student Facilities

Adequate housing, eating and medical facilities exist for the 1,344 students enrolled at the National Education

Center during the current school year. Inadequate housing facilities for students exist at Luang Prabang, Pakse and Sam Thong. A Student Government is in operation at the National Education Center. Similar student government functions operate at Luang Prabang and Pakse. No student newspapers are being published at either of the institutions.

The upward spiral of need for student services can well be imagined when one considers the past, present and projected enrollment at the teacher training institutions:

Previous Enrollment Trends

<u>Year</u>	<u>Enrollment at Teacher Training Schools</u>	<u>Year</u>	<u>Enrollment at Teacher Training Schools</u>
1949-50	22	1958-59	259
1950-51	41	1959-60	434
1951-52	49	1960-61	541
1952-53	77	1961-62	700
1953-54	72	1962-63	1,108
1954-55	77	1963-64	1,279
1955-56	102	1964-65	1,409
1956-57	134	1965-66	1,660
1957-58	180		

From 1922 to 1942, elementary teachers were trained for one year or less at certain demonstration schools in the country. Enrollment figures are not available. In 1942, a two-year training course was established which later became a four-year program. In February, 1958, the first building of a new teacher training program for Laos was begun. Prior to that date only a small teacher training effort was underway.

The data following, next page, depicts a detailed breakdown of student enrollment at all schools, in all sections of study.

On page 13, the projected enrollment at all teacher training schools, through school year 1970-71, is indicated to give to the reader the magnitude of the problem.

Student Enrollment  
All Teacher Training Schools - All Sections

Year	Schools	1965-66				1966-67				1967-68				1968-69				1969-70				1970-71				REMARKS
		Lao	Eng	Fr.	Tot. Qual.	Lao	Eng	Fr.	Tot. Qual.	Lao	Eng	Fr.	Total Qual.	Lao	Eng	Fr.	Total Qual.	Lao	Eng	Fr.	Total Qual.	Lao	Eng	Fr.	Total Qual.	
1st	ENI, Savannakhet									(100)			(100)	200				300				300				
	ENI, Sam Thong	35			35	60			60	(100)			(0)	(100)			(0)	(100)			(0)	(100)			(0)	Qualified to teach Grades 1, 2, 3
	ENI, Luang Prabang	100				150				150				150				150				150				"
	ENI, Pakse	133				200				200				200				200				200				"
	ESP, Vientiane	80	71	193		80	70	200		80	70	200		80	70	200		80	70	200		80	70	200		"
2nd	ENI, Savannakhet									200			100	300			100	200			200	300			300	"
	ENI, Luang Prabang					100			50	150			100	150			100	150			100	150			100	"
	ENI, Sam Thong												(100)	(100)			(100)	(100)			(100)	(100)			(100)	"
	ENI, Pakse	32			32	123			73	200			100	200			100	200			100	200			100	"
	ESP, Vientiane		18	301		80	70	190	80	80	70	190	80	80	70	200	80	80	70	190	80	80	70	200	80	"
3rd	ENI, Luang Prabang									50				50				50				50				"
	ENI, Pakse									50				100				100				100				"
	ESP, Vientiane		10	258			18	295					70	190					70	200			70	200		"
4th	ENI, Luang Prabang												50			50	50			50	50			50	Qualified to teach Grades 1-6	
	ENI, Pakse												50			50	100			100	100			100	"	
	ESP, Vientiane		7	244	200		10	250	200		18	290	240		70	190	215		70	190	220		70	200	230	"
5th	ESP, Vientiane		10	48	10		15	40	15		10	50	10	25	18	50	18	20	70	50		20	70	50		
6th	ESP, Vientiane			41				48				40				50				50			70	50		
7th	ESP, Vientiane			33	20			41	25			48	25			40				50				50	Qualified to teach Grades 7, 8, 9	
8th	ESP, Vientiane			7				10				15				20				35				45		
9th	ESP, Vientiane			6				7				10				15				20				35		

Present and Projected Enrollment for  
Teacher Training Institutions

School Location	1965-66		1966-67		1967-68		1968-69	
	M	F	M	F	M	F	M	F
Vientiane	990	335	1,095	330	1,095	335	1,115	325
Pakse	112	53	215	110	300	150	325	175
Luang Prabang	63	37	155	95	235	115	265	145
Savannakhet	0	0	0	0	150	50	300	100
Sam Thong	34	1	55	5	UNCERTAIN			
Totals	1,199	426	1,520	540	1,780	650	2,005	745

G. Qualified and Non-Qualified Teachers Now In-Service vs.  
Number of New Teachers Needed

The Ministry of Education is at a critical period in its decision-making process regarding teacher supply and demand. In order to more nearly meet the need for qualified teachers, some, or all, of the following types of decisions will have to be made - and soon:

1. No further expansion of elementary education to be made for at least a five-year period. Use period of non-expansion to upgrade elementary teachers as well as present administrators and supervisors.
2. Develop present and future ENIs to only a two-year program of teacher training for at least a five-year period.
3. Utilize building facilities and staffs of ESP and ENIs over a 12-month period in order to provide opportunities for teachers and administrators in-service to formally upgrade themselves professionally during summer vacations. This approach is different from the in-service "problem type" of conferences now held.

The major concern that should be kept in mind relates to fact that in addition to a mounting shortage of teachers at all grade levels, there is a progressive increase in the number of non-qualified teachers entering the school structure.

The following depicts, in a general way, the problem under consideration:

	<u>FY 66</u>	<u>FY 67</u>	<u>FY 68</u>	<u>FY 69</u>	<u>FY 70</u>
1. Enrollment, Grades 1-6	142,000	158,800	177,500	199,000	224,000
2. No. of teachers needed	4,250	4,755	5,315	5,960	6,700
3. No. of qualified teachers available from previous year	-	3,170	3,245	3,430	3,740
4. Less 5% for retirement, etc.	-	155	160	170	185
5. Add new graduates	-	230	245	480	620
6. No. of qualified teachers available this year	3,170	3,245	3,430	3,740	4,175
7. Shortage of qualified teachers	1,080	1,510	1,885	2,220	2,525

The four charts following depict, in great detail, the magnitude of the problem facing the RIG educational structure relating to the supply and demand factors. The earlier proposed solutions will not eliminate the problems, but will reduce the effect. Cooperative actions on the part of the Education Division, the Ministry of Education, USAID/Rural Development and the RIG Ministry of Rural Affairs need to be effected in order to plan intelligently in matters of supplying schools with properly qualified teachers. Self-help schools are built at expense of not securing qualified teachers and oftentimes without full knowledge of the Ministry of Education - and especially the Teacher Education section of the Ministry of Education. This advisor advocates that some quality control must be built into the structure.

The needs of in-service education training of non-qualified teachers is an item of major concern in the educational structure. It is generally recognized that teachers without the best possible training cannot impart the necessary knowledge to students. This process then continues when the student becomes an adult and puts into practice the meager knowledges gained in schools. This is not the best way to assist in full-scale economic and social development.

Projection of Number of Elementary Teachers to be Trained  
 - vs -  
 Number of Elementary Teachers Needed: School Year 1966 - 1970

Classification of Teachers:

A. Non-qualified  
 (Numbers in 1965-1966)

- 100 - daily hire
- 200 - monks
- 780 - CREC (Volunteer)
- 1080 - Total

B. Qualified to Teach Grades 4-6

Teachers who have had six years of elementary schooling, plus four years of training.

C. Qualified to Teach Grades 1-3

Teachers who have had six years of elementary schooling, plus one or two years of training.

D. Administrators and Others in Service  
 (Numbers in 1965-1966)

- 264 - school administration
- 124 - fundamental educators
- 44 - teachers in army
- 168 - teachers, lost contact
- 600 - Total

1965 - 1966 : 142,000 students and 4,850 teachers available

600 administrators and others in service	Enrollment	Grades 1-3	Grades 4-6
	Teachers	116,000	26,000
	2670 teachers qualified for Grades 1-3	500 qualified for Grades 4-6	1080 non-qualified teachers
	less 5% attrition + 60 new 1966 graduates	less 5% attrition + 176 new graduates	

(Charts on pages 15, 16, 17 and 18 compiled by Norman Green)

JUNE, 1966 Graduates

In-put from Teacher Training schools: 4-year program: ESP 248 (less 30% attrition) = 176  
 1- and 2-year programs: ENI, Pakse - 32  
 ENI, ST - 35  
 Total - 67 (less 10% attrition) = 60

1966 - 1967: 158,800 students and 5,355 teachers (estimated)

600 adminis- trators and others in service	Enrollment (Estimated)		Grades 1-3	Grades 4-6
			127,600	31,200
	Teachers	2600 qualified for Grades 1-3	645 qualified for Grades 4-6	1510 non-qualified teachers
	less 5% attrition + 165 new 1967 graduates		less 5% attrition + 180 new graduates	

JUNE, 1967 Graduates

In-put from Teacher Training schools: 4-year program: ESP - 258 (less 30% attrition) = 180  
 1- and 2-year programs: ENI, LP - 50  
 ENI, Pakse - 73  
 ENI, ST - 60  
 Total - 183 (less 10% attrition) = 165

1967 - 1968: 177,500 students and 5,915 teachers (estimated)

600 adminis- trators and others in service	Enrollment (Estimated)		Grades 1-3	Grades 4-6
			140,000	37,500
	Teachers	2635 qualified for Grades 1-3	795 qualified for Grades 4-6	1885 non-qualified teachers
	less 5% attrition + 210 new 1968 graduates		less 5% attrition + 270 new graduates	

JUNE, 1968 Graduates

In-put from Teacher Training schools: 4-year program: ESP - 300 (less 30% attrition) = 210  
 1- and 2-year programs: ENI, LP - 100  
 ENI, Pakse - 100  
 ENI, SVKT - 100  
 Total - 300 (less 10% attrition) = 270

1968 - 1969: 199,000 students and 6,500 teachers (estimated)

600 adminis- trators and others in service	Enrollment (Estimated)	Grades 1-3 154,000	Grades 4-6 45,000
	Teachers 2775 qualified for Grades 1-3	965 qualified for Grades 4-6	2,220 non-qualified teachers
	less 5% attrition + 260 new 1969 graduates	less 5% attrition + 360 new graduates	

JUNE, 1969 Graduates

In-put from Teacher Training schools: 4-year program: ESP - 273  
 ENI, LP - 50  
 ENI, Pakse - 50  
 Total - 373 (less 30% attrition) = 260  
 2-year program: ENI, LP - 100  
 ENI, Pakse - 100  
 ENI, ST - 100  
 ENI, SVKT - 100  
 Total - 400 (less 10% attrition) = 360

1969 - 1970: 224,000 students and 7,300 teachers (estimated)

600 adminis- trators and others in service	Enrollment (Estimated)	Grades 1-3 170,000	Grades 4-6 54,000
	Teachers 2,995 qualified for Grades 1-3	1,180 qualified for Grades 4-6	2,525 non-qualified teachers
	less 5% attrition + 450 new 1970 graduates	less 5% attrition + 300 new graduates	

JUNE, 1970 Graduates

In-put from Teacher Training schools: 4-year program: ESP - 280  
 ENI, LP - 50  
 ENI, Pakse - 100  
 Total - 430 (less 30% attrition) = 300

2-year program: ENI, LP - 100  
 ENI, Pakse - 100  
 ENI, ST - 100  
 ENI, SVKT - 200  
 Total - 500 (less 10% attrition) = 450

1970 - 1971: 251,000 students and 8,140 teachers (estimated)

600 administrators and others in service	Enrollment (Estimated)		Grades 1-3	Grades 4-6
	Teachers	3,296 qualified for Grades 1-3	187,000	64,800
			1,420 qualified for Grades 4-6	2,825 non-qualified teachers

Notes:

1. The projection of enrollment is based on an estimated annual increase of 10% for grades 1-3 and 20% for grades 4-6.
2. The projected teacher requirements are based on the present ratio of one classroom teacher for 33.4 students.
3. A reduction of 5% of the number of qualified teachers is made from one year to the next to compensate for resignations, retirements and deaths.

## H. Present Distribution of Faculty in Teacher Training Institutions

The Lao educator is outnumbered, and probably educationally out-manuevered in his own country by fact that 8 nationalities, representing 82 persons, teach in his schools. The writer would find it difficult to establish, and follow an educational program, if he were in the same position of accepting so many different viewpoints. Whether the situation is entirely by need, or by choice, is still debatable by some students of the subject. The following distribution, by nationalities, of teachers in the teacher training institutions shows the personnel problem being faced by the RLG.

Staffing Patterns of  
Teacher Training Institutions

Locations	Lao	Americans IVS	Contr	French	Canadians	Thai	Indians	Filipino	British	Vietnamese
ESP	25	15	5	45	3	1	1		3	1
Pakse	15	1		2				1		
Luang Prabang	16	1		2						
Sam Thong	3		1							
Totals	59	17	6	49	3	1	1	1	3	1

Three types of contracts supported by the U.S. assist the teacher education project. One is the International Voluntary Services (IVS) group with a present team strength of 24. A second group is called the Thai Support Party with an authorized team strength of six (only three positions filled, with two working at Manterials Production Center). The last group consists of five Americans on personal services contracts teaching English.

## I. The Participant Training Effort vs. Leadership Needs in Teacher Education

Since 1960 to date the United States Government has supported the Ministry of Education in sending sixteen (16) persons to the U.S., thirty-three (33) to Thailand and one person to the Philippines for various types of training designed to fill obvious educational leadership needs. Periods of training have ranged from four weeks to four years.

General Summary of All Participants in Teacher Training  
Supported by the United States

Fields of Training	Thailand	United States	Philippines
Agriculture	3		
Agronomy		1	
Animal Husbandry	2		
Architecture			1
Arts and Crafts	8		
Community Development	4		
Elementary Education	1	2	
Elementary Science	2		
English		5	
French Teaching	1		
Gardening	1		
Health Education		1	
Home Economics	1		
Kitchen Management	1		
Library	1		
Linguistics		2	
Math	1		
Nursing	1		
School Administration	3		
Science		3	
Social Science		1	
Thai Teaching	3		
Youth Leadership		1	
Totals	33	16	1

(Participant training charts compiled by Myron C. Thomas)

It may be seen from the charting below that most of the persons are working in the fields for which they were trained, and the fact that many participants have yet to return from training. An obvious deficiency relates to lack of earlier years' pre-planning on part of both governments for participants to be trained in key leadership roles - administration, department head types, budget and fiscal, teacher certification, building maintenance and the like. The Ministry of Education, as a result, is a long way from being able to assume its proper leadership role in its own structure.

Course	Name of Participant	Training Duration	Country of Training	Present Position or Status
Agriculture	Mr. Soun Phommachith	12 m	Thailand	Will return June 1966
	Mr. Bang	"	"	
	Mr. Linh	"	"	
Agronomy	Mr. Don Phommachakr	4 yrs	U.S.A.	Will return in 1968
Animal Husbandry	Mr. Kyla Mounivong	12 w	Thailand	Farm Manager, ESP
	Mr. Noukham	9 m	"	Asst. Farm Manager, ESP
Architecture	Mr. Suraphol Maytri	4½ yrs	Philippines	Teacher Architect at Tech School
Arts & Crafts	Miss Saythong	2½ yrs	Thailand	Teaches at Fine Arts Sch.
	Miss Sysoutham Kouan- laong	4½ yrs	"	Artist at MPC
	Mr. Nith Doungphichit	4½ yrs	"	Teaches at Fine Arts Sch.
	Mr. Ouy Aimanivong	4½ yrs	"	Teaches at Lycee
	Mr. Vandy Vilivong	4½ yrs	"	Teaches at ESP
	Mr. Pheung Sythalavong	4½ yrs	"	Teaches at Fine Arts Sch.
	Mr. Manith Lamlamay	4½ yrs	"	Artist at MPC
Community Development	Mr. Bouali Prasasoukh	12 m	"	Teaches at ESP
	Mr. Khamkeung	9 w	"	Teaches at LP
	Miss Lamay	9 w	"	Teaches at Pakse
	Mr. Phao Bounnhong	9 w	"	Teaches at LP
	Mr. Kene Oy	9 w	"	Teaches at LP
Elementary Education	Miss Vanida Khaomong- khol	3 yrs	"	Will return in 1968
	Mr. La Siviseth	9 m	U.S.A.	Commercial Firm
	Mr. Sing Bouroummavong	9 m	"	"
Elementary Science	Mr. Thongchanh Chanthery	9 m	Thailand	Teaches at LP
	Mr. Syone Xone Sylapeth	9 m	"	Teaches at ESP
English	Mr. Onsy Inthavong	1 yr	U.S.A.	" " "
	Mr. Phone Khoxayo	4 yrs	"	Will return in 1967
	Miss Sombat Manichanh	4 yrs	"	"
French Teaching	Mr. Bounlieng Phoumma-	4 yrs	"	"
	Miss Mysouk Theangany	1 yr	"	Teaches at ESP
	Mrs. Chanthepha	4 w	Thailand	Teaches at ESP

(Continued)

Course	Name of Participant	Training Duration	Country of Training	Present Position or Status
Gardening	Mr. Phitya Rajhasiphoom	7 w	Thailand	Teaches at Farm, ESP
Health Education	Miss Champhone Sithammavong	4 yrs	U.S.A.	Will Return in 1967
Home Economics	Miss Tiao Sing Saysavath	9 m	Thailand	Teaches at ESP
Kitchen Management	Miss Nonglak Phoum Phomphousiri	7 w	"	Kitchen, ENI, Sam Thong
Library	Mr. Vane Sihalath	7 w	"	Library ESP
Linguistics	Miss Saygnasith Chanthanom	3 yrs	U.S.A.	Will return in 1968
	Mr. Tou Fu	4 yrs	"	Will return in 1968
Math	Mr. Soukthavi Chantherangsy	4 w	Thailand	Teaches at ESP
Nursing	Mr. Thongphanh	9 m	"	will return in June 1966
School Administration	Mr. Thiem	4 w	"	Business Manager at ESP
	Mr. Ka Chaleunsack	4 w	"	Director ENI at ESP
	Mr. Bounhouat Southammavong	4 w	"	Surveillant General at ESP
Science	Mr. Songvilay Saysana	4 yrs	U.S.A.	Will return in 1967
	Mr. Khammanh Inthirat	4 yrs	"	Will return in 1968
	Mr. Somsak Saythongphet	4 yrs	"	"
Social Science	Mr. Hongthong Niravanh	4 yrs	"	"
Thai Teaching	Mr. Vixieng Mouy	6 w	Thailand	Teaches at ESP
	Mr. Vixieng Thavinxeua	6 w	"	" " "
	Mr. Chiengkham	6 w	"	" " "
Youth Movement	Mr. Pheng Sithat	13 w	U.S.A.	Chief Technical Services

The following persons are programmed for training in colleges or universities in the U.S. for up to a maximum of 4 years, beginning September, 1966:

1. Mr. Douang Nophalay Industrial Arts Education
2. Mr. Noupit Sengsourigna Education
3. Mr. Keo Dengpheng Junior High School Curriculum & Teaching Methods
4. Miss Maniphanh Na Champassak Business Education
5. Miss Chanthouma Souvannakhili Home Economics Education
6. Mr. Bounmy Solikhandith Elementary & Secondary Social Studies
7. Wath Symoun Elementary Education

## J. The Curriculum for Teacher Education

### 1. The Curriculum Required at National Education Center

Royal Ordinance No. 164 (previously cited) and Royal Ordinance No. 248 of July 30, 1962 (commonly known as Education Reform Act) complement each other regarding curricula offerings in the teacher training schools. The premise running through the two documents infer that teacher training is based on "learning what the young teacher will have to actually teach, according to the methods he will have to use and materials at his disposal." (This supports the writer's contention that books being developed in the Lao Textbook Project should be widely used in the teacher training institutions since these subjects are the ones actually taught in the elementary schools, Grades 1-6).

The Education Reform Act of 1962 specifically states: "The new curricula program for the elementary grades gives a large amount of time to agriculture and animal husbandry, therefore it is essential that student teachers receive solid agricultural training. Agriculture is taken in its largest sense, including not only gardening and animal husbandry but also various types of practical work that will help improve rural life.

"This work ought to tend towards useful production and , progressively, the National Education Center ought to have enough vegetables, fruits and eggs to sell over and above its own normal requirements."

All of the preceding requirements point up the urgent and drastic concern that the teacher education curriculum needs to be functional, must be understood by all concerned and standardized in all teacher training schools and directly related to the elementary school curriculum.

### 2. The Present Curricula Offerings at Teacher Training Institutions

Contrasting the teacher education curriculum required under Royal Ordinance No. 164 and the Education Reform Act of 1962, to that presently offered in the teacher training institutions, the reader will immediately see serious deficiencies. The most obvious concerns the lack of coordination of the curricula offerings among the four teacher training institutions as well as full adherence to RIG mandates. In an underdeveloped country, such as Laos, so grossly deficient in qualified personnel, it seems almost inconceivable that such an approach is utilized which gives no opportunity for the fullest utilization of skills present in school system. (See Chart).

Curriculum Sequence and Student Load  
at Teacher Training Institutions

(Compiled by Richard N. Costantino)

Schools																	Total Student Load (in hours)												
	Lao	English	French	Science (General)	Math (Arithmetics)	Social Studies	Methods of Teaching	Gardening	Agriculture	Animal Husbandry	Home Economics (Girls only)	Psychology	Religion	Woodworking	Drawing (Art)	Physical Education		Algebra	Geometry	Trigonometry	Biology	Chemistry	Physics	History	Geography	Music	Civics	Youth Movement	
<u>First Year</u>																													
E.S.P. - Lao	3		12	1	7			4		2				2	1	2							1	1					36
English	2	29				2																						33	
French	2		14	1	5		2	2	2						1	2						1	1					33	
E.N.I. - Pakse	2 year	4	4	2	3	3	3			1	2	1			2	2						1	1		1	1		31	
	4 year	3	10	1	5		1	1	1			1			1	1					1	1	1	1	1	1		30	
E.N.I. - L.P.	2 year	4	5	1	2		1	2	1	1		1	1		1	3		1		1		1	2	1	1			30	
	4 year	2	9	1	5		1	2				1			1	3					1	1	2	1				30	
E.N.I. - Sam Thong		6	3	3	2	3	6	3	3	1				2		1												33	
E.N.I. - Savannakhet	(Proposed opening 10-1-67)																												
<u>Second Year</u>																													
E.S.P. - English	2	8	2	5	5	5	2		2	4					2													35	
French	2	2	12	2	4	1	2			2			4	1									2					34	
<u>Third Year</u>																													
E.S.P. - English	2	6	2			5				4				4	2	5		5										35	
French		2	9	3	6		1			2			4									1	1					29	
<u>Fourth Year</u>																													
E.S.P. - English	2	6	2	(5)	(5)	5	2		4						2													33	
French	2	3	8	(4)	(6)	4	2																					29	
<u>Fifth Year</u>																													
E.S.P. - English	2	6	2	5	5	6	3							2	2													33	
French	Science	3	3	3	9	1		7	1																			27	
	Letters	3	3	13		1	2	2	1																			25	
<u>Sixth Year</u>																													
E.S.P. - French	Science	3	3	3	9	7		1	1																			27	
	Letters	3	3	13		2	2	1	1																			25	
<u>Seventh Year</u>																													
E.S.P. - French	Science	3	3	3	9	7		1	1																			27	
	Letters	3	3	13		2	2	1	1																			25	

## K. Laboratory Experiences

There is one elementary laboratory school at the National Education Center. The student teacher also has access to most of the elementary schools in Vientiane for additional observations. During school year 1964-65 about 200 students did practice teaching. The number dropped to 192 for 1965-66.

Student teaching is done during the second and third trimesters (January-May). Once underway the teacher-to-be works for four hours per day each week for four weeks. In addition the student teacher observes for two hours each day, during same period as well as making a two hour effort per day to prepare materials. Four credits - in the form of "coefficients" - are given for the above work.

Student teachers are assigned to the three supervising teachers (one French) by the Director of Studies of the French Section, a French national. From three to five students are assigned to "supervising teachers." These same teachers have not had the benefits of a training program themselves to conduct the responsibilities assigned. Each laboratory school teacher makes about K 10,000 per month - about \$20.00.

The only formal course work given to support the laboratory school efforts is Methods of Teaching and taught by a Thai national. No outside laboratory experiences, such as working on community projects, attending faculty staff meetings, and the like, are provided for the teacher-to-be.

The practice teaching itself is concerned only with the academic aspect - none relating to understanding the child, or basic relationships in subject matter. No effort, whatsoever, is given to the matter of giving some insight into teacher-administrator relationships.

## L. Library and Materials Development Necessary to Support Curriculum

Materials are as essential to an adequately functioning school structure as air is to the human organism. A student without the required textbooks and supplementary materials, and especially a teacher trainee, will never really know the true meaning of an education. No teacher can possibly hope to have the necessary insights into all spheres of knowledge without the assistance of supporting materials. To think otherwise is to defeat all other efforts being made in the name of education.

Normally, materials are divided into six categories:  
(1) printed, (2) audio-visual, (3) making and/or constructing,  
(4) recreational (indoor and outdoor), (5) environment and  
(6) human resources.

The present material resources of the teacher training institutions are woefully inadequate even after all the years that efforts have been made to improve the situation. Teachers in Teacher Education still remain without textbooks, materials continue to be unrelated to what the Royal Ordinance dictates shall be taught, basic objectives of courses (in some instances) are not even defined. As a result, it seems that a series of unrelated events taking place within the school structure. As a result, an in-breeding of misinformation or lack of the necessary information - so vital to teaching - continues to be the order to the day. This cycle must be broken if the full intent of the Royal Ordinance is to be implemented and the students are to get the type of education they deserve.

To support the above statements, there are only 3,000 books in the library at NEC, and a proportionate inadequacy at the three remaining schools. About one-half are in English, 30% in French, 10% in Thai and balance in Lao, Chinese and Vietnamese. Even so, the resources are on a unrelated basis to support subjects being taught. In addition to lack of quantity and quality of library resources, students are not permitted the fullest utilization of the existing meager library facilities. Classes span the entire day with library usage coming on an ad-hoc basis.

M. Building Facilities and Equipment

According to the first teacher education school plant survey undertaken, during third quarter FY 66, it was found that 110 separate buildings existed at the four sites of National Education Center, Pakse, Luang Prabang and Sam Thong.

Most of the buildings can be rated from good to excellent, while a few would be considered in fair condition. The first building in the teacher training complex was begun by the U.S. in 1959, with latest buildings being completed in December, 1965. Construction is still underway on some structure (apartment housing, sanitary facilities, NEC, electrical system, L.P.), and about to start on dormitories at Luang Prabang and Pakse. FY 67 will see further construction needs as shown in Chart

The total estimated value of these buildings and related services can be determined by examining construction elements in USAID Pro Ags from FY 1959 through FY 1966 which have amounted to over \$4 million (programmed).

In some instances the buildings that have been built are not in line with the cultural setting, or the need that spawned them. Buildings have received priority attention over that of curriculum development, textbook and materials development, and leadership development in general. Too, no time table of construction, relating to need, and support patterns in general, have been developed in the past. The advisor still insists that no move in one part of the educational structure can be made without creating change or confusion in other segments.

During FY 1960, the Tippets-Abbott-McCarthy-Stratton Engineers and Architects of New York developed a master construction plan for the National Education Center. If followed, it would have obligated the U.S. Government for a decade of buildings at one site not in line with cultural or educational reality in Laos. This plan has now been set aside and a more austere plan is being developed more in conformity to the times. Master construction plans, on an austere basis, for Pakse, Luang Prabang and Sam Thong have been completed and are a matter of record in the Teacher Training Project. Public Works will develop another master building plan for National Education Center.

#### 1. School Plant Survey

The School Plant Survey, following, gives insight into present and future building requirements if a constant development of teacher education is to be pursued. Even this projection will not meet teacher requirements if enrollments hold as now anticipated. Other recommended measures such as 12-month school, two-year programs, etc. can offset the difference, however, if followed. (See section on "Qualified and Non-Qualified Teachers"). Projections are based on a desired maximum enrollment at a particular school by dates shown.

School Building Survey  
Teacher Training Institutions

(Compiled by Myron C. Thomas)

Description	E.S.P.-Vientiane				E.N.I.-Luang Prabang				E.N.I. - Pakse			
	No. of Bldgs.	Future Building Requirement			No. of Bldgs.	Future Building Requirement			No. of Bldgs.	Future Building Requirement		
	1966	1967	1968	1969	1966	1967	1968	1969	1966	1967	1968	1969
Classrooms	9	0	0	0	1	1	0	1	$\frac{1}{2}$	0	1	0
Laboratories	0	2	0	0	0	0	0	1	0	0	0	0
Boys Dormitories	10	0	0	0	1	1	1	0	1	2	1	0
Girls Dormitories	2	0	0	0	1	2	0	0	1	1	1	0
Auditorium	1	0	0	0	$\frac{1}{2}$	0	0	0	$\frac{1}{2}$	0	0	0
Messhall & Kitchen	1	0	0	0	$\frac{1}{2}$	0	0	0	$\frac{1}{2}$	0	0	0
Practical Arts Building	1	0	0	0	0	1	0	0	1	0	0	0
Sanitary Facilities	In Bldgs	1	0	0	1	1	0	0	1	Included in Dormitories		
Director's House	1	0	0	0	0	1	0	0	1	0	0	0
Faculty Housing(single)	8	0	0	0	3	0	5	5	3	0	0	5
Faculty Housing(multiple)	6	0	0	0	0	0	1	1	0	0	1	1
Infirmary	1	0	0	0	0	0	1	0	0	0	0	0
Workman's Housing	11	May be included in school project			0	2	2	2	0	0	1	0
Workshops	5	0	0	0	0	0	0	0	1	0	0	0
Farm Buildings	11	0	0	0	1	0	0	0	0	0	0	0
Demonstration Schools	2	0	0	0	1	0	1	0	1	0	0	1

Note: Wells, Electricity, Sports Facilities, and Fencing needs not shown.

School Building Survey  
Teacher Training Institutions (Continued)

Description	E.N.I. - Sam Thong				E.N.I. - Savannakhet		
	No. of Blgds.	Future Building Requirement			Future Building Requirement		
	1965	1967	1968	1969	1967	1968	1969
Classrooms	0	1			2	1	1
Laboratories	0	0	0	0	0	0	0
Boys Dormitories	1	0	0	0	1	1	1
Girls Dormitories	0	0	0	0	1	1	0
Auditorium	0	$\frac{1}{2}$	0	0	$\frac{1}{2}$	Enlargement	
Messhall & Kitchen	0	$\frac{1}{2}$	0	0	$\frac{1}{2}$	Enlargement	
Practical Arts Building	0	1	0	0	0	0	1
Sanitary Facilities	0	1	0	0	Included in Dormitories		
Director's House	0	0	0	0	1	0	0
Faculty Housing (Single)	1	0	0	0	1	1	1
Faculty Housing (Multiple)	3	1	0	0	0	1	1
Infirmary	0	0	0	0	0	0	1
Workman's Housing	0	0	0	0	0	0	0
Workshops	0	0	0	0	0	0	0
Farm Buildings	0	0	0	0	0	0	0
Demonstration Schools	0	1	0	0	0	1	0

## 2. Maintenance Poses Real Problems

To build such an educational complex and not provide for elements of maintenance and repair on a planned basis cannot be considered good planning by any stretch of the imagination. The past pattern has been for IVS personnel, competent in a particular maintenance field, in cooperation with RLG coolie type labor, to take care of such problems.

This is all right as far as it goes, but it has never given the RLG officials an opportunity to take full charge of a responsibility that is theirs. When any person, under guise of foreign aid assistance, attempts to do operational work for a host country it has repercussions all along the line. These same persons will have to plan for need, order supplies, control supplies, use supplies, evaluate results - and then start all over when the process breaks down. They must also take criticism.

At the present time, some 130 RLG coolies are on a Kip payroll of about K 780,000 monthly supported entirely by USAID/Laos. Many of such persons "float" from job to job at National Education Center, but many are "locked in" a job from month to month - which is all right. The number of coolies on payroll has grown from about 90 in 1960 to present number.

The problem is in process of being solved by more properly defining job responsibilities, preparing ID cards, and "locking" workers into such job categories as (1) plumbing, (2) electricity, (3) kitchen, (4) warehouse, (5) laundry, (6) carpentry, and (7) ground maintenance.

During September, 1965, US AID brought to the project a Maintenance Supervisor (Mr. Thomas) whose job is to develop an orderly plan to take care of maintenance and repair problems, as well as establishing a training program in such matters so RLG personnel can take over the responsibilities. When completed, the problem as herein described should abate somewhat, but of course, will never be eliminated.

## N. Other Supporting Services

### 1. Motor Pool Functions and Development

A Motor Pool, second only to one operated by USAID, has emerged at the National Education Center complex at Km 9. The problems relating to maintenance and repair of vehicles, plus the attendant concerns of proper vehicular control, and use of POL products remain with us.

Again, an American must be in charge of the operational aspects of the problem. Theoretically, a Ministry of Education official is in charge, but he is not trained adequately for such responsibilities. The following motor vehicular survey shows the situation:

National Education Center

<u>Number and Type</u>	<u>Condition</u>	<u>Use</u>
1 5-door Land Rover	Serviceable. Needs constant repair	Ambulance: makes 2 trips a day to hospital, Vientiane
1 5-door Land Rover	Needs constant repair	General transport of office people
1 5-door Land Rover	Needs constant repair	General transportation
1 Land Rover Pick Up	Needs constant repair	Gardening, horticulture, animal husbandry
1 Jeep Station Wagon	Good	General transportation
1 Dump Truck	Good	School grounds maintenance
1 1½-ton Stake Truck	Good	Market truck, school hauling, airport, etc.
1 WW-2 Jeep	Serviceable. Needs constant repair	General & purchasing
1 International Bus	New	Haul teachers, workers and students
1 International Bus	New	Haul teachers, workers and students
1 Jeep Wagoneer	New	General
1 Jeep Wagoneer	New	General
1 Dodge Panel Truck	Good	Plumbing & maintenance
1 WW-2 Jeep	Serviceable. Recently overhauled	Electrical maintenance

In addition to the above, the following equipments are in a state of disrepair and awaiting spare parts: 1 bulldozer, 2 VW microbuses, 1 Dodge bus, 2 Jeep Station Wagons and 1 Renault 1-ton truck.

Also the following are currently on order: 1 2-ton Stake Body Trucks, 3 long body Jeeps, 2 International Scouts ½-ton Pick Up, 1 bulldozer and 1 tractor.

ENI, Luang Prabang

1 Ford F-100	Serviceable	General
1 Jeep Wagoneer	Good	General

ENI, Pakse

1 63-Ford Pick Up Truck	Serviceable. Needs constant repair	General & hauling of goods
1 62 Land Rover Long Body	Poor	Transportation of students for practice teaching, to hospital, on community development projects and transportation of faculty on official business, etc.
1 65 Jeep Wagoneer	New	-do-

2. Supply Requirements, Management and Control

When institutions are developed from the very beginning, this is the point in time when there seems to be an insatiable demand for materials and/or services. In Laos, this observation is probably more true than in most countries due to country's lack of financial ability to support many of the normally expected facets of basic development.

As an illustration, beginning with FY 64, 31 separate PIO/Cs, worth \$ 124,000 were programmed. During FY 65 there were 34 PIO/Cs worth \$ 97,600. Approximately \$ 163,000 was obligated through 21 PIO/Cs during FY 66.

With such expenditures comes definitive obligation for control on the part of the respective governments. Control is important in itself, but in developing countries it must also serve as a vehicle for teaching better warehousing and management practices.

To this end, since November, 1965, efforts have been directed toward modification of existing National Education Center warehouse facilities and control patterns within the jurisdiction of the Ministry of Education. Through the cooperative efforts of the US AID's Office of Supply Management, the Teacher Training Project and its RIG counterparts at the National Education Center a physical modification of main warehouse has been effected. In addition, a stock inventory has been completed with some

2,211 separate line items valued at \$ 70,000.- , with the appropriate controls being initiated. During the entire two-month inventory process, carried out in cooperation with Ministry of Education warehouse personnel, the teaching process has been in the forefront. This has included the establishment of a locator system, stock record cards for all items, and re-arrangement of entrances to limited access. Responsibility for sign in and sign out of commodities has been established as has stock control in general.

The project is now for the first time on a sound business basis and orders for PIO/C items can be anticipated long in advance of need - and in a planned and controlled manner.

### 3. Past, Present and Future Financial Support Required in Teacher Education

Through third quarter, FY 66, the United States Government has expended \$3,860,960 dollar funds and \$2,782,086 in Kip equivalent, or a total of \$6,643,046, to support the development of teacher education in the Kingdom of Laos. Such support started during FY 1956.

Dollar funds have been provided for, and in the following categories:

<u>Item</u>	<u>Amount</u>
Contract Services	\$ 2,709,468
U.S. employed technicians, IVS and construction	
Commodities	\$ 1,047,875
Other Costs: MRO items	\$ <u>103,617</u>
Total	\$ 3,860,960

Comparative Kip contributions, of the respective governments, since FY 1956 to FY 1966, for the development of teacher education in Laos reveal the following provisions:

<u>Item</u>	<u>USAID/Laos</u>	<u>RLG</u>
Personnel Compensation	\$ 456,332	\$ 2,314,026
Contractual Services & Supplies mainly maintenance supplies and utilities	\$ 696,209	\$ 206,069
Construction	\$ <u>1,629,546</u>	\$ <u>-0-</u>
Totals	\$2,782,087	\$ 2,520,095

The reader may observe that the bulk of dollar and Kip expenditure have been concentrated on construction, commodities and student stipends. Another observation that the advisor has noted is that ENIs at Luang Prabang, Pakse and Sam Thong have not been supported in an appropriate manner when compared with attention given the National Education Center. A half-hearted financial support pattern in one area of an educational structure can only produce half-desired results.

It is interesting to note that both governments have contributed almost like amounts in the Kip budget during the life of the project.

Control of Kip expenditure for student stipends and collie salaries continue to take an abnormal amount of time. Support for these items has continued in an upward and uninterrupted spiral. It is also interesting to note that the United States Government has expended almost 33 million Kip, during the life of the project, in support of rents and utilities for French teachers at the National Education Center.

The Teacher Training Project operates in FY 66 with a total of over 77 million Kip, the bulk of which is in the Trust Fund. A total of K 9,400,000 Counterpart Fund is released to the RIG quarterly.

The control over the use of these funds has been found to be inadequate. The use of funds from one category for purposes other than those set forth in this particular category is not uncommon. Over-expenditure has resulted in a deficit of over 2 million Kip for the current budget. This reflects a lack of understanding of the proper methods for planning and use of funds. The lack of a good basic accounting knowledge is also apparent in the NEC operation. Monthly reports have often been found to contain errors and lack of justifications in some cases.

The divided responsibility (one accountant in Ministry of Education and one at NEC) and the not-so-clear relationships between the accounting offices of the Ministry of Education, ESP and ENIs seem to hinder the development of a smooth operation of the Accounting Office of the Ministry of Education.

One of the possible remedies is to set up a new and simple bookkeeping system at the NEC and to introduce a basic accounting training program and define responsibilities and duties of bookkeeper and accountant so a more reliable and record can be maintained and information can readily be available when called for by both the RIG and USAID. The confused state of recognition of responsibilities and duties is the underlying cause of confusion found in the reports.

## Conclusions

This paper has attempted to review the major aspects of teacher education programs in Laos. It has shown United States' concern for providing more opportunities for the young Lao citizen as he undertakes the mantle of beginning leadership. The revised program of teacher education, though young in years, has made great, and significant, strides toward fulfillment of better economic and social conditions in the Kingdom of Laos.

The multilateral support accorded teacher education is significant in that many countries have expressed some of the same concerns for young people.

The contributions of the International Voluntary Services (IVS) to the cause of teacher education are to be commended. Oftimes, it has been these young, dedicated, Americans who have carried responsibilities over and above what was originally intended upon their arrival in Laos. The Lao and American educators can long remember such contributions.

Issues raised in this, or other reports concerning Lao education is for sole intent of arousing interest in areas warranting a second look. No educational program is static. To think otherwise is to conceal opportunities from children of a country.

Educational programs developed in Laos in earlier years, and under different conditions are not applicable in this rapid period of growth. Five years from now, the issues raised in this paper will have become different issues. And thus the process of change continues, but only for the welfare of children and future leaders of a country dedicated to the concept that theirs is a sovereign government - and the choices they make are theirs to live by.

### Some Recommendations

1. Objectives of teacher education should become better known to school structure and the public in general. Articles relating to purposes, curricula, advantages of teaching, and the like, should be pursued in the Quarterly Teachers' Journal published at the Materials Production Center.
2. The organizational pattern of teacher education should be so delineated that general/specific responsibilities are well known. A specific organizational chart should be evolved depicting responsibilities in academic and operational areas.
3. The Teacher Education Section of the Ministry of Education should have additional personnel trained to carry responsibilities in fields of teacher certification, curriculum and materials, building and grounds maintenance, as well as supervision of field programs in teacher education.
4. More information about teaching should be made available to the prospective teacher than is now given. A brochure should be prepared with this concept in mind.
5. Personnel records should be up-dated during period student is in school, looking forward to time when data will be used by other institutions in country, or abroad. As the Makong region develops it will be assumed that teachers will play a key role as possible employees, and/or leaders in such development.
6. Student newspapers should be encouraged at the teacher training institutions in order to foster writing abilities and as a forum for developing better ideas and practices in teaching.
7. The number of non-qualified teachers in the schools will treble in five years - 1085 to 2900, or nearly 25% of the teaching force.

All teacher training schools should be kept open for twelve months. The summer term should be used as formal school sessions offering opportunities to teachers in-service to pursue course work leading to higher salaries and qualifications. In such an arrangement it would be envisioned that three summer terms would be equivalent to one year of formal course work.

8. More Lao teachers from within the school structure should be encouraged to work at the training centers. The fact that seven nationalities are teaching the young Lao teacher-to-be does not offer the best chance for the young teacher to learn much about his own country and its aspirations. These are just as vital as learning how to teach reading, writing or arithmetic.

More Lao officials should be in charge of respective departments in the training institutions rather than permitting foreign nationals to assume such responsibilities.

It would be feasible for top Ministry of Education officials to serve in a dual capacity (on a part-time basis) as acting department heads and at the same time in regular duties. Something like this should be done until such time as participants in training can return.

9. Future participant training should be directed toward a planned sequence of leadership development. This has not been the direction in the past. An identification of the primary, secondary and tertiary levels of leadership needs to be made. The areas already given consideration for training should be matched against the defined need in teacher education. The voids shown should be basis for selection of future participants.

All private or government agencies working in Laos should be part of such a plan to develop, in a detailed manner, the necessary leadership training.

10. As has been shown in charts in this report, there are discrepancies in what courses are offered and what courses are required. The need for a closer alliance to requirements is obvious. The need also exists for identical course work on a year by year basis, at each of the teacher training institutions, thereby giving some flexibility in transfer of students or teachers.

Objectives need to be more clearly defined. Course outlines need to be developed in each subject area. Materials need to be developed from the preceding baselines. No adequate materials are present.

Curriculum conferences, involving elementary and teacher education instructors and officials should be held on a continuing basis.

11. Course work needs to be offered in fields of administration and supervision. This area of concern should receive a priority of the highest order.
12. Laboratory school experiences need to be improved upon and expanded. Experiences must be more related to course work offered - such as Methods of Teaching and Child Psychology. Student teachers need to participate in activities outside of classroom teaching in order to develop meaningful relationships. A more thorough understanding of teacher-administrator relationships needs to be developed.

Supervising teachers need to have had formal training in such a field before being assigned to such an important position. Closer liaison needs to be established between the supervising teachers and the teachers in the training institution itself.

13. The present library cannot be considered adequate for schools training persons to become teachers. Books have not been purchased in a planned manner. A thorough analysis needs to be made in order to assure adequate coverage of source materials needed to backstop all subject areas, as well as the necessary sources required in professional education. These are in addition to the normal requirements of references, atlases, gazetteers and the like. A start has been made in this direction under guidance of a recently arrived IVS person trained in Library Science.

Students do not get a full opportunity to use what meager resources already present. Classes run the entire day, thereby not affording much chance for studying or just browsing in order to learn about the world of materials that might be available.

Even with the present shortage of materials it might be possible to make study assignments in the other eleven libraries in and around Vientiane.

14. The first school plant survey undertaken indicates need for adequate records on condition of building, time table for maintenance and repair. The survey has also given much insight into building needs in foreseeable future to meet increasing enrollments.

15. A Building and Maintenance Section needs to be established in the Ministry of Education. Such a section should work with all facets of the school structure. Training program for foremen needs to be initiated with the present maintenance type personnel at the NEC. Job categories are now defined, but personnel needs to be "locked in" jobs in order to work more effectively and gain greater job security.

USAID support needs to be withdrawn for coolie labor salaries under a planned reduction plan. Under no circumstances should such operational support be granted past FY 67.

16. For all practical purposes, the repair aspect of the present motor pool at NEC should probably be eliminated, with repair work being completed on a contract basis at garages in Vientiane. Many support elements, including personnel and supplies, currently supplied by USAID in this field could thereby be eliminated.

Training for a motor pool dispatcher should be initiated. No more vehicles should be purchased for the NEC motor pool until more adequate and multiple vehicular usage is established.

17. The NEC warehouse inventory just completed indicates 2,211 line items valued at \$ 70,000. Many of these items were ordered as early as FY 1960 - and still unused.

PIO/C items, already on order, should not come into the warehouse until the present stock is exhausted, or utilized by other components in the USAID program. These commodities on order should remain at K 4 warehouse and made available on call.

Inventory lists need to be distributed to other teacher training schools to ascertain need patterns and possible call-downs on present stock. No new PIO/C orders should be placed for NEC until the above have been accomplished.

It is felt that adequate controls have now been established by USAID's Office of Supply Management in cooperation with the Education Division and the officials of the Ministry of Education. The training program that ensued while the inventory was underway could well serve as baseline for development of a more adequate warehousing system of management and control in other segments of the Lao school structure.

18. The cooperative efforts started with USAID/Controller's Office, NEC officials and the Teacher Education project with respect to establishing adequate financial Kip controls need to be continued. Adequate account records, on the part of NEC, still remain to be established. There are indications that this process will be completed in near future. This is supported by fact that a full-dress FY 67 budgetary review was held with project officials, accountants of USAID and RLG during May, 1966. The first good steps have now been taken in budgetary control.
19. The elementary school textbooks recently developed in the Lao language and now being distributed to the schools, Grades 1-6, should be utilized fully in the Teacher Training institutions. It is imperative that this be done in order to meet requirements of the Royal Ordinance and the Education Reform Act.
20. Field Teacher Training programs should not be supported past two years of work for the next five years. This is deemed necessary in order to supply, at a faster rate, more qualified teachers to the school structure.
21. As secondary and vocational education expands there will be a need for the appropriate teachers. The secondary teacher tract should be refined and expanded, with more of the teachers currently coming from NEC assigned positions in Lycees and/or other secondary type schools. Since a good vocational tract is running at NEC this presents an excellent source of teachers for the expanding Crafts Schools or even an apprenticeship type of teacher in the Technical Schools - ultimately replacing foreign nationals.

A final word of concern. As secondary education expands and the curriculum approaches academic levels of NEC, there will be a real need to re-evaluate teacher training curriculums for possible escalation to higher academic levels.