

SO
370.71
E13e

PN-AAQ-568
ISN=35752

THE FEASIBILITY OF A COLLEGE PROGRAM
IN SOMALIA FOR THE PREPARATION OF TEACHERS

A.I.D. HISTORICAL AND
TECHNICAL REFERENCE
ROOM 1658 NS

by

Bert I. Greene
Professor of Education
Eastern Michigan University

and

Harold P. Adams
Chief Education Officer
USAID Kampala, Uganda

June, 1968

AID/AF-340

TABLE OF CONTENTS

	Page
Preface	1
Summary Report	3
Chapter I The Structure of Education in Somalia	9
Chapter II School Facilities and Enrollments	25
Chapter III Teacher Education	39
Chapter IV The Cost of Education	48
Chapter V Personnel	61
Chapter VI Higher Education	71
Chapter VII Conclusions and Recommendations	83
Bibliography	99

PREFACE

This report is the result of a study mission to Somalia in February and March, 1968. The study was performed for the Agency for International Development (AID) of the U.S. Department of State. The purpose of the study was to investigate the probable effects on educational development in that country through proposals to make the National Teacher Education Center (NTEC) a college-level institution. The study team, therefore, limited its work to the issue and did not explore the entire fields of teacher and higher education.

One member of the team spent two months in Somalia while the other was there for three weeks. The team had the opportunity to visit with officials of the USAID, the Ministry of Education, and many other agencies. It is impossible to thank everyone who made the visit fruitful. However, it is desired to express appreciation publicly to some of them. First, to Dr. Louis Porretta, Chief of Party, Eastern Michigan University (EMU), for his graciousness, thoughtfulness, and assistance in acting as host. No one could have done more. The Minister of Education, H. E. Aden Issac Ahmed, was very generous with his time and created the opportunity to discuss the study freely. To him humble thanks are given. Mr. Ralph Hansen, Director, the United States AID (USAID) Mission to Somalia; Mr. Ullmont James, Program Director; and Mr. Charles Sadler, Training Officer, showed every courtesy and provided clerical assistance. Mr. Mohamed Aden Sheff, Mr. Nur Hagi Jama, and Mr. Mohamed Shirreh of the Ministry of Education

gave unhesitatingly of their time and energy in helping explore the issues. Drs. Olivera and El-Shibini were most cooperative in making UNESCO studies available. Dr. Bruce Nelson, Vice President for Instruction, EMU, was in Somalia during the early weeks of the study and helped collect data through his visitations and candid discussions. Dr. R. Stanley Gex, Dean, International Studies, EMU, visited Somalia in his role as Campus Coordinator of the AID/EMU contract and was available during the last weeks of the study. He served as a screen for projecting findings and conclusions and his sincere and thoughtful comments are deeply appreciated. To the entire staff of NTEC, who provided an opportunity to visit them in action and to discuss bothersome issues, appreciation is extended. To the members of the EMU contract staff and their wives for allowing the study team to become part of the family for a short while, gratitude is expressed. To the many others who are unnamed, but who allowed the team to enter their classes and who answered many questions, appreciation is extended.

Without the help and assistance of these people and many others, the team would have been unable to complete its task. They helped sort and sift data as the team sought to interpret them. They reacted with candor about assumptions and hypotheses. A debt of gratitude is owed to all for their help. However, the team is responsible for the interpretations and conclusions of the study.

SUMMARY REPORT

In a developing nation in which attempts are being made to create a national educational system, the situation is dynamic and in a constant state of change. This is certainly true of education in Somalia. What existed two years ago may no longer be available while the operation in existence today may also be changed in the near future.

The School System

In Somalia, the educational system is an amalgamation of two diverse systems-- a patchwork system which attempts to retain the best of both systems. The situation will continue to hamper efforts toward the development of a national system of education, the achievement of which will take a considerable amount of time. This should not be construed to mean that nothing has been done toward reaching the goal. Indeed, great efforts have been made and some phases have been implemented.

Since 1966, the system of education has been unified. Currently, each of the three levels of education -- elementary, intermediate, and secondary -- are of four years duration. Partially successful efforts have been made to make the system co-educational. In the elementary school, all subjects are taught in Arabic, with English taught as a second language beginning in the second grade.

Intermediate education is still severely limited although there are many more students at this level than ever before. In addition to the general intermediate schools there are five intermediate vocational schools which the Ministry of Education plans to convert to general schools.

The role of the secondary school is too narrowly conceived at the present time. The team was told that the purpose of secondary education is to prepare pupils for college. Since there are only five general secondary schools and five technical-vocational schools in the entire country, secondary education is the most restricted of all levels.

There are today, and will be for several years to come, two distinct systems of education -- British and Italian. Most of the teaching at the secondary level is being done by expatriates and it is unlikely that this condition will be changed in the near future. Teaching at the secondary level leaves much to be desired including the English used by expatriate teachers.

Language of Instruction

English has been established as the language of instruction at the intermediate and secondary levels. The conversion is being accomplished one grade per year. For 1967-68, instruction in Grades five and six was supposed to be offered in English. In reality, the quality of English is far from adequate and a severe shortage of teachers with fluency in the language causes deviation from the stated program.

Somali Language

The team has been unable to determine when the Somali language will begin to take written form. The issue over which script to use is still undecided; certainly, there will be no progress made until this basic problem is resolved.

School Statistics

The most recent estimate of the population of Somalia was 2.3 million people of which males comprise 52 per cent. Somalia has a youthful population with 57 per cent of the population under 25 years of age. Unfortunately, only 10 per cent of the children between the ages of seven and ten are enrolled in the elementary schools. At the other levels, there are even fewer pupils in attendance.

Almost 70 per cent of all the pupils enrolled in school are at the elementary level. The enrollment falls off sharply at the intermediate level and enrollment in the secondary school is severely limited.

The dropout rate can only be approximated because of the paucity of accurate statistics over a period of time. However, preliminary calculations reveal a dropout and failure rate of about 14 per cent per class during the elementary school years. Ministry and UNESCO officials estimate the overall dropout rate at the elementary level to be no more than 40 per cent.

Teacher Education

At the end of the 1967-68 school year the only teacher training institution in the country will be the National Teacher Education Center (NTEC). This institution currently accepts intermediate-school graduates into a three-year program. The pupils study basic secondary school subjects and learn to teach. Upon graduation from NTEC all are employed by the Ministry as either elementary or intermediate school teachers.

Since enrollment at the elementary and intermediate levels is frozen, and it is the intent of the Ministry to expand the opportunities at the secondary level, there will be relatively few intermediate-school graduates available for NTEC. Most of them would probably opt to attend a secondary school.

In-service Education

The Eastern Michigan University (EMU) team and UNESCO Mission have been engaged in a program of in-service training. The EMU team have conducted workshops in science, mathematics, English, social studies, arts and crafts, and education. These workshops were each of two weeks duration, and the participants taught their classes in the morning and attended the workshops in the afternoons and on Fridays. Ministry officials believe that the workshops were extremely successful.

Another important in-service training program is being carried out by UNESCO. It has been estimated that 600 of the 738 elementary teachers are unqualified or under-qualified. Under the program, 120 of these teachers are returned to

the classroom for two years of intensive study in an attempt to upgrade their skills and teaching proficiency. It is anticipated that every two years another group of 120 will be re-trained, and in time, the quality of elementary education will improve.

NTEC Graduates

NTEC graduates are making an important contribution to elementary and intermediate education in the country. This fact is generally acknowledged by Ministry and UNFSCO officials in a recent report of school visitations.

Educational Finances

The Republic faces serious financial problems and revenue is extremely limited. The Minister of Finance, in presenting his budget for 1968 acknowledged the serious financial condition of the country. Not only is the nation in debt, but each year it must depend upon a friendly nation (Italy) to provide more than three million dollars for operating costs.

The closing of the Suez Canal caused serious financial difficulties for Somalia. As a result, almost every Ministry (with four exceptions) were given smaller budgets. The budget for education consumed only 6.59 per cent of the national budget. Of the educational budget, about two-thirds is taken up by salaries and 84 per cent in recurrent costs.

Personnel

In many ways the statistics on personnel are the most difficult to comprehend. There are currently 1,325 teachers in the government schools teaching at all levels, but there are many more teachers on the payroll. The difference is partly accounted for by teachers who are studying abroad, by resignations, by transfers, or by persons working at other jobs in the Ministry. Even then, there are some who are unaccounted for -- people who receive pay, but do not work.

The Ministry intends to implement the self-contained class at the elementary level where one teacher would teach all subjects. This will not be possible until all teachers are adequately prepared to teach. If the self-contained classroom is a goal, there is a shortage of teachers.

In discussing personnel, mention must be made of the area of administration. Perhaps the greatest weakness in the system is in the administration of the schools. There are few educational administrators in the country who have been adequately prepared for the positions they hold. The resultant lack of administrative procedures and lack of leadership creates severe problems. Throughout discussions on this topic the issue of tribalism was underscored as a major factor for an apparently ineffective system. The team, however, is in no position to discuss intelligently the issue.

Expatriate Teachers

Almost 70 per cent of all the secondary teachers in the country are expatriates. Of the 219 expatriate teachers, the Somali Republic only pays the

salaries and expenses of 41 of them. The others are supported from other sources, usually they are paid by their respective governments. However, these 41 expatriates are the most expensive teachers in the country. The money now being spent for these expatriates is more than adequate to support in excess of 360 fully qualified Somali secondary school teachers at full pay and allowances. One problem, however, is that there are insufficient qualified Somalis to replace the expatriates. Until secondary teachers are educated locally, there is little likelihood of this occurring. In addition, more secondary schools are being built and will undoubtedly have to be staffed by expatriates. Thus, as the opportunities for education are expanded, the country gets further behind in employing native staff.

Higher Education

The need for higher education in preparing secondary school teachers is imperative since the current requirements necessitate a college degree. This means that Somali teachers need to be college graduates in order to teach in the secondary schools. Furthermore, the nation can only gain control of secondary education when the classes are staffed by Somalis. This is particularly true if one accepts the philosophy that it is the teacher who really determines the curriculum. At the present time, future teachers are selected from among the graduates of the intermediate school. It is commonly known that the more capable students continue their education in the secondary school. Thus, the selection of future teachers is made from those pupils who could not gain admission to a secondary school; and there is reason to believe that the quality of the teaching staff would be improved if secondary graduation was required.

Financing Higher Education

There is no question that the economic condition of the country is a serious limitation to the expansion of the educational system. However, it should be noted that it would not be significantly more expensive to move from the present program to a modest college program. The projected increase in per pupil expenditure amounts to Shs. So. 220 per year. This is not to imply that no difficulties will be encountered. The point is that whether the present program is maintained or a college program implemented, the cost must be borne by the Somali Republic, and the cost difference between the two programs is not significant.

Staffing

There can be little doubt that quality staff appointments will bear heavily on the quality of any program. If a college program is implemented, the EMU team would have to assume a greater responsibility for teaching. The study team is convinced, however, that a Somali staff can be prepared adequately to assume this responsibility in due time. The current program and staff stand in evidence of this statement. The one area of major concern is that of administration. Considerable attention must be given to this dimension in order to insure that a successful program can be carried out.

Conclusions

Several alternatives for providing teachers for secondary schools were examined. These included: educating all secondary teachers in overseas universities; sending Somali students only to other African universities; providing the first two years of college education locally and the final two years to be taken abroad; and providing a four-year college-level institution for the preparation of teachers in Somalia. Each of the alternatives was examined in terms of philosophical and value positions, ability of the Republic to implement, and the impact of the various alternatives on the educational development of the country.

The advantages and disadvantages of each alternative were considered. For brevity, the advantages and disadvantages of sending students abroad are considered together. The major advantages are:

1. Students would receive a quality education and have the opportunity to live in another culture.
2. There is little financial burden so long as scholarships from other nations are utilized.

The major disadvantages are:

1. Students are sent out of the country at a very impressionable stage in life.
2. The Republic must look forward to the day when it must finance the education of students abroad.
3. The continued use of colleges in other nations undermines the need to develop local institutions.
4. The impact on educational development is limited, and it will take a long time to build a competent, indigenous staff.

As for offering collegiate level work locally, the major advantages are:

1. Students can look forward to the opportunity to continue their studies uninterrupted from syllabuses rooted in their culture.
2. The development of a college creates a marketplace for creative, imaginative pursuits.
3. Fully recognized professionals could provide a standard of integrity and a source of pride for the nation.
4. The impact on educational development can be very great.

The disadvantages of the alternatives are mainly financial.

The study team was aware of the grim economic facts which face the Republic and the need to select among desirable goals. The realistic approach of concentrating the limited financial resources in one sector of the educational spectrum is reassuring. It is with such factors in mind that the team finds the Ministry's plan to upgrade NTEC to the college level to be educationally sound and not economically unrealistic. Accordingly, the following recommendations are offered:

1. The proposed program should be limited initially to areas in which high quality teacher preparation can be offered within existing limits of staff, facilities, materials, and equipment.
2. The program should be designed to prepare teachers for the primary, the intermediate, and the secondary levels of education. The first two years should prepare adequately primary and intermediate teachers.
3. Staffing the program with qualified personnel is possible through the participant training program of the AID/NTEC project, cooperative efforts with other institutions, and the use of persons in the public and private sectors for part-time teaching.
4. Consideration should be given to a schedule of tuition fees and scholarships.
5. Within the financial constraints faced by the Government, the means will have to be determined whereby the investment in public education can be increased.
6. A thorough study of technical and vocational teacher education should be undertaken.
7. Maximum use can be made of the resources of the AID/EMU contract by: (a) revising the participant training component in terms of the new program; (b) evaluating and adjusting, if necessary, the utilization of the EMU contract staff; (c) and realigning the commodity element of the contract with the needs of a college instructional program.

CHAPTER I

THE STRUCTURE OF EDUCATION IN SOMALIA

The present educational system in Somalia is an amalgamation of two unique and distinct systems formulated during the period when Somalia was under the jurisdiction of two countries. The fact that present day Somalia was divided originally into two colonies accounts for the differences which exist today. Aside from the technicalities relating to independence (Italy held a trusteeship, while England was under no mandate to grant independence), the fact remains that when Somalia became a Republic, the country was divided in many ways. Although great strides have been made to unify the Republic, this division is still evident and is manifested in language (second language), education, customs and several other ways. Actually, the Somalis themselves recognize these differences by referring to the former British protectorate as the "Northern region" and the former Italian trusteeship as the "Southern region."

The educational systems established in the two regions reflect the colonial influence of the British in the North and of the Italians in the South. In many ways, the two systems are incompatible, and the Republic faces the difficult task of providing a unified system of education for its citizens.

Education in the Northern Region

The educational system in the Northern region can be traced to 1891 when a Catholic Mission opened a school in Berbera. For all intents and purposes,

the real beginning of an educational system is dated from 1942 when three boys' elementary schools were opened. This is not to imply that there was no form of education prior to 1942. In fact, the only attempt made at mass education was through the Koranic (religious) schools in which religion and Arabic were taught for a total of two years. Since the Somalis were basically a nomadic people, education provided by the Koranic schools did not reach all potential pupils.

The end of World War II saw about 10 per cent of the population settled in the cities and towns; the rest still followed the nomadic way of life. During this time, the British began to intensify their efforts at providing a system of education. However, mass education was not their goal.

Dawson reports that:

. . .by 1955 over 1,000 pupils were attending the 19 elementary schools that had been built. There were three intermediate schools for boys enrolling some 368 pupils and 87 were in two vocational and trade schools. There was a secondary school with 47 students and a girls' elementary school had been established and had 64 pupils.¹

Pre-Elementary Schools

The Koranic School was the basis of the educational system in the North. The school offered a pre-elementary course of two years and attendance in the school was considered compulsory for pupils who wished to go on to

1. George G. Dawson, "Education in Somalia," Comparative Education Review (Oct. 1964), 203.

elementary school. The language of instruction was Arabic although the teachers were not required to meet any standards of formal education other than religious training.

Elementary Education

The elementary school offered three years of instruction for those who were able to pass an examination. Here, too, the language of instruction was Arabic although English was taught as a separate subject beginning in Grade 2. The students also studied academic subjects in preparation for admission to an intermediate school.

Intermediate Education

The intermediate school provided an additional four years of schooling. However, since the number of places in the intermediate school was limited, pupils were admitted on the basis of the scores they obtained on the elementary school leaving examination. It has been estimated that only 50 per cent of those who wanted to attend an intermediate school were admitted. With the exception of a technical school in Hargeisa, the schools were strictly academically oriented.

Post-Intermediate Schools

There were several varieties of post-intermediate schools. The secondary school (there was only one by 1962) was a rigorous academic institution offering instruction in the social studies, mathematics and the sciences. This was a four-year school in which English was the language of instruction. The school leaver (graduate) from this institution sat for the General Certificate of Education (GCE) "O" level (ordinary) examination.

offered by the University of London. The examination was offered in the subjects taught in the school and a pupil elected to take examinations in as many as seven subjects and was required to pass four.

Another type of post-intermediate school was the technical institute. Here the pupil studied woodworking, building mechanics, technical drawing and electricity along with some general education subjects. Other post-intermediate schools included the Clerical Training School and the Teacher Training Center, both of which offered two years of instruction.

Access to all the post-intermediate schools was based on examinations given at the end of intermediate school. The pupils who scored the highest were admitted to secondary school while those who did less well were admitted to the other schools. All instruction at this level was given in English.

The dropout rate was estimated to be a very low 15 per cent of those who were admitted to elementary schools, 10 per cent during intermediate school, and virtually none at the secondary level.² Of course, the dropout rate was relatively unimportant because all admissions were based on examinations. A secondary school leaver was one who passed and received the GCE. Higher education was limited to a few students who received scholarships to continue their studies in England.

Elementary education was free, but pupils were required to pay a fee for intermediate and secondary education. The fee for attending a day intermediate

2. P. J. Koets, G. H. van der Kolff, and R. Ruiter, Report of the Educational Planning Group on their First Mission to Somalia (UNESCO: Paris, 1962)

school was Sh.So. 80 per year³ while in a boarding school it was Sh.So. 300. All post-intermediate schools charged a fee of Sh.So. 450.

None of the schools in the Northern region was co-educational and, therefore, several schools were built to provide educational opportunities for girls. The schools were generally limited to the elementary level.

Education in the Southern Region

Beginning in 1885, the Southern region was under Italian rule with the exception of nine years (1941-50) when it was occupied by the British. In 1950, the region was returned to Italy as a United Nations trusteeship. Under the agreement of the trusteeship, Italy was obligated to establish a system of education which was to include elementary, secondary and vocational instruction. Furthermore, the system was to have been established in ten years.

The Italians faced similar problems to those of the British in the Northern region. The nomads and semi-nomads were not inclined to change their traditional pattern of living and were unwilling to release their children from the daily tasks of tending the flocks to attend school. Thus, educational attention was focused on the cities and towns which had a more stable population.

3. The official rate of exchange is 7.1 Somali Shilling to \$1.00. Throughout this report, financial data are given in shillings.

Pre-Elementary Schools

The Koranic School also existed in the Southern region and offered instruction in religion and Arabic. Dawson estimates that there were 10 times as many Koranic Schools in the South as there were in the North,⁴ but attendance at this school was not considered pre-requisite to admission to the elementary school.

Elementary Schools

Following the Italian model, the elementary schools were five-year institutions. The language of instruction was Arabic for the first two years and beginning with Grade 3 Italian was the language of instruction. Apparently, all pupils who were willing to come were accepted in the schools. Perhaps because of this policy of admission, the dropout rate was reported to be 76 per cent for boys and 86 per cent for girls during elementary school.⁵

Intermediate Schools

Intermediate education consisted of three years of schooling for boys and girls in co-educational institutions of which there were two types--general and vocational. It has been suggested that many pupils entered the vocational schools only because they were unable to gain admittance to the general school.⁶ The goal of these pupils was to qualify for admission to secondary school rather than to become skilled craftsmen. In all intermediate schools, the language of instruction was Italian.

4. Dawson, op. cit.

5. Koets, et. al., op. cit.

6. S.B.L. Nigam, The Manpower Situation in Somalia (Mogadiscio: Government of Somali Republic, 1965).

The dropout rate for the general intermediate school might have been as high as 30 per cent⁷ while for vocational schools, it averaged 57 per cent between 1958-62.⁸

Post-Intermediate Schools

At the post-intermediate level, there were several types of schools--general secondary, vocational and teacher training. Of these, only the general secondary offered four years of instruction. In all schools, Italian was the language of instruction. The teacher training school admitted as fully qualified students those who did not complete the intermediate school but who were able to pass an oral exam. The dropout rate for the vocational schools was figured at 77 per cent while for the teacher training school, it averaged 37 per cent.⁹

Unification of the Somali National Educational System

It would be well to keep in mind that Somalia is a developing nation which is undergoing many changes. Therefore, the picture of education is constantly changing and what was true last year may no longer be accurate. The Ministry of Education (hereinafter called Ministry) has made valiant efforts toward the unification of the two separate educational systems and what has evolved represents an amalgam that hopefully retains the best points of both systems. The reader is cautioned to keep in mind that he is reading

-
7. George E. Eaton, Survey of Education and Training to Meet the Personnel Needs of the Public Services (Mogadiscio: Government of Somali Republic, 1965).
 8. Nigam, op. cit.
 9. Nigam, op. cit.

about a dynamic system which is in a constant state of change and the information presented here is the condition of education in 1968. It may very well be out of date by the time this report is submitted.

The Ministry of Education

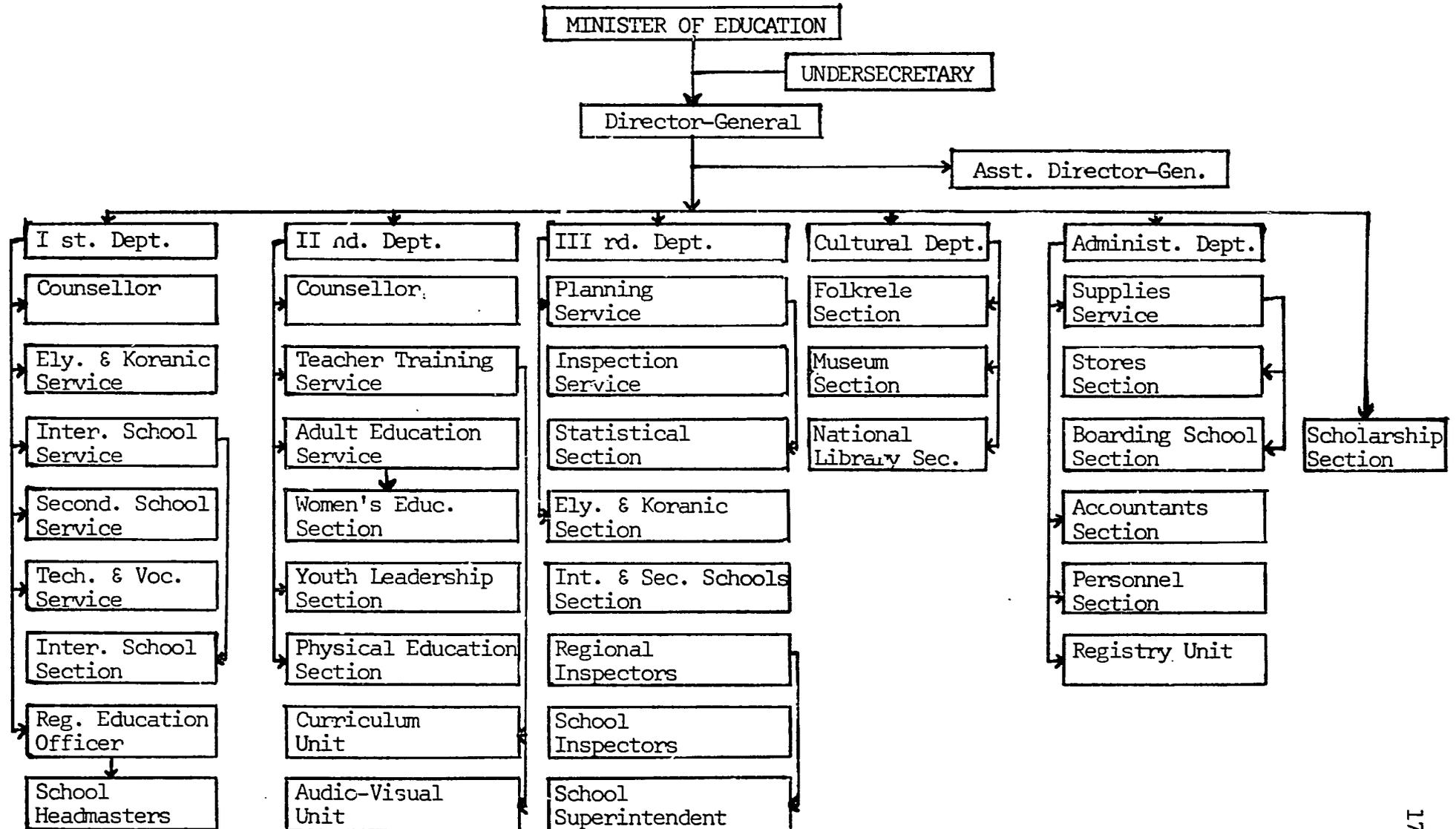
The educational system in Somalia is highly centralized in and administered through the Ministry located in Mogadiscio. The executive head of the Ministry is the Minister of Education who is appointed by the Prime Minister and sits as a member of the Council of Ministers. Although the present Minister of Education is a former teacher, teaching experience is not a prerequisite for the position. The structure of the Ministry is presented in Table 1.

Koranic Schools

The Koranic School is viewed as the basis for education in Somalia and offers pre-school education in religion. During the two-year course of study, the pupil learns verses from the Holy Koran and Arabic (which is the language of instruction).

The schools are found throughout the country although most of them are located in the Southern region. Classes are conducted in any available building and the cost is borne by the local council although limited financial assistance is offered by the Ministry. It is anticipated that in the future governmental assistance will be in the form of buildings rather than money. Religious instruction among the nomads is carried out by

TABLE I
STRUCTURE OF THE MINISTRY OF EDUCATION



N.B. There has been no official change in the Structure of the Ministry of Education for 1967.

"Wadads," or religious teachers, who travel with the nomads. Currently, workshops are conducted yearly to help make the Wadads more effective teachers.

The Koranic school is something of an enigma in the educational system. Officially, it is and is not a part of the educational structure; some of the teachers are paid directly by the Ministry while others are not. Although the Ministry views the Koranic Schools as a means of providing educational experiences for young children, it exerts no control or influence over the schools.

Elementary Education

By an executive order in May, 1965, an effort was made to unify the educational system in the country. For the school year 1965-66, the duration of elementary education in the North was increased from three to four years while in the South it was decreased from five to four years. Thus, elementary education in all Government schools has been standardized and it is now of four years duration.

The facilities for elementary education range downward from adequate. Some buildings are quite attractive while others are in a poor state of repair. Maintenance of school buildings is lacking throughout the country. Many classes are still being conducted in rented facilities while the Government intensifies its efforts to provide suitable teaching facilities.

One project which has done a great deal to provide more classrooms is known as the "Self-Help Project" which was initiated in 1965. The USAID provides about 50 per cent of the project in the form of building materials while

the local community provides labor, sand, water and other local supplies. Peace Corps Volunteers assist the local community with the construction of the schools. The project appears to have met with success. From 1965 through 1967, a total of 85 elementary classrooms was built in the South and 155 in the North for a total of 230.¹⁰

The course of instruction is clearly outlined in a national syllabus. Unfortunately, these are not available to each teacher and many teachers have indicated that they have not seen them. The Headmaster at one school acknowledged that he had received a copy and readily produced it from his desk. However, the teachers in his school said that they did not know such a syllabus existed.

In the elementary school, Arabic is the language of instruction and English is taught as a second language beginning in the second grade. The syllabus calls for 24.36 per cent of the instruction to be in Arabic and 15.27 per cent in English.¹¹ In addition, 21.52 per cent of the time in school should be spent in Arithmetic. These are the major time blocks reported. It is doubtful that the syllabus is being followed for several reasons. In the first instance, many teachers have not seen the syllabus. Secondly, many teachers are not able to read English yet the syllabus is printed in English.

Great efforts have been made to make the primary school co-educational.

During the school year 1966-67, 150 girls were studying in elementary schools

10. Statistical Tables for 1966-67 (Mogadiscio: Ministry of Education, 1967.)

11. Tentative Syllabus for the Unified Primary Curriculum (Mogadiscio: Ministry of Education, 1965), p. 4.

with boys in the North.¹² In the South, the problem doesn't exist because all schools are co-educational.

It is estimated that, at best, elementary education is available for only about 10 per cent of the eligible population and the dropout rate may be as high as 40 per cent. Despite the limited availability of educational opportunity at this level, the Ministry has frozen enrollment at the present level in order to concentrate on improving the other levels.

In 1967, a school leaving examination for the elementary level was given in the South for the first time. Since the examination had already been in use in the North, it has now become uniform throughout the country and an examination of this type will be given each year.

At the present time, there is still a system of specialized teachers in the elementary school. Some teachers teach only religion or English, or some other subject. It is the intention of the Ministry to move to a system of self-contained classrooms. Such a move would entail a comprehensive in-service training program for many teachers currently in service.

Intermediate Education

Intermediate education is presently of four years duration. This necessitated a change from the former systems, but was accomplished in 1966. In addition, syllabuses for each subject area have been completed and distributed.

12. Annual Report 1966 (Mogadiscio: Ministry of Education, 1967), p. 3.

Education at the intermediate level is of two types--general and vocational. The Ministry intends to change the vocational schools to general schools because many of the pupils who enter the vocational school are not interested in becoming craftsmen; they are seeking to further their education and compete for a place in a secondary school. Furthermore, the graduates of the institutions are not prepared adequately to perform the duties required of trained craftsmen.¹³

The language of instruction in all the intermediate schools is English. However, in order to insure that no pupil would be forced to interrupt his studies to learn a new language, the process is gradual and affects one grade a year. Presently, instruction is being given in English in Grades 5 and 6 while next year Grade 7 will be included and Grade 8 the following year. While the approach seems plausible, it is not working as well as it should. The major problem is that there are too few intermediate teachers with an adequate command of the English language. The problem is critical in the South although there are some difficulties in the North as well. Even though the change to English was begun two years ago, it is not unusual to find that instruction is still being offered in Italian in the South.

Intermediate school enrollment has also been frozen at the present level in order to improve and expand secondary education. In all types of intermediate schools there are about 8,000 pupils. This represents an increase over previous years, but it should remain constant over the next several years under such policy.

13. Eaton, op. cit.

A school leaving examination is being given to all pupils upon completion of four years of intermediate school. Thus, school leaving examinations are given or will be given at all levels of education.

Secondary Education

The unification of the two systems of education into a national system has not reached the secondary school. In fact, it will take another six years before unification is completed. Thus, the secondary schools are still functioning in a manner similar to the way they operated under the colonial regimes.

Perhaps the greatest bottleneck in the educational system is in the area of secondary education. At this level, there are five general secondary schools and five vocational institutions. It is anticipated that in the coming five years, there will be five additional secondary schools. Conceivably, the enrollment could double during this period of time.

English as the Language of Instruction

In the past, the language of instruction at the intermediate and secondary level was English in the North and Italian in the South. Thus, the pupil who attended school in the North could neither read nor speak Italian and the one in the South knew little, if any, English. Under such circumstances, it was very difficult to establish the cohesion necessary for strengthening the national unity. It was considered more appropriate for all pupils to have a common written language.

The country was faced with a choice of three languages--English which was widely used in the North; Italian in the South; and Arabic which some people felt was closely tied to the Muslim world. After considerable study, the decision was to make English the language of instruction in the intermediate and secondary schools.

Beginning in 1963, English was to be introduced as a second language in all elementary schools starting in the second grade, and was to become the language of instruction for education beyond the elementary level. It was noted earlier that, at present, English is officially the language of instruction in Grades 5 and 6.

The study team, however, observed that English is not being used in all fifth and sixth grade classes. Furthermore, there are many elementary schools where English is not being taught as a second language. In attempting to ascertain the reasons for this discrepancy, it was learned that there are few teachers available at the primary and intermediate levels with sufficient command of the English language. The Ministry is endeavoring to overcome this deficiency by offering intensive summer courses in this subject. Serious attention should be given to the fact that in another two years English will be used in all the secondary schools. It is crucial that efforts be undertaken immediately to initiate a systematic procedure for the teaching of English to secondary school teachers. If this were done, it might then be possible to expect that in two years the teachers could learn the language.

As has been stated, all of the secondary schools in the North use English as the language of instruction while in the South it is taught as a foreign language. However, most of the secondary-school teachers are expatriates, and it is not unusual to find that English is not their native tongue. The resultant quality of English leaves much to be desired and is often a poor model to present to pupils. Currently, English is not being taught well.

The Somali teachers have a distinct advantage over the expatriates in that they can fall back on their native language. One finds that the Somali language is, more often than not, the language of instruction. Under these conditions, it is difficult to see how a pupil can be expected to become proficient in a language he seldom uses.

The Somali Language

The Somali language, at the present time, is only a spoken language; it has no written form. Many times in the past, considerable debate has ensued regarding the script which might be used to make it a written language. The choices--Arabic or Roman--appear to be bound in many issues and considerations. While it is not the mandate of this team to pass judgement on the issue, the observation is offered that no real progress has been made in establishing a script for the language.

CHAPTER II

SCHOOL FACILITIES AND ENROLLMENTS

One of the most difficult tasks the team faced was to obtain accurate statistics. In a developing nation the collection of statistics is not a simple chore. The team was given all available statistics and no attempt was made to deny access to any data. Even so, a word of caution about the data is in order. Educational data, in Somalia, are submitted to the Ministry by the headmasters of the schools. Since there is no state aid based on membership and since both teachers and pupils are often moved about, the accuracy of the data is questionable.

Population Statistics

There has never been a comprehensive census of the population in Somalia. All of the population statistics appear to be based on estimates made during the time when Somalia was divided into a protectorate and a trusteeship. The most recent manpower study done in the country¹ estimates the total population in 1953 to have been 1.9 million people. For the decade 1953-63, Nigam says, "It would, therefore, be appropriate to assume an average annual rate of increase of 20 per thousand. . .² He further estimates the total population in 1963 to be 2.3 million. Table 2 presents information on the population in terms of age and sex groupings.

-
1. S. B. S. Nigam, The Manpower Situation in Somalia (Mogadiscio: Ministry of Health and Labour, 1956).
 2. Ibid. p. 8.

Table 2

Population by Age Groups

<u>Age-Group</u>	<u>Males</u>	<u>Per Cent</u>	<u>Females</u>	<u>Per Cent</u>	<u>Total</u>	<u>Per Cent</u>
0-4	201,000	17	139,000	13	340,000	15
5-9	168,000	14	108,000	10	276,000	12
10-14	124,000	10	116,000	10	240,000	10
15-19	101,000	8	124,000	11	225,000	10
20-24	98,000	8	111,000	10	209,000	10
25-44	311,000	26	328,000	30	639,000	27
45-59	142,000	12	121,000	11	263,000	11
60+	<u>52,000</u>	<u>5</u>	<u>59,000</u>	<u>5</u>	<u>111,000</u>	<u>5</u>
Totals	1,197,000	100	1,106,000	100	2,303,000	100

Table found in S.B.L. Nigam, The Manpower Situation in Somalia (Mogadiscio: Ministry of Health and Labour, 1965). p. 14.

According to the figures, the males comprise 52 per cent of the population while the females make up 48 per cent.

Any attempt at computing school-age statistics is a most difficult task. The most reliable data to be found were compiled for the manpower study. Even here, one has some difficulty comprehending the impact of the statistics because Nigam uses two different age classifications. In Table 2 he reports population statistics with an interval of five, whereas in Table 3 he uses an interval of four. Nevertheless, the statistics are the only ones available.

Table 3

Proportion of Pupils in School by Age Group*

<u>Level of Education</u>	<u>Age Group</u>	<u>Per Cent of Age Group in School</u>
Elementary	7-10	9.7
Intermediate	11-14	2.5
Secondary	15-18	0.6
Higher	19-23	0.3

* Nigam, op. cit. 158.

Table 3 presents data on the proportion of pupils in school at the various levels. It can be seen that a relatively small proportion of the school-age population is in school. Furthermore, the proportion of pupils in the secondary school is exceptionally small.

School Enrollment

Since 1965, the Ministry has issued annual statistical reports. The data presented in Tables 4 through 10 were taken from the Ministry's reports and pertain to Government schools. Table 4 shows the enrollment in the elementary grades for the school years 1964-67.

In the school years of 1964-65, and 1965-66, the Southern region had a five-year elementary school while the North offered only a three-year program. For this reason, the enrollment shown in Table 4 for grades four and five during 1964-65 is lower than the other grades. In 1965-66 there were about 12 per cent more pupils enrolled in elementary school than in 1964-65. In part, the growth in enrollment might be attributable to the Self-Help school

Table 4
Elementary School Enrollment, 1964-67

<u>Grade</u>	<u>1964-65</u>	<u>1965-66</u>	<u>1966-67</u>
1	7,218	6,872	5,355
2	5,258	6,196	5,987
3	4,916	4,461	5,501
4	1,909	4,021	4,207
5	<u>1,397</u>	<u>1,738</u>	<u>---</u>
Totals	20,698	23,288	21,050

construction program on the elementary level described earlier. During 1965-66 that program produced 34 classrooms, of which 12 were replacements and 22 were new.

In 1966-67, fewer pupils were enrolled in elementary school than in 1965-66. However, it should be noted that for the first time elementary education in all parts of the country was of four years duration.

Table 5 presents the intermediate school enrollment for 1964-67.

Table 5
Intermediate School Enrollment, 1964-67

<u>Grade</u>	<u>1964-65</u>	<u>1965-66</u>	<u>1966-67</u>
5	1,589	522	2,092
6	1,090	1,439	1,767
7	873	1,048	1,337
8	<u>573</u>	<u>627</u>	<u>758</u>
Totals	4,125	3,636	5,954

The small enrollment in Grade 4 for the three-year period reflects the effect of the four-year intermediate school program instituted by the British in the Northern region.

It is desired to point out that in 1964-65, only 12 per cent of the intermediate school pupils were girls. Furthermore, there was a 12 per cent decrease in total enrollment between 1964-65 and 1965-66. On the other hand, there was no drastic reduction in the number of pupils who did not move to the next highest grade. Another observable factor is that only 37 per cent of the pupils in Grade 5 at the elementary level in 1964-65 entered the general intermediate school in 1965-66.

There was a great increase in enrollment in 1966-67 over 1965-66. Unification of the two educational systems was one factor which caused the increase because it meant the shifting of one year's schooling from the elementary to the intermediate level in the Southern region. Another factor which helped increase enrollment was the opening of nine new intermediate schools (77 classrooms) in 1966-67. These new schools were built under the Self-Help school construction program.

Table 6 contains information on enrollment in technical and vocational schools at the intermediate level for 1964-67.

For some unknown reason, the official reports do not contain enrollment figures for Grade 4 of the intermediate technical and vocational schools for the 1965-66 and 1966-67 school years.

Table 6

Technical - Vocational School Enrollment (Intermediate) 1964-67

<u>Grade</u>	<u>1964-65</u>	<u>1965-66</u>	<u>1966-67</u>
5	849	734	307
6	567	736	644
7	<u>394</u>	<u>489</u>	<u>627</u>
Totals	1,836	1,959	1,578

It is significant that a large number of primary school pupils continue their education at the intermediate level. Table 4 shows that in 1964-65 there were 1,397 pupils enrolled in the last year of elementary school. Tables 5 and 6 indicate that in 1965-66 1,256 pupils were enrolled in the first year of intermediate level institutions. Thus, about 81 per cent of the elementary school group eligible continue with some form of intermediate education.

Table 7 shows the enrollment in the general secondary schools during the period 1964-67.

Table 7

General Secondary School Enrollment, 1964-67

<u>Grade</u>	<u>1964-65</u>	<u>1965-66</u>	<u>1966-67</u>
9	331	334	723
10	123	252	313
11	95	113	196
12	<u>71</u>	<u>88</u>	<u>89</u>
Totals	620	787	1,321

While the total secondary enrollment is relatively small, Table 7 reveals that in 1965-66 there was almost a 27 per cent increase over the previous year and a gain of about 68 per cent from 1965-66 to 1966-67. It should be stated that during 1966-67, two additional secondary schools were opened. Furthermore, the data include the enrollment of a religious school which previously had not been reported. In addition, the capacities of the two secondary schools in Mogadiscio were increased by 11 classes. It should also be noted that few girls attend the secondary school.

Table 8 presents the 1964-67 enrollment data for the technical and vocational schools at the post-intermediate level. The span of instruction ranges from three to four years among the various institutions. The Table reveals a 31 per cent increase in enrollment from 1964-65 to 1965-66. The increase is accounted for by the fact that during the 1965-66 school year, two additional schools were opened -- the Technical Institute at Burao and the Commercial Institute at Hargeisa.

Table 8

Technical-Vocational School Enrollment (Post Intermediate), 1964-67

<u>Grade</u>	<u>1964-65</u>	<u>1965-66</u>	<u>1966-67</u>
9	281	356	146
10	102	183	226
11	76	69	91
12	<u>49</u>	<u>60</u>	<u>52</u>
Totals	508	668	515

It can be seen from Table 8 that there were fewer pupils enrolled in post-intermediate technical and vocational schools during 1966-67 than during the previous year. In part, the difference can be explained by examining Table 7 which included data for the two new general secondary schools opened during 1966-67. Earlier, it was stated that many pupils elect a technical-vocational school as a second choice. Accordingly, when the two new general schools were opened, many more secondary pupils could be accommodated with the result that first year enrollment in the post-intermediate technical and vocational schools dropped almost 60 per cent from 1965-66 to 1966-67.

Table 9 shows the 1964-67 enrollment in teacher training institutions, which are also post-intermediate schools.

Table 9

Enrollment in Teacher Training Centers, 1964-67

<u>Grade</u>	<u>1964-65</u>	<u>1965-66</u>	<u>1966-67</u>
9	216	180	106
10	119	176	141
11	<u>24</u>	<u>97</u>	<u>135</u>
Totals	359	453	382

This table provides interesting data relating to teacher education. The low enrollment can be explained by the fact that in the Northern region there was a critical shortage of teachers so that teacher trainees with only one year of training were pressed into service. It might be noted

that all the graduates from the teacher training institution, if they are employed, go into either elementary or intermediate schools. Only persons with college degrees are eligible to teach in the secondary schools.

It is observed that Table 9 indicates a 27 per cent increase in enrollment in 1965-66 over the previous school year. This is probably accounted for by the increase in pupils in the third year of instruction. Even in the Northern region, teachers in training were taking a second year rather than being employed after the first year of schooling.

Table 9 reveals a 19 per cent decrease in 1966-67 in the number of pupils enrolled in teacher education. The decrease is accounted for by the fact that a religious teacher education institution was closed during the year. Of the pupils enrolled in teacher education centers during 1965-66, 16 per cent were in training at the religious school. If the 16 per cent is subtracted from the total decrease of 19 per cent, the actual short-fall was only 3 per cent.

Table 10 presents data on the total enrollment in all schools by educational level.

It can be seen from Table 10 that relatively few pupils were in attendance at the secondary level; the bulk of the pupils in school were attending elementary schools. There is no way of knowing whether the figures in the table represent only pupils attending government schools or include those enrolled in private schools.

Table 10
Enrollment by Educational Levels, 1964-67

<u>Level</u>	<u>1964-65</u>	<u>1965-66</u>	<u>1966-67</u>
Elementary	20,698	23,288	21,050
Intermediate	4,125	3,636	5,954
Technical-Vocational Intermediate	1,836	1,959	1,578
Secondary	620	787	1,321
Technical-Vocational post-intermediate	508	668	515
Teacher Training	<u>359</u>	<u>453</u>	<u>382</u>
Totals	28,146	30,791	30,800

An examination of the 1966-67 data in Table 10 shows several changes in the enrollment pattern. The elementary enrollment fell by eight per cent while the intermediate enrollment increased by seven per cent and the secondary by two per cent. As has been noted previously, the increases reflect the opening of additional intermediate and secondary schools. Furthermore, the decrease in elementary enrollment probably reflects the establishment of a common number of years for elementary school.

Percentages of Pupils Completing Each Level

For several reasons it is extremely difficult to get an accurate picture of the proportion of pupils completing each level of education and thus to determine the dropout rate. In the first place, no official Ministry of Education statistics are available prior to the school year 1964-65. The figures generally used were prepared by a UNESCO study team in 1962.³ While

3. P. J. Koets, G. H. van der Kolff, and R. Ruiter, Report of the Educational Planning Group on Their First Mission to Somalia (UNESCO: Paris, 1962).

the team noted that in all probability the data were inaccurate, the dropout rate was based on data from 1953-61. The dropout rate in the Southern region was reported to be 76 per cent for boys and 86 per cent for girls at the elementary level. The UNESCO study group concluded:

. . . low attendance and high dropout are structural characteristics of education in the Southern Region.⁴

At the intermediate level (technical and vocational only), the dropout rate was computed to be 54 per cent while at the post-intermediate it was 72 per cent.

For the Northern region, the UNESCO team established a dropout rate of 15 per cent at the elementary level, 10 per cent at the intermediate and four per cent at the secondary. Nigam, when using these figures notes:

Accurate assessment of the dropout rates can be made only when highly developed statistics are available. However, the . . . figures give a fair approximation of the dropout if the percentage of repetition in the various grades is the same or negligible.⁵

Thus, use of the statistics assumes that there are few, if any, failures in the educational system. This is definitely not the case as can be seen in the official school statistics. Moreover, Nigam indicates that at one secondary school in the North the dropout rate for 1963-64 and 1964-65 was 22 per cent.⁶ It may, therefore, be concluded that the statistics reported are at best only very rough estimations.

4. Ibid., 106.

5. S. B. L. Nigam, The Manpower Situation in Somalia (Mogadiscio: Ministry of Health and Labour, 1965) p. 169.

6. Ibid., 172.

It is virtually impossible to compute dropout statistics from official reports because of the lack of data and the fact that the duration of elementary education has been changed. However, preliminary calculations based on the first three years in elementary school (which was a stable period for all schools in the country) reveal a dropout rate of about 14 per cent per class. For 1965-66, the failure rate for all elementary schools was 11 per cent and for 1966-67 it was 14 per cent. Nigam calculated the overall failure and dropout rate to be 20 per cent for each grade at the elementary level and 10 per cent for each grade at the intermediate level. The figure is probably too high for the elementary level because compounded it would provide a staggering dropout rate. Discussions with Ministry officials and other UNESCO experts estimate the overall dropout rate at the elementary level to be no more than 40 per cent. The study team, by examining enrollment figures and failure rates, has come to a similar conclusion.

From Tables 7 and 10 it can be seen that secondary school enrollment is extremely limited including only a small proportion of the school-age population. The team has been informed that relatively few pupils drop out of the secondary school because it is a highly selective institution. There is some reason to accept the statement because the official statistics report three per cent failures at the intermediate level and two per cent at the secondary level.

At the present time, dropout statistics are of only academic interest. The real determining factor is the number of places available in the schools.

Pupils compete for seats in the schools on the basis of school leaving examinations. The system was previously used only in the Northern region but was extended to the rest of the country during 1966-67.

The vital issue, then, is the number of classrooms available in the country. It has been noted that a Self-Help school construction program has been initiated. Since the program began in 1965, 155 elementary, 49 intermediate and two secondary classrooms have been built.

Table 11 contains information on the availability of classrooms at each level of education for 1964-67. It is interesting to note that at the elementary level between 1964-65 and 1965-66 there was a decrease in the number of schools although there was an increase in the number of classrooms. Much of the increase was the result of the Self-Help program which added new classrooms to existing buildings and which permitted the Government to release rented school buildings and report the schools closed. The change to a national system of elementary education probably accounts for the decrease in elementary schools and classrooms as well as for the increase at the intermediate level during 1966-67.

School Facilities

It was not possible for this team to visit many of the schools in the country. However, based on limited visits and on discussions, it is observed that the quality of the buildings varies widely. Many of the schools visited were quite attractive and functional, but crowded. In fact some were the best buildings in the area.

It appears there is no school maintenance program. The schools observed were generally not well cared for; the floors had not been swept and broken windows had not been replaced. In some buildings, the broken glass had not been cleaned up and jagged panes hung askew. Once the original building had been painted, no more painting had been done. Even the Ministry does not escape this malady. Thus, it is not surprising that maintenance is not listed as a line item in the national educational budget.

CHAPTER III

TEACHER EDUCATION

Teacher education has a high priority in Somalia. Probably, this is true for several reasons. One reason may be the fact that most of the secondary school teachers in the country are expatriates. Another reason may be the awareness on the part of government officials that it is through education that countries can develop their economic, social, and political life. Furthermore, the people themselves are beginning to view education as the road to entering the civil service. In Somalia, as in some other developing nations, the civil servant is often better paid than his brethren and there are relatively few opportunities for obtaining employment if one does not work for the government. Thus, the civil service becomes a goal of many Somalis, and teachers come under the civil service.

Teacher education in Somalia is one of the important functions of the Ministry, which establishes the policies for educating teachers and determines the qualifications necessary for the employment of teachers in government schools. The function of preparing teachers has been delegated to four institutions. Of these, one was devoted solely to the preparation of religious teachers while the other three prepared teachers for the elementary and intermediate schools. One of the three institutions mentioned above is the National Teacher Education Center (NTEC) which was built under a grant from the Agency for International Development (AID) and staffed under an AID technical assistance contract with Eastern Michigan University (EMU). Another of the three institutions was located in Mogadiscio (where Italian was the language of instruction) and the third was in the Northern region.

At the end of the 1967-68 school year, NTEC will be the only institution in the country preparing teachers for the nation's schools. While the reasons for this are several, one important consideration is an effort to provide a quality program and maintain a competent staff. It is felt that for the present time this can best be accomplished by mobilizing all the resources at one location. Another consideration is that the need for elementary and intermediate teachers has been lessened by the decision to freeze enrollments at these school levels.

Curriculum at NTEC

NTEC has a three-year curriculum for the preparation of elementary and intermediate teachers. Each prospective teacher takes the following subjects for three years: English, History, Science, Arabic, Religion, Mathematics, Arts and Crafts, Physical Education, and Education. During the final year of the program, student teaching is done under the supervision of the staff.

Students Available for Teacher Education

Entrance into a teacher training institution at the present time requires the completion of intermediate education. At NTEC, intermediate school graduates must sit for a competitive examination. Note might be taken that the type of student who attends a teacher training school is not likely to be among the most able graduates of the intermediate schools. The pupils who do well on the leaving examination go to the secondary schools.

At the present time, there are 758 pupils in their final year of intermediate school. Of these, about four per cent or 30 pupils can be expected to fail.¹ This means that 728 may seek to continue their education. The enrollment of pupils in the first year of secondary school is 723. Of these, about three per cent or 22 can be expected to repeat this grade. Thus, assuming that at least the same number of spaces will be available next year there will be room for 701 new pupils. If these figures and assumptions are correct only 22 pupils will be kept from continuing their education. These pupils would then have a choice of attending a technical school or competing for a place at a teacher training center. The enrollment figures fluctuate somewhat from year to year and the reason for the present condition is that enrollment at the secondary level was increased this year. Generally, the situation has been much worse with many more intermediate leavers than spaces available in secondary schools. However, so long as elementary and intermediate enrollments are frozen while at the same time the opportunities for secondary education are expanded, it will soon be possible for most pupils to continue their education through the secondary level. Under the present policy, there would be relatively few pupils available to compete for a place at NTEC. Furthermore, there may be little need to provide training for additional teachers if there is little chance of absorbing them into the labor market. No matter how it is viewed, the bottleneck at the present time is at the secondary level.

On the other hand, the desperate need in the country is for secondary teachers. There is no possibility of expanding the opportunities at this

1. The percentages given were obtained from official statistics.

level until qualified staff is available. The increased use of expatriate teachers can be a financial burden the Republic cannot afford.

The number of pupils who would be available for teacher education if secondary school graduation is required is currently 137. This is the enrollment of the senior year allowing for a three per cent failure rate. Of course, the enrollment has been increased several times since the present senior class entered the secondary schools which means the number of graduates available in succeeding years should increase gradually. When the private secondary schools are included, the number of pupils who will be available for teacher education is estimated at slightly more than 300.

It should be remembered, however, that there are other factors which must be considered. While at the present time it appears there will be sufficient places in the secondary schools to accommodate almost all of the intermediate-school graduates, one must not lose sight of the plan to convert the technical and vocational intermediate schools into general schools. When this happens, there will probably be more pupils available for secondary education than there are places. On the other hand, it can be expected that there will be additional secondary school spaces available when the two schools now under construction are completed. In addition, several more secondary schools have been approved by the Common Market and these should provide even more room.

In-Service Training

The EMU contract staff, in addition to their regular responsibilities at NTEC, have been active in providing in-service training for elementary

and intermediate teachers. The training has generally been in the form of workshops of two weeks' duration. The workshops convene on Friday and run each afternoon and all day Friday. Each morning the workshop staff visits the participants in their schools and each afternoon the course content is pursued. In this manner, the staff has an opportunity to help the participant utilize the material he is learning. Furthermore, it gives the participant an opportunity to apply almost immediately what he is learning.

The workshops for the year included arts and crafts, mathematics, English, social studies, science, and education. Although each workshop was a separate entity, two were conducted during each time period. It was noted that many participants took every workshop although there were some who only took those they felt they needed. Attendance on the part of the participants was voluntary. They received no additional salary and, in fact, had to give up their afternoons and Fridays in order to attend.

The workshops apparently have been extremely successful. In discussions with officials in the Ministry, this team was told about the success of the workshops. The officials felt that through such workshops the quality of education in the country could be improved. Further discussion with UNESCO officials and the EMU team confirmed the impressions given by the Ministry.

The in-service training activity of the EMU contract staff has been possible because Somali counterparts are teaching at NTEC. Should NTEC be upgraded to a college-level institution, the EMU staff undoubtedly would have to spend a greater portion of their time in the classroom. In such an event, it can

be expected that they will not be available to conduct in-service training activities because they could not afford the time. Instead, it might be possible to offer some in-service instruction at NTEC, but this could work a hardship on some of the teachers who would like to attend. Currently, plans are being made for the regional education officers and selected headmasters to conduct the in-service program. However, the officers and headmasters would need special preparation for such a task.

The EMU contract staff is not the only group conducting in-service training. The UNESCO experts in Somalia have been very active in such work. They conduct workshops for the Wadads yearly in an attempt to provide them with more skills in teaching the nomadic children. In addition, UNESCO conducts a variety of in-service programs during the summer months.

One of the most ambitious UNESCO programs is that of upgrading teachers at the elementary level. Both UNESCO and Ministry officials estimate that the number of unqualified and under-qualified elementary teachers is 600 out of 738. Many of the sub-standard teachers were formerly religious teachers while others were political and tribal appointees. This team was informed by the Ministry that a great many of the 600 sub-standard teachers are virtual illiterates. To combat the condition, the UNESCO Mission has established a five-year plan to retrain 120 teachers a year. Under the plan, UNESCO pays the salaries of the teachers during their full-time study. In addition, UNESCO provides a stipend for the instructors in the program. Of the 120 teachers who were initially brought into the program, only 15 were able to pass the examinations given at the end of the first year. Therefore, the plan was modified and the 105 teachers were asked to remain for a second

year after which UNESCO and Ministry officials believe they can be returned to the classroom. There is no illusion that the teachers would be fully qualified; most of them would still be sub-standard. On the basis of present experience the program will probably require more than five years for completion. Even then it will not provide the level of training needed. Ministry and UNESCO officials are aware of this fact, but they feel that the program will improve the situation. The task is herculean and a noble effort is being made. Perhaps in time the effects of the program will be more evident. However, the best hope is to prepare adequately the teachers before they receive appointments by the Ministry.

NTEC Graduates

Although no statistics are available on the grade level taught and on the location of each graduate from NTEC, this team has been informed that they are all teaching in the schools. Indeed, the Ministry has indicated that all of this year's graduates will also be appointed as teachers. Such enthusiasm is understandable when one reads an account of a school inspection tour by a UNESCO expert and a Ministry official. The report is replete with complimentary references to the job being done by the NTEC graduates and requests that more of them be made available. It states: ". . . NTEC teachers were making a positive contribution."²

Elsewhere they say:

In rural schools we have observed mainly single teachers handling multi-graded classes. As the teachers are poorly trained, it was

2. R. H. Holland and I. M. Abyan. Inspection Tour of Upper and Lower Giuba Regions. Report to Ministry of Education, Feb. 1968, p. 20.

obvious that they could not cater for the complex teaching demanded by multi-graded classrooms. Therefore teaching in rural areas such as Dolo, Saranle, Dagiama, and Hamboi, was far below standard. Only NTEC-type teachers can handle this kind of situation.³

An "NTEC-type" teacher, they go on to explain, is one who can teach all subjects.

Ministry officials made it clear that the graduate of NTEC is the kind of teacher they want for all of the schools. The experience of having three teacher training institutions with each one offering a different program has been indeed frustrating. Teachers from the institutions were not comparable in quality. The fact that all teacher training schools with the exception of NTEC will be closed this year is testimony to the quality of its program.

The Ministry would like to upgrade NTEC to a college-level institution in order to prepare teachers for the secondary schools. At the present time, there is no place in the country where this is being done, and the fact that a B.A. or B.Sc. degree is required for secondary-school teaching means that all teachers at that level must be educated abroad. Since it cannot obtain enough indigenous staff, the Ministry relies very heavily on expatriates. As indicated elsewhere in this report, the condition is not ideal. In reality, the control of secondary education is in the hands of the expatriates.

3. Ibid, p. 4.

This team does not question the educational advantage of having fully qualified indigenous staff for all levels of education in the country. Nor does the team deny the urgent need for such teachers. The question that remains to be answered is: Can the Somali Republic afford to train their own secondary teachers at this time? This is the focus of the study and other chapters will examine the question.

CHAPTER IV

THE COST OF EDUCATION

In many developing nations, a high priority is placed on education. Perhaps the most important factor in determining the quality of education is the amount of money available for educational purposes as reflected in the national budget. Table 11 presents the budgetary allocations of the Somali Republic for 1968.

The 1968 allocation for education represents a decrease of 1.78 per cent from the 1967 budget. Although this is a relatively small decrease, the total proportion of the budget allocated to education is meager and any change is bound to have some impact on the educational establishment. However, with only seven exceptions all other Ministries were also reduced. The reason for the reduction was the Suez crisis. The closing of the canal drastically reduced the export of bananas (Somalia's major export) and resulted in a considerable loss in revenue.

With regard to the national budget, it is important to point out that for several years Somalia has had to rely on assistance from friendly nations to balance the budget. The year 1968 is no exception, . . . "revenue is estimated at Shs. So. 259.62 million and foreign contribution at Shs. So. 22 million. . ." ¹ The Minister of Finance, in presenting the budget, said:

1. Budget for the Financial Year 1968 (Mogadiscio: Stamperia di Stato, 1967) p. 33.

Table 11
BUDGET FOR SOMALI REPUBLIC, 1968

<u>Department</u>	<u>In Thousands of So. Shillings</u>	<u>Per Cent of Total</u>
President of Republic	1,000	.36
National Assembly	5,193	1.84
Pres. Council of Ministers	11,635	4.13
Ministry of Justice	8,851	3.14
Ministry of Foreign Affairs	9,682	3.44
Ministry of Interior	46,962	16.68
Ministry of Defense	59,645	21.18
Ministry of Information	4,929	1.75
Ministry of Education	18,547	6.59
Ministry of Health and Labor	21,841	7.75
Ministry of Planning and Coordination	6,348	2.25
Ministry of Finance	32,254	11.45
Ministry of Communication and Transportation	14,917	5.30
Ministry of Public Works	27,456	9.75
Ministry of Industry and Commerce	883	.31
Ministry of Agriculture	4,582	1.63
Ministry of Animal Husbandry, Fisheries and Mineral Resources	3,948	1.40
Ministry of Rural Development and Self-Help Schemes	<u>2,951</u>	<u>1.04</u>
	281,624	100.00

"The Government's financial position, already difficult, has consequently come under severe strain which our own exiguous resources can hardly bear. Meanwhile, to meet our day to day requirements, we are, with the approval of the International Monetary Fund, drawing on the Somali National Bank beyond normal permissible ceilings as a purely temporary emergent measure."²

He continues:

"The revenue resources of the Government are, and will continue for a long time to be, extremely limited, and it is dependent on foreign grants to balance its budget. It is thus already in default in certain interest and capital repayment commitments. The commitments due for payment will sharply increase in the coming years, becoming specially heavy from 1970 onwards throughout that decade."³

There can be little doubt that the financial condition of the country is grim and that there is insufficient revenue in the national treasury to match the expenditures.

The stringent financial condition of the country causes many educational problems. However, there is one important and hopeful sign. Unlike some other developing nations which have committed major portions of their budgets to education, Somalia's educational investment has been modest. It has not been unrealistic, although many persons would hope that a larger

2. Ibid. p. 24.

3. Ibid. p. 29.

proportion of the budget might be devoted to education. Certainly at some future time, the budget for education will need to be increased if stated educational objectives are to be met. During the last six years, the allocation to education has been about 7 per cent of the total national budget.

Educational Budget

The budget for the Ministry of Education for the Fiscal Year 1968 is Shs. So. 18,546,733. Of this amount, Shs. So. 12,140,960, or 66 per cent, is allocated for salaries and allowances. The line item is by far the largest--a condition not unusual in an educational budget.

Of the Shs. So. 4,719,910 allocated for Property and Services, Shs. So. 2,675,249, or 57 per cent, is earmarked for the maintenance and support of boarding schools. Only Shs. So. 597,763 and 200,353 are available for instructional materials including textbooks and school construction, respectively.

It was noted earlier that there is no line item in the budget for maintenance of school buildings. The Director of the Department of Administration within the Ministry of Education, in his annual report, said:

"Maintenance on school buildings is not carried out since independence except in NTEC financed by USAID. . . All other schools in Mogadiscio and the Regions unattended."⁴

4. Report on Departmental Activities (Mogadiscio: Ministry of Education, 1968) p. 1.

Awareness on the part of the Ministry of this important factor is most encouraging and should be considered in future budgets.

It should be pointed out that during the Fiscal Year 1967, there was an unspent balance of Shs. So. 315,939 in the areas of personnel and services, almost equally.

Boarding Schools

The Republic is faced with a situation which makes boarding schools a necessity if it is to offer educational services to those who can qualify. The lack of intermediate and secondary schools within easy traveling distance of pupils demands boarding facilities at many schools which places a tremendous drain on the budget.

It is estimated that the per capita cost of boarding pupils is three shillings per day. However, the average cost outside Mogadiscio in 1967 was between five and six shillings per day. It is the policy of the Ministry to discourage the building of boarding schools. When the policy becomes a reality, the money currently spent on boarding schools should go a long way toward improving the instructional program.

School Fees

The 1968 budget estimates revenue of Shs. So. 750,000 obtained from school fees. At the present time, the fee schedules for the Northern and Southern regions are different. Table 12 contains the schedule of fees.

TABLE 12
SCHOOL FEES PER PUPIL PER YEAR

	<u>North</u>	<u>South</u>
Elementary Day School	Free	Free
Elementary, Boarding	220	800
Intermediate, Day	80	Free
Intermediate, Boarding	300	80
Secondary, Day	120	200*
Secondary, Boarding	450	800

* Benadir region only. All other day schools are free.

The school fees include a free supply of books, boarding, and other costs in the North while in the South, books and supplies are in addition to the school fees. The Ministry proposes a uniform system of school fees which is presented in Table 13. It is further proposed to either discontinue the provision of the free books in the North or to provide them in the South. Efforts are being made to unify this phase of the educational system.

TABLE 13
PROPOSED SCHEDULE OF SCHOOL FEES**

Day Elementary	40
Day Intermediate	80
Boarding Intermediate	540
Day Secondary	180
Boarding Secondary	600

** The fees are annual.

It seems that the system of school fees would tend to discriminate against pupils from economically distressed families. When viewing the fee schedule against the backdrop of the Gross National Product per capita (estimated at \$60 in 1965⁵), it would appear that only the economically elite could afford to send their children to school. To mitigate the condition, a limited number of scholarships is made available for pupils who cannot afford to pay.

Salary Schedule

Recently, the Ministry has revised the salary schedule but has not fully implemented it. While the team has been told that the salary schedule contains some inequities, it is in no position to render judgment. The schedule is presented in Table 14 as it was given.

TABLE 14

TEACHERS' SALARY SCHEDULE, 1968*

	<u>Minimum</u>
Secondary (Degree only)	600 per month
Intermediate	450 per month
Elementary	450 per month

* Salaries are paid for 12 months and are reported in shillings

It is extremely difficult to get an accurate account of teachers' salaries because the salary of a teacher may be anywhere on the schedule. In addition to salary, the Ministry makes a contribution to some Koranic schools.

5. AID Economic Data Book, Africa Revision No. 199.

During 1967, the grant was Shs. So. 50 per school per year. It is estimated that there are 189 Koranic schools in the North of which almost half receive a grant from the Ministry. In Mogadiscio, 555 Koranic schools received grants in 1967. Furthermore, there is a small number of "Wadads," or religious teachers who travel with the Nomads, who are paid by the Ministry at the rate of Shs. So. 100 per month.

Note should be taken of the mobility of Somali teachers with college-level training. The teachers form a core of the educational elite and in this developing nation there are many opportunities for employment available to them. It is generally conceded that many agencies of government are currently staffed by former teachers. In order to stem the tide of the most capable teachers from leaving the field of education, the Ministry is ready to propose a new salary schedule which is presented in Table 15.

These salaries and allowances are to be paid to teachers only; administrators will be paid under other arrangements. The reason for the difference is to be able to retain teachers in the classroom rather than to have them move into administrative positions. The current schedule also provides for secondary school teachers (degree only) to be paid higher allowances than administrators receive. Such a scheme of paying teachers poses a question of how to attract and retain capable administrators.

It is desired to call attention to the fact that there are some teachers who are being paid but who do not work. Apparently, the problem extends beyond the Ministry of Education. In this connection Nigam notes:

TABLE 15
PROPOSED SALARY SCHEDULE*

	<u>Minimum Monthly Salary</u>	<u>Professional & Housing Allowance</u>
Professors, PhD & Teaching Qualifications	2500	1000
Professors, M.A. & Teaching Qualifications	2000	1000
Teachers, B.A. & Teaching Qualifications	1200	1000
Teachers, B.A.	1000	800
Teachers, Secondary, Certificate (not equivalent) & 2-3 Years of Teacher Training Abroad	1000	None
Teachers, Intermediate, Certificate & 2-3 Years Teacher Training Abroad or in Country	800	None
Teachers, In-Service with Intermediate Certificate & Local Teacher Training	510	None
New Teachers for Elementary & Intermediate Schools	450	None

* Reported in shillings

"In the case of Commerce and Industry, the Labor Code provides for a 48 hour week and what is needed here is not an increase in the number of working hours, but their strict enforcement. . . there are several ways in which human resources are being under-employed in the public service. There is first the system of padding of payroll where a number of persons are on the payroll of Government, but they either do not attend office at all or come for a short time. Secondly, there is a system of "Disposizione" whereby some persons after their appointment wait for some time to be assigned to a Department, or after applying for transfer to another Ministry, they remain 'free lance'

for considerable time. There is also the practice of placing 'surplus' employees in the 'Disponibilita' on half or even full pay for a maximum period of one year. While these people are paid by the Government, they render no service."⁶

The official statistics for 1966-67 indicate that there are 2192 positions filled by teachers, headmasters, inspectors, regional education officers, and others. In addition, there are another 94 professional positions allocated to the Ministry headquarters. The records also show that a total of 1325 teachers work in government schools. This figure includes expatriates on contract to the Republic as well as those who are being paid by their own government as part of a bilateral aid agreement. It appears then that there is a discrepancy between the number of school personnel being paid and those who actually work. Some of the teachers being paid are studying abroad or are in the process of transferring to another governmental unit. While the available figures do not lend themselves to an analysis of the discrepancy, the condition was verified orally by Ministry officials.

Expatriate Teachers

The cost of expatriate teachers must be considered in any examination of educational finances in Somalia. In order to man the schools with qualified staff, the Ministry has had to resort to the use of expatriate teachers. It should be noted that this discussion is concerned only with the expatriates being paid by the Somali government and not all who are teaching in the schools.

6. Nigam, op. cit. p. 48.

There are currently 41 expatriate teachers being paid by the Somali government. These teachers are being paid Shs. So. 608,844 excluding transportation and allowances. It is virtually impossible to calculate the cost of transportation and allowances because these items are handled on an individual basis. For example, there is an educational allowance of Shs. So. 160 per month for each child up to a maximum of three children. However, the team has been unable to get the actual cost figures. Therefore, the calculations discussed below are extremely conservative.

Given the replacement of 219 expatriate teachers, the cost is computed as follows. Of the 219 teachers, 100 are teaching in secondary schools. Table 14 reveals that the minimum salary for this position is Shs. So. 600 per month. Furthermore, secondary teachers with a degree are entitled to an additional 800 shillings per month for allowances. Therefore, the 100 replacements, assuming they are fully qualified, would cost Shs. So. 1,680,000 per year (1400 per month x 100 x 12 months). Additionally, replacement of the intermediate teachers would cost Shs. So. 642,600 (450 per month x 119 x 12). Thus, the total cost of replacing the 219 expatriate teachers would be Shs. So. 2,322,600. However, from this amount must be subtracted the salaries now being paid to the expatriates, or Shs. So. 608,844. There remains a balance of Shs. So. 1,713,756 from which transportation cost and educational allowances must be deducted. Even by the most conservative estimate, the cost difference would exceed Shs. So. 1,000,000 per year.

Recurrent Costs

Recurrent costs are most difficult to determine in the available statistics. It appears, though, that about 84 per cent of the 1967-68 educational budget is consumed by recurrent costs which do not include maintenance except at NTEC. However, a proposal to initiate janitorial service may be expected to increase the portion of the budget devoted to recurring costs.

Another pertinent factor affecting recurrent expenditures is the Ministry's decision to hold, for the time being, elementary and intermediate education at their present levels. Obviously, the restriction cannot be enforced indefinitely. It is difficult to compute the cost of the expected increased enrollment in elementary and intermediate education because of unstable statistics. Between 1964-65 and 1965-66, the elementary school population increased almost 45 per cent while the intermediate school population increased about 14 per cent. Because of the change to a uniform system of education, it is difficult to compute the increased population between 1965-66 and 1966-67. The UNESCO Educational Planning Group estimated the 1967-68 enrollment at 32,000 for elementary, 8,800 intermediate, and 3,000 for secondary.⁷ In view of the 1966-67 statistics, the figures appear to be overestimated. It would appear they may be used more accurately for 1968-69. The point to be observed is the rapid growth of public education in Somalia which means continually rising recurrent costs and makes estimates only tentative.

7. P. J. Koets, G. H. van der Kolff, and R. Ruiter, Report of the Educational Planning Group on their First Mission to Somalia (UNESCO: Paris, 1962).

A third component of recurrent costs is teachers' salaries which consume 66 per cent of the present budget. The cost will not only continue but in all probability it will increase as greater educational opportunities become available. For example, the two secondary schools to be opened next year are planned for 720 pupils. The present pupil-teacher ratio for secondary schools is 1:13 which is indeed quite low. If the ratio is maintained, 55 new teachers will have to be recruited. In terms of the current salary schedule, provision would have to be made for Shs. So. 396,000 (55 teachers x 600 x 12) in salary plus Shs. So. 528,000 (55 x 800 x 12) in allowances, for a total of Shs. So. 924,000 for the year.

By even the most conservative estimate the recurring costs of the educational system can be expected to rise. This will be particularly true at the secondary and higher educational levels where the greatest expansion is planned for the immediate future.

CHAPTER V

PERSONNEL

The issue of personnel is more than academic or financial. No institution or agency can function efficiently or effectively without properly qualified staff. This concern is fully acknowledged by the Ministry and it will make every effort to insure a qualified NTEC staff. To this end, the Eastern Michigan University team and UNESCO have cooperated in a series of in-service workshops which have been acknowledged as being very successful. In addition to qualified staff, there must be an organized system of administration. This is one area which deserves greater attention.

Number of Teachers

It is very difficult to obtain precise data on the number of people actively engaged in the profession. Some teachers are studying abroad, others are "in the pool," and still others are between assignments. Presently, it is possible to request a change of assignment at any time during the year. In some instances, teachers leave the classroom and travel to the Ministry to request a change. However, action is being initiated in the Ministry to insure a more orderly system of transfers and next year transfers will be made only once during the year. The policy should improve the situation greatly and result in more accurate information.

Currently, the official statistics list only gross figures for teachers and contain no breakdown by age or sex. Table 16 contains information on the number of teachers and classes at each level of education in government schools.

TABLE 16
NUMBER OF TEACHERS AND CLASSES BY LEVEL, 1966-67

<u>Level</u>	<u>Teachers</u>	<u>Per Cent</u>	<u>Schools</u>	<u>Classes</u>
Elementary	738	56	211	786
General Intermediate	249	19	32	172
Technical and Vocational (Intermediate)	92	7	7	42
General Secondary	100	8	7	43
Technical and Vocational (Secondary)	43	3	6	19
Teacher Training	43	3	3	12
Adult Education	<u>20</u>	<u>1</u>	<u>2</u>	<u>401</u>
Totals	1,325	97*	268	1,475

* The reason this column does not add up to 100 per cent is because the figures were rounded off to the nearest whole number.

An interesting point to note in the table is that there are more elementary classes than there are teachers. The goal of the Ministry is to make each class, on the elementary level, self contained. However, this has not yet been achieved and teachers today are specialists who teach only specific subjects. Thus, a teacher of religion does not teach any other subject. If he happens to be assigned to a small school he may teach as little as two classes per day. Therefore, the overall teacher-pupil ratio of 1:28 (at elementary level) does not accurately reflect the situation in the country today.

The study team has been unable to reconcile the statistics relating to teachers. According to the information presented in several discussions, the team is aware that there are a number of teachers on the payroll who are not working. The number appears to be flexible depending upon the

source of information. There are a number of teachers who are not working because they are undergoing re-training (120), studying abroad (156), or seeking transfers (34). Of those studying abroad, 87 are studying in fields not related to education and many of them are not expected to return to teaching.

The team was surprised to read other studies^{1,2} which indicated that there was a surplus of teachers in the country. It is believed that the statistics reported reflect inaccuracies based on untested assumptions. In the first instance, the term "teacher" should be defined to mean a person who has met the qualifications of the job. The determination of these qualifications is a function of the Ministry which has defined the term to mean intermediate education plus three years of teacher training. Using this standard, the Ministry and the UNESCO experts estimate that there are more than 600 under-qualified teachers. Some of these were formerly religious teachers, who were not required to meet any standards of formal education. Others were pressed into service with as little as an elementary education and six months of teacher training. To meet this challenge, the UNESCO Mission has established a program of in-service training (described elsewhere) to up-grade the teachers.

Another assumption that appears to have been made is that the educational system was static. On the contrary, the educational system in Somalia is most dynamic and ever changing. For example, on the elementary level

-
1. Nigam, op cit.
 2. G. F. Lakhani, Strategy of Educational Development in Somalia. Paper prepared for UNESCO Seminar in Paris, 1965.

enrollment increased significantly between 1964-65 and 1966-67. Enrollment at other levels also shows an increase, but is less dramatic. It seems that the rate of expansion has been underestimated.

Still another factor which must be taken into consideration is that many of the teachers in secondary schools are expatriates. In anticipating future needs, replacement of the teachers must be included.

In discussing personnel, it is not possible to overlook the area of administration. Much work could be done to improve and strengthen the administrative sector of the educational system. A recent inspection report states:

Many of the Headmasters observed have given the impression that they have not been nominated to their positions because they are able to supervise and administer a school effectively. Many have academic qualifications inferior to the teachers they are supposed to supervise. Others have shown apathy for their work and no sense of responsibility.³

Even where there are capable administrators, it has been suggested that under the civil service regulations it is exceedingly difficult to impose any real sanctions. The procedures for dismissal are lengthy, unwieldy, and in reality unworkable. During discussions numerous references were made about tribalism and politics. The team, however, is not in a position to make definitive determinations.

3. R. A. Holland and I. M. Abyan. Inspection Tour of Upper and Lower Giuba Regions (Mogadiscio Ministry of Education, 1968, mimeographed) p. 26.

The great improvements which the Ministry hopes to foster will not come easily. The task of streamlining the administrative organization as well as supervising the instructional program must precede any dramatic improvement. The dearth of adequately trained administrators is one of the major roadblocks to the attainment of the goal.

Rate of Attrition

No official statistics are available which permit calculation of an attrition rate. However, it might be noted that 57 per cent of the population and 30 per cent of the labor force are under 25 years of age.⁴ Discussion with Ministry officials and others indicate that the attrition rate due to deaths, resignations and transfers is probably somewhat less than five per cent.

Availability of Somali Replacements for Expatriate Teachers

One of the stated goals of the Ministry is the replacement of expatriate teachers. In order to do this, some system must be devised to educate enough Somalis as secondary-school teachers. This goal is important if the Ministry is to have complete control over education. At the present time the expatriates comprise about 70 per cent of the secondary school teaching force. In all, there are 219 expatriates teaching at all levels in government schools in Somalia.

It would appear that the Ministry is in a better position to replace the expatriates teaching in the elementary and intermediate schools than in

4. Nigam, op. cit.

TABLE 17
EXPATRIATE TEACHERS BY COUNTRY

<u>Country</u>	<u>Number</u>
U.A.R.	61
U.S.A.	51
Italy	51
India	28
U.S.S.R.	17
West Germany	4
UNESCO	3
United Kingdom	2
Ireland	<u>2</u>
Total	219

Source: Annual Report of Ministry of Education, 1967.

the secondary schools. However, consideration must be given to the needs of the schools rather than to numbers. Table 17 contains the number of expatriates by country. It may be observed that the largest number of expatriate teachers comes from the United Arab Republic. Most of the teachers are assigned to teach either Arabic or Religion. All the other teachers, with the exception of those from Italy, teach in English.

Earlier it was noted that there are insufficient teachers in the elementary and intermediate schools with an adequate command of the English language. At present, therefore, the use of expatriates is as important

from the viewpoint of language of instruction as it is from the standpoint of qualifications.

The team is of the opinion that until Somalia begins to train its secondary-school teachers at home, there is little likelihood that the expatriates will be replaced. Of the 156 teachers currently studying abroad, more than half are not expected to return to teaching. The return to teaching for the others is problematical because there is a great need in the Ministry and the Regional offices. More likely than not, those who return to education will seek positions other than in the classroom.

Participant Training Program

The USAID participant training program provides for sending students to the United States for study in various fields. The participants are expected, upon the completion of their studies, to return home to work in positions in which the education they received would be needed. In this manner, it is hoped that a corps of trained manpower will be available to make significant inroads in specified sectors of the society. It is through programs such as these that developing nations hope to advance into the industrial and technological world which has thus far passed them.

The participant training program in Somalia was begun in 1957. From that year, 565 Somalis have been a part of the program and are currently working in positions utilizing their skills and talents. Presently, there are 93 Somalis being trained under the program. Of these, 26 are directly involved in study in the field of Education. Of the participants in this

program, 24 have been trained under the NTEC project; some for 2 years others for 4. Of these 10 are assigned to NTEC, 12 are working in other positions in education, and only two are not in education.

Scholarships by other Governments

The USAID program is but one of many available to Somali students. In all, 25 different countries are providing opportunities for 1184 Somali students to obtain college degrees. It is difficult to know how many of the students will become teachers because only 28 are listed as studying education. However, many others would be qualified to teach in the secondary schools.

The scholarship program is not without its disadvantages. In some cases, the student must become fluent in a foreign language in order to profit from the instructional program. The team has been informed that a college graduate who is inadequate in the English language cannot be utilized in the schools with the exception of the teachers of Arabic and religion.

Expatriate Teachers

It has been noted that 219 expatriate teachers were working in the schools in 1966-67. It should also be noted that the replacement of these expatriates is a stated goal of the Ministry. While the objective of replacing expatriate teachers with fully qualified Somalis is certainly important, it is not necessarily a first priority objective. The provision of more classrooms, particularly on the secondary level, which will create greater opportunity for young people to receive an education is perhaps a more important goal. Two additional secondary schools being built with financial

aid from Italy are expected to be in operation for the next school year. Furthermore, three additional secondary schools, to be financed by the European Common Market, have been approved and it is hoped that construction can begin in 1968. Thus, in a relatively short period of time, the number of secondary schools in the country will double.

It is highly improbable that the doubling of the secondary school enrollment will permit prompt replacement of the expatriate teachers. Even if all the students currently studying abroad to become teachers were to be placed in the secondary schools upon their return, the expatriates could not be removed without leaving many classes without a teacher. The team does not see the possibility of replacing many of the expatriate teachers in the near future. On the contrary, it could be expected that the number of expatriates might be increased.

Availability of Teachers

Any discussion of the availability of teachers must be related to the question of need. As has been indicated elsewhere in this report, enrollment at the elementary and intermediate levels has been frozen. Therefore, there is no immediate anticipation of a great need for more teachers at this level. Provision must be made for some attrition and for the deficit of elementary teachers. Otherwise, the major areas of concern are the intermediate and secondary levels. Problems at the intermediate level may arise as the Ministry converts the technical and vocational schools into general schools. Undoubtedly, some replacement of teachers will be required. At the secondary level, consideration must be given to plans for expansion.

Earlier it was noted that within five years the number of general secondary schools in the country is expected to double. A concomitant factor would be the need for additional teachers to staff the schools. The two secondary schools currently being built with aid from the Italian government will not require complete staffing because they are replacing schools currently operating in temporary quarters. However, the new schools will be larger than the present ones and probably will need some additional staff. The plans for other new schools have not been formulated fully and it is not possible to project the number of teachers that will be required.

At the intermediate level, it should be possible for the Ministry to meet the needs of the schools with graduates from NTEC. This year, 100 such graduates will be available for placement. In addition, the last class from Magistrale will also be graduating. There should be no problem in finding an adequate supply of intermediate teachers.

At the secondary level, the problem is more acute. Even by relying on a portion of the students currently studying abroad to fill teaching vacancies, it is difficult to see how the complete staffing will be done. It is the opinion of the team that if the present conditions prevail the Ministry will have little choice but to employ more expatriate teachers. The cost of the action, as analyzed elsewhere, will be very great. The bottleneck in the educational system is the current restriction on enrollment in secondary schools. The attempts to expand educational opportunities at this level will create problems of staffing. The Ministry will need to seek a more imaginative approach toward the solution of the problem.

CHAPTER VI

HIGHER EDUCATION

The present section on higher education is limited only to discussion of teacher education. The team was assigned responsibility of examining the preparation of teachers for the general secondary schools. Therefore, no discussion of technical and vocational education will be undertaken.

Need for Higher Education

The qualifications for teaching in the secondary schools of the country require a college degree. This means that all teachers at the secondary level, and all such prospective teachers, must have access to a college education. Currently, the need for secondary teachers is being met by the employment of expatriates and the use of expatriates through bilateral aid. However, the expansion of secondary education creates a demand for even more teachers. As the situation currently exists, there is little choice but to employ more expatriates or increase the number available through bilateral aid. The employment of additional expatriates would create a heavy financial burden since they are the most expensive teachers in the Republic. In a very real sense then, the opening of additional secondary schools puts the country into further financial difficulty. It has been noted in another section of this report that the payment for 41 expatriate teachers is Shs. So. 608,844 not counting allowances. For the same amount of money at the current salary schedule including allowances, 362 Somali teachers could be employed for the secondary schools. There can be little

doubt that expanded use of expatriates would place a severe burden on financial resources available for education.

Another point that should be made emphatically is that no country can be assured of control over its program of secondary education when 70 per cent of its teachers are expatriates. Regardless of syllabuses, instruction takes place in the classroom and what is presently happening is that each teacher determines his own curriculum.

One cannot overlook the present practice of taking intermediate graduates for training as teachers at the elementary and intermediate levels. Although this has been the program for some time, there are some pertinent questions that need to be answered. How can teachers who themselves lack a secondary education be adequately prepared to teach others? Why would a student with high grades consider entering such a school? Under such circumstances, how is quality to be built into the program?

The answers to the questions are not reassuring. It is a known fact that the pupils with the best grades go to the secondary or to the technical schools instead of the teacher training institutions. In reality, the pupils available for teacher training are those who cannot get into another post-intermediate school. This is not to deny that some excellent teachers have come out of such a program, but how much better might they have been if the program required secondary-school graduation? In the first instance, the students would be more mature and perhaps in better position to understand the psychological under-pinnings of the profession. Secondly, they

would have a better foundation in subject matter areas. Finally, through competitive examinations, the school could draw from the most talented youth in the nation.

The issue becomes: Is the Republic in a more favorable educational position with NTEC as it is or if it were a college-level institution? The answer is not an easy one because of the many factors involved. At the outset, it is important to recognize that the basic arguments revolve around the means rather than the objectives. Almost everyone is in agreement that the goal is the improvement of public education. The question is: Which is the most effective way and what type of institution will have the greatest impact?

There are those who would argue that the best way to improve the educational system is to increase the opportunities at the elementary and intermediate levels and to provide competent teachers for the schools. The argument is not without some merit. Certainly, the lower levels are the foundation upon which to build and without a firm basis the succeeding years would be difficult, if not impossible. The approach demands quality teachers for the schools and a great many of them. The present program at NTEC is geared to such an approach. Graduates are trained to function effectively in the elementary or intermediate classrooms and in comparison with other teachers they are acknowledged to be doing an excellent job. Still they lack maturity, depth in subject matter, and confidence.

Another approach toward the same goal would be to provide at least two years of college-level work before qualifying a teacher. This, it is felt by many,

would insure that a higher quality student is admitted to the program and that more adequate preparation would be accomplished. When the graduate finally begins teaching, he would be better prepared for having had the additional years of study.

It is not possible to overlook the desire for higher education in terms of national aspirations. To a large degree, the Republic presently is dependent on other nations for the higher education of future teachers as well as government officials. How can a nation truly be independent when it must send its young people out of the country for training? The consistent use of the resources of others creates the illusion that there is no need to develop institutions of higher learning in the country.

The freezing of the enrollment at the elementary and intermediate levels is seen by the Ministry as an attempt to bring greater resources to the secondary schools. Apparently, the Ministry feels there is a need to expand the educational opportunities at the secondary level because currently only a very small percentage of the school-age population has access to the secondary schools. The Ministry believes that it is better to admit fewer pupils and provide opportunities for them to complete 12 years of schooling than to admit thousands at the elementary and intermediate levels and then have no place for them when they are ready for secondary school. Questions could be raised about social and economic problems created by unemployed school leavers at all levels, about the need to produce trained manpower at various levels, and about raising the level of general literacy. However, the Ministry apparently feels it must now choose between providing elementary education for greater numbers or a

complete twelfth-grade education for a somewhat smaller group. The limited financial resources available to develop the education sector presently do not permit the expansion of both the elementary and secondary levels on a wide scale. Thus, educational development priorities must be established and the Ministry has chosen the one mentioned above. The implications of the choice and its relationship to the economic development of the country and to the resources available for educational expansion and improvement are discussed elsewhere in this report.

The problem of providing expanded opportunities at the secondary level means that additional teachers will be required. If the teachers are to be Somalis and if they are to be available in the numbers required, then there must be a collegiate institution. Aside from the financial consideration which must be given to such a venture, there is an educational dimension to be considered. For deliberation on the educational side, the Ministry has established a Commission for Higher Education. The body meets periodically to discuss the need for higher education in several fields. The minutes of several meetings of the group indicate that teacher education demands immediate attention and should be given top priority. The group deserves to be commended for its realistic approach to the problems of higher education in the country. Despite the desperate need in certain areas, the body has approached the issues systematically and has examined them from many sound viewpoints.

Financing Higher Education

It was noted in Chapter IV that the economic condition of the country is somewhat grim. The Republic has been operating on a deficit budget for

several years and this team, among many other specialists, has been unable to see hopeful prospects for improving the situation in the near future. Under such circumstances, it is difficult to see how it would be possible to finance a college. Still, the picture is not altogether dim; there are several hopeful signs.

In the first place, the Ministry has frozen enrollment at the elementary and intermediate levels. This provides the opportunity to divert additional monies to other areas of education. Secondly, some of the Public Law 480 (grain) funds have been given to NTEC to assist in maintaining the facilities. Additionally, monies from other government sources have been promised. The monies are in excess of Shs. So. 1.3 million. Furthermore, UNESCO has earmarked some \$11,000 for the purchase of NTEC science equipment. If all these funds are added to the current operating budget for NTEC, it appears that it should be possible to implement a college program.

Facilities

The present facilities at NTEC would be adequate at the college level only if a limited program were offered. It would not be possible, even with the monies mentioned above, to offer quality instruction in all areas of teacher education. In the beginning the most expensive programs, those requiring laboratory equipment and supplies, should be held to a minimum. Instead, the program could aim to prepare teachers in general science rather than in the specific fields of chemistry, physics, biology, and earth science. Even with this approach, some facilities will have to be added within the next several years. The present dining and kitchen facilities are not adequate for the projected enrollment and additional rooms for science will also be needed.

At the present time, NTEC has a two-room laboratory school which provides student teaching opportunities for prospective teachers and serves as a place for experimenting with new materials and techniques. Although the school is located on the NTEC campus, it is a government school built under the Self-Help Program. Regardless of any decision to upgrade NTEC, the Ministry should give careful consideration to enlarging the school. As it now exists, it is too limited in size and scope to serve adequately the function of a laboratory school. It should be enlarged to cover the full range of grades for which teachers are being prepared. Thus, if NTEC is to prepare secondary teachers, consideration should be given to building a secondary school on the campus. This need not create a financial burden because additional secondary schools are in the planning stage now and one could be easily located at NTEC.

Budget

The budgetary figures cited below are the most accurate estimates available. In the past, the NTEC budget has been under the control of the Ministry. Contracts for rations and other items were let by the Ministry and the administration of NTEC had no way of actually checking the supplies and services against the budget. Under such circumstances, there were many discrepancies. For the school year 1968-69, however, budgetary control will be at NTEC. The Ministry has issued a warrant for the budget and the administrative officers at NTEC will be responsible for administering the budget.

Any examination of the operating budget warrants attention to the fact that NTEC is a boarding school. Thus, the cost reflects not only the instructional

program but also room and board. For 1967-68, it is estimated that the operating budget was about Shs.So. 750,000 for the 200 students, or almost Shs.So. 3,750 per student for the year. The projected budget for 1968-69, given a college program, is Shs.So. 809,240 or about Shs.So. 4,600 per student. The reason the cost per student is higher is that there will be somewhat fewer students admitted. It should be noted that the budget reflects higher administrative salaries and a slight increase in the salaries of the instructional staff.

A projection has also been made for 1971-72 when the phase out of the AID/EMU contract will be completed. The budget calls for Shs.So. 1,191,500 for 300 students of Shs.So. 3,971 per student. This budget allows for a substantial increase in salaries for administrative officers and instructional staff. Even with this consideration, the cost per student will not be much greater than it is at the present time because of the increased number of students.

The Somali Government is currently paying the total operating cost of NTEC. This team has no reason to believe that the situation will change. Of course, as the budget for NTEC increases and consumes a larger portion of the national educational budget, some difficulties may be encountered. The upgrading of NTEC should not be too costly an enterprise if the program is limited to those teaching fields which do not require expensive laboratory facilities and equipment. If the budget projections are accurate, then the expense of moving to a college program is moderate. A factor that must be remembered is that whether or not NTEC is upgraded, there will be 300 students in residence and a need for faculty, administrative officers,

and subordinate staff. Therefore, moving to a college program will not result in any increase in these areas, assuming the staff has the training and experience to offer college-level instruction. The library is one area in which a significant expansion would be necessary if NTEC were to be upgraded. A library capable of serving an enrollment of 500 students is now being built. However, no provisions have been made for the acquisition of additional books. A library for college students would necessarily have to be more complete than one for a post-intermediate school. Without an adequate library, it will be extremely difficult to provide a quality college-level program. The present library collection will be inadequate if NTEC becomes a college.

Staffing

One of the key ingredients to the quality of any program is the staff. A competent, professional staff is a basic necessity regardless of the decision on whether or not NTEC should be upgraded. Currently, there are 18 Somali counterparts at NTEC plus 12 contract staff from EMU. Of the 18 counterparts, four have B.A. or B.Sc. degrees. In addition, there are 26 Somali students presently studying in the United States. Ministry officials have indicated that NTEC will have the first choice of all returning graduates.

The EMU contract staff has indicated that a change to a college program would initially require a faculty of 17. This would provide an extremely low teacher-pupil ratio but would insure adequate staffing. The 17 faculty could be distributed as follows:

Four in the education division including a physical education and recreation specialist and an arts and crafts teacher.

Four language teachers including an Arabic teacher and specialists in the teaching of English as a foreign language.

Three social studies teachers each with a different speciality.

Three mathematics teachers.

Three science teachers, one each in biological, physical, and earth sciences.

There can be no question but that the EMU staff would have to serve as teachers, at least for the first year, if the proposed change is implemented. Initially then, seven of the nine contract staff members could assume responsibilities in the classroom. Since the enrollment would be quite limited, there should be little difficulty in providing adequate and qualified staff for the first year.

An examination of the students involved in the participant training program indicates that it should be possible to have 24 qualified staff members by 1971. Of these, it might be possible for as many as half of them to complete M.A. degrees by that time. However, as faculty members they will lack adequate teaching experience. It will not be possible to have them all well-trained by the time the EMU contract phase out is completed. This study team, however, is optimistic about the staffing dimension of the program and believes that the area should not cause insurmountable problems.

Administration is an area of major concern. Few Somalis have been trained adequately in the field. Furthermore, administrative training without

experience leaves much to be desired. In truth, one of the weakest links in the educational system is the lack of administrative expertise. On many occasions, this team has been told about the inability and unwillingness of school administrators to assume adequately the responsibilities of the job. In many of the schools the team visited, it was evident that there was virtually no administrative organization. The office of the headmaster was unkempt, littered with papers, and no filing system was apparent. There appeared to be little or no control over teachers and pupils and the only record available was a register of test grades for each pupil. The register was kept by subject rather than by pupil. One needed to look in six different places to determine how a single pupil was performing.

This team is of the opinion that the administrative operation of NTEC, whether or not it is upgraded, is going to be a major problem. Levels of authority and responsibility do not appear clearly to be defined or implemented. It might be argued that as a post-intermediate school there are people available who have had adequate administrative experience, whereas this would not be true at the college level. However, the limited observation of the team, in terms of the visitations made, denies the argument.

Whether or not an adequate job can be done in providing adequate training and experience for an administrator within the remaining years of the contract is problematical. The task is great and the time is short. In all probability, by the time the contract expires the job of obtaining an adequately trained and experienced administrator will not be completed.

Student Enrollment

The facilities at NTEC were built to accommodate 200 students and are now being enlarged to handle 300. With minor exceptions, they are adequate today. However, when the school reaches an enrollment of 300 it will be necessary to enlarge the dining facility and increase the kitchen capacity.

If NTEC becomes a college next year, the plan is to admit 75 new students each year. These students will be high school graduates. In addition, there would be 50 students who have completed their first year at NTEC and who would now enter the second year. Furthermore, the students who have completed the second year would be starting the third year. However, no more intermediate school graduates would be accepted. Thus, by 1970-71 all the students presently enrolled at NTEC will have graduated. By admitting 75 new students each year, the maximum enrollment of 300 students will be reached by 1970-71.

There is little doubt that such a level of enrollment can be reached. The difficulty may be that even though the facilities cannot handle more, an attempt will be made to crowd in additional students. If current plans to build additional schools materialize, there will be a need to produce more than 75 teachers per year.

It may be argued that this is a propitious time to begin a college program, if one is to be started. The decision to freeze enrollment at the elementary and intermediate levels will provide time to concentrate on educating secondary school teachers. However, one day it will become necessary to train teachers for all levels. At that point in time, the facilities of NTEC may need to be enlarged.

CHAPTER VII
CONCLUSIONS AND RECOMMENDATIONS

It is desirable to reiterate the purpose of this study so as to establish a frame of reference for the drawing of conclusions and the formation of recommendations. The study team was requested by AID to conduct a study of the feasibility of upgrading NTEC to a post-secondary institution for the preparation of teachers for the general secondary schools of the country. In addition, the team was to examine and explore ways of making maximum use of the resources of the AID/EMU contract during its remaining years and within the existing limits. The limitations are:

1. Subject to the availability of funds, there is every intention to fulfill the contract which will expire in 1971. No commitments can be made now relating to an extension of the contract and current plans for the phase out will continue as scheduled.
2. There will be no increase in the amount of money available to complete the contract.

There is little doubt, in the opinion of the team, that teacher education is a most important factor in the evolution of an educational system. In a developing nation, teacher education takes on even more significance in the attempt to upgrade the quality of instruction. There can be no question that a quality educational program depends primarily on highly skilled teachers with an adequate background of professional subject matter preparation. However, the term "adequate" is relative and can be interpreted in many ways. It would be a disservice to the Somali Republic for this team to define the term.

Several alternatives for providing qualified teachers for the secondary schools of the country have been examined and are listed below. Perhaps before this is done it would be well to define what is meant by "qualified." The Ministry of Education has defined "qualified" operationally (at the elementary and intermediate levels) to mean a person who has completed the intermediate school and three years of teacher training. On the secondary level, a "qualified" teacher is one who is in possession of a B.A. or B.Sc. degree. Teacher training is presently available in Somalia for elementary and intermediate teachers. There is no institution in the country currently engaged in preparing teachers for the secondary schools.

Alternative No. 1

One alternative, which is currently in use, is to send Somali students abroad to study in other countries. These students pursue a degree program and upon return can be placed in secondary schools. Theoretically, this program could produce a sufficient number of teachers to staff the secondary schools of the country. Eventually the expatriates would be replaced and expansion could take place.

Some people would argue that this is a sensible approach to the solution of the problem because sooner or later all of the teachers would be Somalis. Furthermore, the teachers would have received their education in colleges and universities which have a long history of preparing teachers and there would be little question about the quality of the instructional program. Indeed, this has been the case for Somalia since independence.

The values of such a plan are several. In the first place, the education a student would receive would be of high quality. Secondly, there are advantages of having an opportunity to observe and work in another culture and thereby gain a broader perspective. Finally, the utilization of scholarships from friendly nations does not cause an undue financial strain on the national budget.

Another important consideration is the number of teachers required and the number of scholarships offered. If the number of teachers does not exceed the scholarships available, the problem is lessened considerably. However, if the Republic must finance a great many of the scholarships, the program could become costly. So long as time is not a factor, a program such as this is simple to implement and administer. It can be a most flexible program, not only in terms of numbers of students, but also in terms of programs. Institutions of known quality can be selected on the basis of excellence in certain fields and students can be sent to a variety of institutions for study in specialized fields.

Such a program is not without critics who point out some of the major drawbacks. One real problem is the fact that students are sent out of their country (and culture) at a very impressionable stage in life.

Several students pointed out this fact by revealing that they were a little concerned about returning home after several years abroad. There is some merit to the argument. Not only is contact lost with their own culture, but the advantages of studying abroad are not all beneficial. To some extent, there may be alienation and even discrimination.

One important disadvantage is that students are currently sent to those nations which offer scholarships. In many instances the students are required to learn a foreign language before they can begin their studies and all their instruction is taken in a language which may not be used at home. Even though they may have completed a university education, they are of little practical use to their government. Thus, the reliance on scholarships is not altogether a blessing because it creates many new problems for the student and the Republic. The Somali Government is utterly dependent on scholarships at the present time. However, it must look forward to the day when the scholarships might be withdrawn and the cost of providing opportunities for higher education, whether at home or abroad, will become the responsibility of the Republic.

In terms of educational development, the Government is free to develop, improve, and expand elementary and intermediate education, but control of secondary education is really in the hands of the expatriates. Any attempt to increase the opportunities for secondary education means that even more expatriates would be needed, and expatriates are the most expensive teachers in Somalia.

Alternative No. 2

This alternative is similar to the previous one with the exception that the students would be sent for training only to other African countries and not off the continent. In many respects, the advantages of the plan outweigh those proffered under Alternative No. 1. In addition to obtaining a quality program, the cost possibly would be reduced because

transportation would be less expensive and the cost of living would probably be lower than at an overseas university. Perhaps the greatest advantage is that the student can be educated in a culture which is not radically different from his own, especially if he remains in the same region.

The implementation of the alternative would probably be easier to effect. It has the advantage of providing opportunities for more students for about the same amount of money if they were sent overseas. This assumes, of course, that the Somali Government will be paying the bill under either plan. Again, many of the comments made under Alternative No. 1 on the ability of the Republic to undertake the program pertain here.

One disadvantage of this plan is that there may be some reaction to attending an African university in terms of the prestige value of the degree. Some people feel that more prestige is attached to a degree from an overseas institution than from an African one, even though the quality of instruction may be equal. Another disadvantage is the lack of influence on the programs students elect. This is perhaps one of the most frustrating problems inherent in the system. A student may be sent out of the country for a particular course of study, but once there he may change his mind and study something else. The ability to coordinate such a program is very difficult, if indeed it is possible.

Perhaps the greatest disadvantage to educating students abroad, whether in other African nations or overseas, is the fact that Somalia will be

dependent on other nations for the education of its teachers. The reliance on institutions in other nations means that Somalia has no voice in the program and no opportunity to influence the curriculum. Even more important is that the utilization of the institutional resources of other nations delays the opportunity for developing indigenous institutions and facilities. Thus, so long as some students are being educated there is no reason to develop local colleges.

The implementation of the plan can have only limited impact on the educational development in the country. Since relatively few students can be supported in such an endeavor, it will take a very long time to build a competent, indigenous professional staff. Furthermore, if other priorities are allocated, and they must be, the number of students in professional education must be limited. Thus, after eight years of living under such a plan (since Independence) there are only 46 Somali teachers in the secondary and vocational schools out of a staff of 146.

Alternative No. 3

Another plan would have the Somali Republic create a basic two-year program at the undergraduate level. After two years in a local institution, the students could be sent out of the country for the final two years of work. Such a plan has much to offer insofar as it reduces some of the problems involved in sending students abroad. There is much to be said in favor of educating a student in his own country, and students have much to gain from being taught from syllabuses which are rooted in their

own culture. Certainly much of the teaching should be related to local conditions and ways to improve them.

Another advantage is that the student has a longer period of time to remain close to his home and relatives instead of being uprooted and sent abroad. The development of a college-level program, even for two years, almost immediately creates a community where students and instructors can argue, discuss, and debate important issues. The stimulation of such a community can do much to focus attention on issues of local and national importance. Teachers and students alike would no doubt take an active interest in public affairs. They might write articles for newspapers or even publish their own magazine. Finally, such an institution provides the presence of indigenous staff who possess a fund of knowledge and skills available for utilization by government. The staff members would have the skills needed to do research, conduct studies, and analyze data to help establish guidelines for creative improvement. Such work would reduce the need to rely heavily on consultants from abroad. On the financial side, such an institution probably can be established on a limited budget. While it is true that many African universities are much more expensive than overseas institutions, a two-year institution could begin modestly. The money saved by keeping students at home for an additional two years could go a long way in offsetting the expense of operating such a school.

The plan is not without its disadvantages. In the first place, the creation of a new institution will not occur overnight. A great deal of

thought and planning must be done. Undoubtedly, there will be a period of time when much of the energy available will be spent in organization and administration rather than in teaching. Probably at the beginning there will be need for creative experimentation with the curriculum and the coordination and correlation of courses. Another disadvantage may be that some difficulties will be encountered as the students go abroad to continue their studies. Unless the curriculum is developed and the students guided in course selection, it may be difficult to mesh the curriculum with the requirements of other colleges. To send a student abroad after two years in college and to learn that he has many deficiencies could be very disheartening and would undoubtedly require more than two years to complete the program. This would mean a greater financial commitment than was expected and a delay in the utilization of needed skills.

It should be observed that such a program would not produce the number of secondary teachers needed and that the Republic probably would continue to need expatriates. Thus, the major area of concern -- the preparation of secondary teachers -- would still be unresolved.

Alternative No. 4

The plan under this alternative would be the creation of a four-year college-level institution for the preparation of teachers. All of the advantages listed in Alternative No. 3 would accrue to the plan. In addition, the student would have the opportunity of completing all of his studies at home. The development of such an institution creates, almost immediately, an intellectual community and its concomitant student

and professional organizations. The organizations can provide outlets for creative, imaginative pursuits while at the same time serving to stimulate the entire nation.

The resource of fully recognized professionals could provide a standard of integrity within the nation and the Republic could look with pride upon the accomplishments of its citizens. The young people could look forward to attending an institution in which they could continue their studies uninterrupted. The resources of such an institution could be focused on major educational problems and the development of a uniquely Somali school system. The staff could provide the educational leadership so desperately needed in a developing nation, and the stimulus of such an institution could do much to upgrade the entire profession. The need for the creation of adequate teaching techniques and instructional materials could be carried out and the future texts to be used in the schools could be written by the staff. New advances in educational technology and development could be the focal point for the entire nation and would be located in the institution.

The disadvantages of such a plan are mainly financial. No one should allow himself to be deluded into thinking that such an institution would not be costly to establish. In addition to capital development, the recurrent costs would be high. Probably, the staff would be among the highest paid civil servants. If the school were to serve as a model for other schools, and if the standards of quality were to be maintained, there could be no denying the need to provide an adequate budget.

Classrooms alone would not suffice. The undertaking would require money for capital development, libraries, equipment, and instructional materials and supplies. Above all, it would require competent teachers and administrators.

One cannot, however, overlook some of the problems which could arise from the creation of such an institution. Economically, the country does not seem to be able to afford educational expansion on a broad front. Therefore, a choice must be made among several desirable goals. If such an institution is to be created, some other dimension of education probably will have less money unless the budget for education is significantly increased. In all probability, this will not occur very quickly.

The goal of having every teacher in the nation obtain a B.A. degree must remain as an ideal for quite some time; it is not likely to happen in the foreseeable future. Furthermore, it can be expected that rivalries and status symbols will cause some difficulties as the nation moves to upgrade its teachers. A graduate teacher might be unwilling to teach in a "bush" school and such a teacher may be more demanding of materials and supplies. In addition, the salary schedule will need to be upgraded to attract and retain able teachers. All of this could place a great financial burden on the economy of the country at a time when it could ill afford such a drain on its economic resources.

It must also be acknowledged that many of the graduates may not go into teaching. If this is the only college-level institution in the country,

it will be the center of attraction for all students wishing to continue their studies. The fact that it specializes in teacher education probably would be of little consequence. Many students might indicate that they want to become teachers in order to gain access to an education. (Once they graduate, they may seek employment elsewhere. While this is not an unusual situation throughout the world, it holds special significance in Somalia.

Conclusion

One task assigned to the team was to examine each of the alternatives and to suggest one for implementation. To do so at this point in time would be only an academic exercise because the Minister has decreed that in June, 1968 a College of Education will be opened.¹ The team cannot ignore the reality of such a decree and will address itself to that fact.

Following are several hopeful signs which were considered in arriving at conclusions:

1. The Minister of Education recognizes that it cannot move ahead on all educational fronts at this time and has therefore frozen enrollment at the elementary and intermediate levels.
2. All teacher training centers, with the exception of NTEC, will be closed this year in order to concentrate the limited resources in one location and to improve the quality of instruction.
3. Cooperation among the NTEC staff, the EMU team, and the Ministry is excellent.

1. Annual Report, 1967 (Mogadiscio: Ministry of Educ., 1968).

4. For the time being there is a physical plant which is adequate although some additions will need to be made in the near future.
5. There is a great need for college trained secondary teachers in the country.
6. NTEC will become an autonomous institution this year with control over its budget, employment of staff, admission procedures, and standards of scholarship.
7. Some of the P.L. 480 funds have been given to NTEC for use in renovation and improvement of facilities.
8. Competent authorities have indicated that additional monies from the Government and UNESCO will be made available for use at NTEC.
9. The graduates of NTEC are acknowledged by the Ministry and UNESCO experts to be among the best teachers in the country.
10. Somalia's investment in education thus far has been modest and even a slight increase in the budget could go a long way toward advancing development.

In light of the foregoing, the team is of the opinion that the plan envisioned by the Ministry to upgrade NTEC to the college level to prepare teachers for the general secondary schools is educationally sound and is not economically unrealistic. However, in view of the budgetary constraints discussed elsewhere in this report regarding the economic resources of the country which can be allocated to the support and development of the national educational system, of the present budget and the appropriations for education, and of the limited increase in the Gross National Product (GNP) projected for the immediate future, ways necessarily must be found to provide the increased recurring and the additional

capital costs required by the plan. In other words, if the information received accurately reflects the action taken and if additional funds are forthcoming, it is possible for the plan to be implemented.

So far as staffing is concerned, the team is optimistic that sufficient staff of appropriate quality can be made available particularly by means of the participant training program of the AID/NTEC project. In addition to the financial area, administration is a major concern. With the phase out of the EMU contract scheduled by 1971, it is problematical whether there is sufficient time to develop the talents needed in administration.

Accordingly, the following recommendations are offered:

1. When first initiated, the proposed college program should be limited to teaching areas in which high-quality teacher preparation can be effected with existing staff, facilities, materials, and equipment. In the beginning, the program probably should be restricted to such general fields as mathematics, social sciences, English, general science, arts and crafts, Arabic, religion, and education. Undoubtedly, such restrictions should be enforced until such time as it is possible to increase the offerings on a quality basis.
2. Since by July 1968 NTEC will be the only teacher training institution in the country, it must produce teachers for the primary, the intermediate, and the secondary schools. The instructional program should be designed so that during the first two years students will be prepared adequately as primary or intermediate

teachers. Those who complete successfully the full four-year program would, of course, be prepared to teach in the general secondary schools.

3. The proposed college-level program must be staffed with qualified personnel. The participant training component of the AID/NTEC project offers a primary source of obtaining appropriately trained staff. Consideration should also be given to arranging a teacher exchange, particularly in the physical sciences, among NTEC, the proposed Veterinary School, and the Agricultural Research Station. A third source of staff is those persons in the public and private sectors who are qualified to do college teaching in their fields of study and who may be available for part-time teaching. A survey of such potential talent should be undertaken.
4. If a high-quality college-level program is to be had, additional capital and recurring costs will be incurred at NTEC. Accordingly, the national educational budget will have to be increased in proportion to the costs. Within the financial constraints faced by the Government, the means will have to be determined by which investment in public education can be increased.
5. Consideration should be given to establishing a schedule of tuition fees at NTEC and to providing scholarships for the academically able students on whom the fees would work a hardship.
6. As indicated earlier in this report, technical and vocational teacher education was not included in the team's assignment because the Ministry's proposed plan for upgrading NTEC is limited to the preparation of teachers for the general secondary schools. Nevertheless, a thorough study of and plan for improving technical and

vocational teacher education should be undertaken as soon as possible. The meeting of critical needs for trained manpower in the skilled trades and sub-professional areas cannot long be deferred.

7. Within existing limits, there are possibly several ways in which the resources of the AID/EMU contract may be realigned to assist with the upgrading of the NTEC project. The participant training component should be revised, if feasible, to produce as many appropriately trained staff members as possible. Secondly, the composition and utilization of the EMU Contract Staff should be carefully evaluated and adjusted, if necessary, so that a maximum contribution will be made. Finally, the commodity element of the NTEC project should be realigned with the needs of the proposed college-level instructional program.

The development of a nation depends first and foremost on the development of its human resources; that is, its people. The natural resources, however important, probably will not be developed until progress is made with the human potential. It is, therefore, not surprising to find that developing nations have an abiding faith in education. The way to start seems obvious -- build schools and launch a massive program of education. Unfortunately, this is not quite as simple as it may appear when one measures the limited financial resources against almost limitless needs. The establishment of priorities is often the only flexibility a developing nation has. It is usually not possible to move ahead on a broad education front; rather

a more limited approach is required in some areas. This then is the situation in Somalia today and the making of a choice among several desirable goals is a realistic approach.

BIBLIOGRAPHY

1. Agency for International Development. A.I.D. Data Book, Africa Revision #199. (Washington: The Agency) 1968. pp. 1-39.
2. Annual Report 1966 (Mogadiscio: Ministry of Education, 1967). pp. 1-57.
3. Annual Report 1967 (Mogadiscio: Ministry of Education, 1968).
4. Budget for the Financial Year 1968 (Mogadiscio: Stamperia di Stato, 1968).
5. Dawson, George G. "Education in Somalia," Comparative Education Review (Oct, 1964) pp. 199-214.
6. Eaton, George E. Education and Training in the Somali Republic to Meet the Personnel Needs of the Public Services (Mogadiscio: Government of Somali Republic, 1965) pp. i-35.
7. El Tigani, Mohammed. Report on the Possibility of the Establishment of a Higher Teacher Training Institute in Somalia (mimeographed) 1967.
8. Godfrey, E. M. "The Economics of an African University," The Journal of Modern African Studies (Dec. 1966) pp. 435-55.
9. Grandjean, Henri. Public Education in Somalia (Geneva: UNESCO, 1960) pp. 1-106.
10. Koets, P. J., van der Kolff, G. H., and Ruiter, R. Report of the Educational Planning Group on Their First Mission to Somalia (Paris: UNESCO, 1962) pp. 3-325.
11. Lakhani, G. F. Strategy for Educational Development in Somalia (Mogadiscio: International Institute for Educational Planning 1965 mimeographed) pp. 1-11.
12. Nigam, S. B. L. The Manpower Situation in Somalia (Mogadiscio: Ministry of Health and Labour, 1965) pp. i-311.
13. Ordinamento Del Personale Civile Della Stato (Mogadiscio: Republic of Somalia, 1962) pp. 3-43.
14. Perry, W., Schmutterer, H., and Pride, J. B. Advisory Mission on Development of Higher Education in Somalia (Paris: UNESCO, 1964) pp. i-76.
15. Rashid-Siddiqi, A. Somalia - Literacy and Adult Education (Paris: UNESCO, 1967) pp. 1-28.
16. Report on Departmental Activities 1967-68 (Mogadiscio: Ministry of Education, 1968).
17. Ruiter, R. Somalia - Educational Planning (Paris: UNESCO, 1964) pp. 1-53.

18. Statistical Tables 1964-65 (Mogadiscio: Ministry of Education, 1965).
19. Statistical Tables 1965-66 (Mogadiscio: Ministry of Education, 1966).
20. Statistical Tables 1966-67 (Mogadiscio: Ministry of Education, 1967).