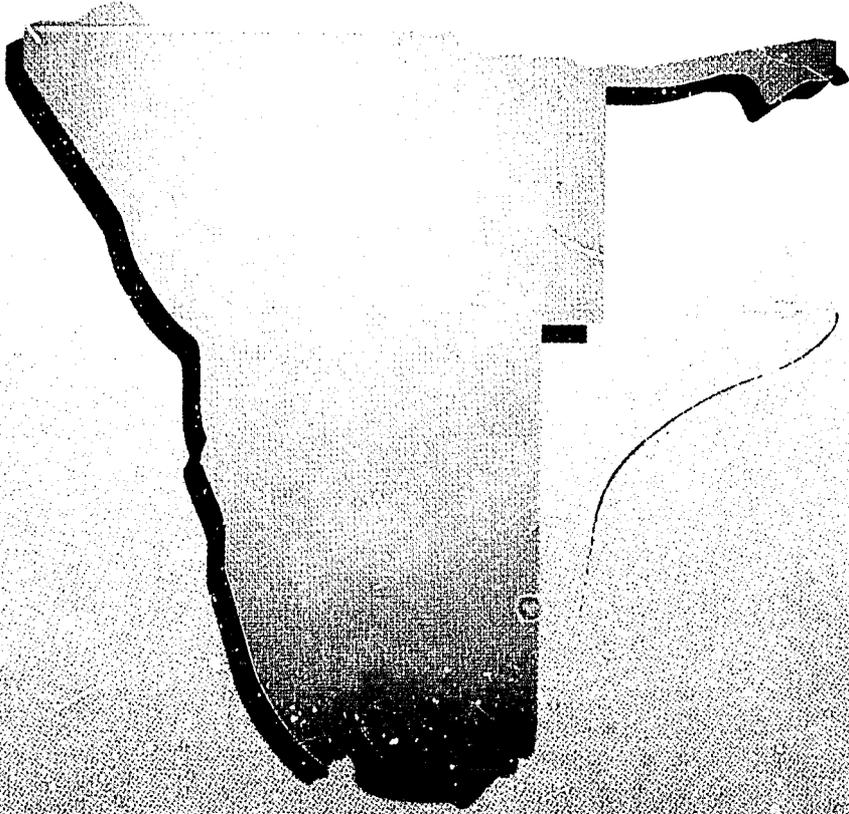


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CONSULTATION ON CHANGE



**ETOSHA CONFERENCE:
TOWARDS BASIC
EDUCATION REFORM**

CONSULTATION ON CHANGE

**Proceedings of the
Etosha Conference**

**First National Consultative Conference
on Basic Education Reform**

12 - 19 April, 1991

Editor: Conrad Wesley Snyder, Jr.



**LEARNING
SYSTEMS
INSTITUTE**



FLORIDA STATE UNIVERSITY

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FOREWORDS

The Honourable Mr. Nahas Angula
Minister of Education and Culture
Republic of Namibia

The printed word rarely conveys the excitement, intensity, or controversy aroused during an important, historic meeting. The Etosha Conference was filled with emotion, concern, intrigue, and intellectual debate. Participants responded to the call for collaboration with enthusiasm, tentative perhaps at first but fully engaged as the conference went on. If only we could capture those moments of commonality with kindred spirits grappling with the serious problems of educating the future of Namibia. If only we could incite the sense of urgency and entice the involvement of so many capable people in the common cause of educational reform. If only we could so easily bring together our diverse cultural backgrounds to forge a strong, cohesive future. If only ...

We shall see what the future holds, but this was a promising start. The importance of continued collaboration with the many and far-reaching stakeholders in education is very clear. Following this meeting I set about developing further contacts with the community, visiting many schools and communities around the country. We shall certainly need to call on all our strengths and capabilities to improve our educational programme. The situation is even more bleak than we knew, when probed and scrutinized. The Etosha Conference was a good first step, but we have a long way to travel.

Following the conference and my national tour, we have distributed a brochure around the country, summarizing the conference and inviting ideas and support from our concerned and interested citizens. The tasks cannot be undertaken by a government alone. The needs are extensive and immediate. We hope the communities will recognize the importance of education to their future and rally to the aid of their local programmes. We shall also enlist the aid of our

many foreign friends. The reform is ours to make, but it would be naive not to bring as many resources as possible to address our needs. Other countries can show us the paths they have followed or are following, as the Honourable Fay Chung did of Zimbabwe and Professor Unna Huh did of Korea at the Etosha Conference. We need to pick the best paths for reform; they will be our own choices and based on our own terrain, but they also must be as informed as possible of the likely consequences—we must use our limited resources efficiently and effectively. Along the way, we must build our own reserves with extensive training in and outside of Namibia and continue the general policies supportive of development communication, by which we try to educate the communities and involve them in the reform process. The Etosha Conference was an important first step and we must now move on ...

We extend our thanks to USAID/Namibia and our Florida State University colleagues, as well as the many other foreign and local agencies who supported and contributed to the Etosha Conference. The conference provided many ideas to address the complex problems of education. This book constitutes a useful record of our collective creativity. Now, we must bring it to life and forge a common mission of reform.

Dr. Richard L. Shortlidge, Jr.
USAID Representative to Namibia

In March 1991, Namibia became Africa's newest independent country. With a strong commitment to democracy and human rights, Namibia's people have embarked on the enormous journey to redress the economic and social imbalances caused by decades of separate and unequal development based on race and ethnicity. Nowhere are these inequities more apparent than in the sphere of education.

A simple comparison of two statistics graphically illustrates the disparities that exist in Namibia. With a per capita income of approximately US\$1,000, Namibia ranks among Africa's richest countries. However, with an illiteracy rate estimated at between 60 and 70 percent of the adult population, it is worse off than Africa's poorest countries. As these two statistics indicate, access to educational and employment opportunities was in the past restricted to a very small minority of the population. This minority, mostly white, enjoyed a standard of living comparable to Western Europe and North America, while the black majority lived in abject poverty and deprivation.

Broadening economic and social opportunities begins with education, particularly basic education. While basic education itself does not create jobs, income, or wealth, it is in a very real sense their foundation. Unless this foundation is sound and centred around the learning and educational needs of both the child and the community, a lot of scarce national resources will be expended to erect an edifice incapable of satisfying national, much less individual, goals and aspirations.

Wisely and to its credit, the Government of the Republic of Namibia has begun its development journey and the building of a new and better education system by asking the education stakeholders themselves to help it to define, develop, and ultimately implement a more meaningful system of basic education. Thus, it was at the Etosha Conference in April 1991 that teachers, educators, policymakers, administrators, parents, labor unionists, community

leaders, and businessmen and women gathered for the first time in Namibia's history to work together to articulate a broad-based and truly national strategy for the reform of basic education. They were joined in this endeavor by experienced professional educators and colleagues from Liberia, Zambia, Zimbabwe, South Korea, the United States, and many countries in Europe. In the months since the April conference, this open, participatory, and collaborative process has continued as senior officials in the Ministry of Education led by Minister Angula have reached out to communities throughout this vast country to involve them as much as possible in the process of educational change and development.

As the Minister underscored in his Foreword, the building of a new system of education is a daunting challenge whose outcome is uncertain. While the odds are formidable and the way ahead unclear, the beginning of this process of educational change bodes well for the future.

The U. S. Agency for International Development is pleased that the American people through their development assistance program to Namibia have become a major partner in the reform of basic education. We were privileged and honored to have provided the funding for the Etosha Conference under the auspices of the Improving the Efficiency of Educational Systems Project.

PREFACE

Quality education is difficult to attain, and few countries have established large-scale, high-quality educational institutions or programmes within their purview. Namibia faces even greater challenges than might normally be expected, particularly given its newly found independence in March, 1989. The needs in Namibian education are extensive and pervasive, and in some cases, there is little to build upon from existent resources and practices. There is no 'quick-fix' possible. The reform of Namibian basic education will take place in the larger forum of nation-building, and it will be dependent on, and subsequently influence, the success of bringing the widely diverse population together in a common and harmonious mission. Basic education touches the lives and futures of many people. Its reform will be a necessary component of building cohesion and confidence in Namibia.

All efforts at reform must have some symbolic initiation to mark the beginning of their long agendas. From the 8th of April to the 12th of April, 1991, at the Mokuti Lodge on the edge of Etosha Pan, ninety-one people came together to talk and listen and decide if a common vision was possible. The participants of the First National Consultative Conference on the Reform of Basic Education in Namibia (The Etosha Conference) were selected from all aspects of the society. In many ways, this was an experiment. Not everyone who wanted to come or who was needed was there. This was just the start. Accordingly, these few people were brought together, many sceptical, to see if there were a way to talk constructively, listen carefully, understanding more fully, and possibly begin to map the mission of educational reform. The outcome was clear – it is possible. It will not be easy, but it is easier to share ideas and agree on the features of quality than many first thought.

The following pages share the conference proceedings with others and remind the participants of their deliberations and consultations. Unfortunately, much of the tension, apprehension, and anticipation are missing from these written records. We see here the perceived

mission of the Ministry, the presentations of foreign experts, the method and structure of dialogue, and the results of group discussions and debates. What is lost is the concern and defensiveness felt by many as the conference began, the excitement generated by the President's visit and his obvious interest in the proceedings, and the eventual collegiality resulting from the deliberations, albeit tentative and possibly temporary. All this was a start and this is baseline for further thought and development.

The Etosha Conference was supported by the Ministry of Education and Culture (MOEC), various agencies and authorities, both national and international, and in the main, by the Namibian Mission of the United States Agency for International Development (USAID; Mission Director, Dr. Richard Shortlidge). The conference was organized and run by the Learning Systems Institute of the Florida State University (FSU), under contract with AID, as part of the Improving the Efficiency of Education Systems (IEES) Project. Further information on the 'search' approach used in the conference group processes is obtainable from Interchange, 34 Burbong Street, Chapel Hill, Brisbane, Queensland, Australia. Thanks are offered to Bob Dick, friend and former colleague, for permission to modify and extend the approach for use in the Namibian context.

Many people were helpful in the development and actualization of the conference. Jack Lambert, Dick Chamberlain, and Patrick Simataa of the Ministry were particularly supportive in the early planning of the conference. Patrick Simataa further served as the pre-conference liaison between FSU and many of the vendors and agencies involved in the conference. Leon Kruger of the Ministry served as the logistics officer during and after the conference, making certain that the plans were carried out. Aleta Jarrett of LSI and her secretarial staff were essential to the registration of participants, support of groups, and the recording of proceedings. Dagmar Leibnitz and Stephen Wacker (General Manager) of the Mokuti Lodge, and their staff, turned a remote, quiet, tourist hotel into an efficient and responsive conference venue. Michael Mambo and Michael Basile provided needed feedback on the proposed conference plans back at FSU. Jan Visser, Deputy Permanent Secretary of the Ministry, literally ran the group work and probed

and prodded the groups into accomplishment. Richard Shortlidge of USAID/Namibia and his staff offered facilities, support, and ideas to help ensure a successful conference setup. Many others helped; conferences themselves prove to be participatory exercises!

Appreciation is also extended to Charles Furbee and his staff at the LSI Publications Unit, Jean Van Dyke, senior word processing systems operator, and Maria Muntner, graduate assistant, for preparing this publication. Margaret Barlow should also receive credit for her editing efforts on the conference proceedings. Thanks are also extended to Bruce Frank of the LSI Multimedia Unit for the cover design and artwork.

The Etosha Conference was a success. The future still contains many complexities and difficulties; let's hope that the conference spirit will serve as a basis for continued collaborative effort toward the improvement of Namibian education.

Professor Conrad W. Snyder, Jr.
Etosha, Namibia
April 1991

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CONTENTS

Foreword.....	iii
Preface.....	vii
Participants List.....	x

PART I: Context of Change

CHAPTER 1	Towards Learner-Centred Education	3
CHAPTER 2	Framework for Reform	7
CHAPTER 3	Keynote Address. Basic Education: The Post-Independence Zimbabwean Experience	15
CHAPTER 4	Learner-Centred Education	27
CHAPTER 5	Korean Elementary Educational Reform	43
CHAPTER 6	Exemplar Responses to Basic Education Reform in Liberia.....	73
CHAPTER 7	Teacher Education in Zimbabwe.....	83
CHAPTER 8	The School Principal/Headmaster as the Educational Leader	109
CHAPTER 9	International Forum	119

PART II: Tools for Group Consultation

CHAPTER 10	Survey of Issues Facing Basic Education Reform in Namibia	145
CHAPTER 11	Workbook for Group and Plenary Activities.....	173
CHAPTER 12	Notes, Agenda, Personnel, and Worksheets for Conference Work.....	191

PART III: Consensus Building

CHAPTER 13 Context of Change for Namibian Education.....207

CHAPTER 14 Areas of Strength and Concern227

CHAPTER 15 Initial Group Reform Agendas.....243

CHAPTER 16 Debate and Synthesis269

CHAPTER 17 Closing Address295

PART I: Context of Change

1

TOWARDS LEARNER-CENTRED EDUCATION

President of Namibia, His Excellency, Dr. Sam Nujoma

It is for me a great honour and privilege to be able to address you today. My Government attaches great importance to the holding of this very first conference on basic education in our country, a workshop that will no doubt lay the foundation for basic education reform in Namibia.

It is because of its cardinal importance to our future planning of education that I have squeezed in some time in my heavy schedule to come and speak to you today. You have met for a number of days now, and I am sure that the exchange in the brainstorming sessions has been both useful and productive.

This Etosha Conference is, indeed, the first full-scale national consultative meeting held in Namibia for the purpose of educational reform. The scope of the conference is basic education; that is, the

4 CONSULTATION ON CHANGE

first seven years of public school. Surely, the aim of this conference, to improve the education system in Namibia, is not only laudable but worthy of support, both local and international, also moral and material. This is evident in those participating in this conference.

The participants and contributors, both local and international, have been drawn from various countries and backgrounds in order to guarantee effective cross-fertilization. I am sure that it already ensures the effectiveness of the outcome of this Etosha Conference.

Namibian participants in the Etosha Conference include teachers, principals, religious education leaders, parents, and various other educational professionals; guest participants have been drawn, amongst others, from UNICEF, UNDP, UNESCO, SIDA, USAID, Peace Corps, British Council, Rossing Foundation, CCN, and Business and Teachers' Union representatives. Special guests include the Minister of General Education of Zimbabwe, the Honourable Fay Chung, and Their Excellencies, the Ambassadors from the USA and Sweden, and His Excellency, the High Commissioner of the United Kingdom. Countries represented here: Zambia, Zimbabwe, Nigeria, Sweden, Britain, USA, Germany, Denmark, and Korea. In fact, a very formidable team with an equally formidable task. I have also to mention here that the Government of the United States of America has earmarked about 35.5 million US Dollars, i.e., 94 million Rands, for reforming our basic education during the next 6 years. We are, indeed, very thankful and appreciative for this useful and generous contribution.

Primary schooling remains the dominant way in which children are educated. I am sure that there are those who would ask: But why reform? The nature of the education system that we have inherited is such that it can only be remedied by reform, by a complete overhaul of the system, starting from below:

- It is grossly discriminatory, both in content and in the facilities made available to various communities. In so doing, it denies the aspirations of the majority of the Namibians for better learner-centred education;

- It is racially stratified, giving qualitatively better education to few and neglecting the majority, by making them perpetual servants of ignorance; and
- For the majority, it is a contribution of Bantu Education, which was meant to make the African a better domesticated servant for the white masters.

It is with these in mind, and many more, that this Etosha Conference has been called to find ways and means to redress the situation. I am confident that by the end of the conference, you will have come up with a clear plan to transform the old Bantu Education in a new uniform system, a system that will cater to the Namibian child.

The motivating force behind the Etosha Conference is our supreme law itself. Cognizant of the nature of the inherited education system, it implies that educational reform of a very substantial nature must be made in order to guarantee every Namibian equal access to a quality basic education by the year 2000. My Government, and thus the Ministry of Education and Culture, sees its highest obligation as reforming the existing educational processes, so as to put the Constitution into effect throughout Namibia.

The main objectives of such reform are:

- To guarantee equal access of all Namibians to basic education facilities without regard to race, colour, or ethnic association;
- To ensure that all basic education in Namibia is efficient in developing the necessary skills for responsible citizenship; and
- To eliminate the causes of human wastefulness and economic impediments that result from drop-outs and high failure rates.

The special emphasis that I believe is guiding the deliberations in this conference is that education must be child- or learner-centred. The Namibian basic education must support the actual processes of individual learning, rather than continue the colonial teacher-centred Bantu education, with an emphasis on control, rigid discipline, parrot-like learning, and negative assessment principles.

6 CONSULTATION ON CHANGE

Our country has been founded upon the principles of democracy and national reconciliation. It is in this respect that this Etosha Conference has another objective, additional designing and beginning the important processes of national consensus building on education. It is my firm belief that no true reform in education, or in any other area for that matter, can take place without full participation of everyone at the grassroots level within the educational communities throughout Namibia. For this purpose, local participants have deliberately been drawn from all our communities to guarantee the necessary input.

Your task is not an easy one, but we owe it to our children and to the generations to come. We cannot fail in this attempt to seriously address the demand of our young nation, especially in that area that is to shape our whole future — basic education.

2

FRAMEWORK FOR REFORM

Minister of Education and Culture, Hon. Mr. Nahas Angula

Educational provision in our New Republic is a polarity: on the one end of the pole are schools of the former white administration; on the other end are black townships and rural schools. The former white schools are perceived to be expensive and elaborate in upkeep, extravagant in design, and utopian in their aspirations. The black schools are, by and large, inadequate in classroom space, decrepit, and dilapidated in their outlook. Namibian education is a tale of two worlds: one black, bleak, and deprived; the other, white, rich, and comfortable. This unfortunate scene is a direct result of apartheid legacies. A deliberate policy of deprivation of the majority has created a monstrous situation which needs urgent attention. The United States Agency for International Development (USAID) is to be commended in responding to this educational crisis by joining the new Ministry of Education and Culture in organizing and sponsoring this important conference, that is, the *First National Consultative Conference on*

8 CONSULTATION ON CHANGE

Basic Education Reform. We are indeed grateful to international participants in the conference. We look forward to sharing experiences from countries as far afield as Korea, the USA, Liberia, UK, Sweden, et al. We look upon our neighbours, Botswana, Zimbabwe, and Zambia, for advice and caution. I would like particularly to welcome to Namibia the Honourable Fay Chung, Minister of Primary Education and Culture of Zimbabwe. Her vast experiences shall enrich our deliberations. The focus of the conference is the basic education cycle. In the context of Namibia, basic education is defined as seven years of the primary cycle. In the long term, it is expected that the primary cycle will naturally link up to the junior secondary cycle in order to extend the basic education cycle to 10 years. The junior secondary cycle is in the process of reform and renewal. The purpose of this conference is to extend that reform process downward to the primary level.

A UNICEF sponsored study, *Basic Education in Namibia*, provides a broad assessment of the problem areas affecting provision of basic education to the majority of our school population. These problem areas include poor administration, supervisory, and organizational structures; inappropriate curricula; inadequate physical facilities; poor teaching methods; inappropriate examination and assessment procedures; disparities in resource allocation among population groups; lack of planning and research; and a host of other related problems.

These findings have been further documented in many other studies. These include Anderson, Callewaert, and Kallos, *Teacher Education Reform for Namibia* (1991); UNDP and UNESCO, *Inservice Teacher Education in Namibia: A Survey of Needs* (1990); UNICEF and Namibian Institute of Social and Economic Research (NISER), *A Situation of Analysis of Children and Women in Namibia* (1991); Turner, *Education in Namibia* (1990); USAID and Florida State University, *Sector Review* (1990); and many others. My purpose is not to repeat the well-known findings, but rather to reflect on demands and imperatives of reform and renewal.

CONTEXT

Namibia has been a Cinderella entity, isolated and totally dependent on the Republic of South Africa. Just before independence, Namibia had moved to the polecat position with its mentor, apartheid South Africa. The isolationist position has deprived the country of meaningful interaction with the outside world. The isolation has been further reinforced by communication problems. Afrikaans, which was widely used for business and government, is not an international language. Any reform initiative should take cognizance of this context. This has implications to participants in the reform process; the expectations of those intended to benefit from the reform programme; and the perceptions of the private sector.

As far as the participants in the reform process are concerned, there are three broad positions: one, sceptical, unbelieving and apprehensive; another, enthusiastic but suspicious; and a wide minority that is, by and large, ambivalent, but holds the view of wait and see. The apprehensive group feels threatened. They are fearful. Their theme and slogan is "don't lower the standards!" This may mean a genuine concern for teaching and learning when teachers are confronted with new materials, syllabi, procedures, and processes. To some, that theme is a code word for "no integration!" For the enthusiast, the call is "uproot the old and implant the new now!" Although this group is largely in favour of change and reform, they are also apprehensive of the fact that such a process may in fact devalue their own status and educational achievement. The issue of English language as-a-medium-of-instruction particularly conjures up fear and uncertainty among those who are not confident enough in their skills in that language. The fence-sitters are non-committal on all issues. They are ready to give a benefit of doubt to the reform process. Therefore, in order to address the concerns of all groups, the imperatives for the reform process are to provide measures of educational security, operational confidence, and motivational impetus.

The beneficiaries, that is, the learners, are also concerned. The majority want immediate action. They want to see themselves in the content of education. The minority for whom the existing programme

10 CONSULTATION ON CHANGE

was designed in the first place fear they may lose their image, culture, language, religion, in fact, their Europeanness! The challenge of reform is to create a curriculum balance that provides a mirror image to all the learners! Education, broadly understood, is a preparation for life. At the end of the day the young adults will have to find careers, occupations, and income generating jobs. The education content should, therefore, inspire confidence in the potential employers. With the current Matric mania so pervasive in the employment market, parents and employers view any qualification which is not Matric-based with disdain and suspicion. The imperative of reform in this regard is to identify reform initiatives that engender the trust and confidence of potential employers!

ISSUES

The broad issues for reform are encompassed in three educational questions:

- What to teach?
- Whom to teach?
- How to teach?

The content of our current teaching programme has attracted negative comments. The programme is said to be too academic, irrelevant, non-uniform, and unbalanced. This is particularly applied in reference to township, rural, black schools. The question of what to teach is, therefore, very much a central issue in our reform process. Essentially the challenge is to decide what knowledge is worthwhile. Curriculum as a course of study broadly understood is a selection from the existing knowledge, experiences, skills, and values of the current society. This is a problematic issue. It requires a consensus among the educational constituencies about the instructional priorities. This conference is an attempt to initiate the consultative processes necessary to national consensus development. In order to arrive at such a consensus there should be agreement among educators, parents, and potential employers as to what constitutes good education. Gordon Kirk, in his seminal booklet, *The Core*

Curriculum (1986), identified the following features as central to standards in curriculum:

- Relevance to adult life.
- Promotion of the democratic community.
- Balance in its provision for different forms of knowledge.
- Transparency and accountability in its methods.
- International comparisons.
- Creation of coherence in the curriculum.

A good educational programme should promote the democratic value; prepare the learners for an adult life; should be comprehensive enough to introduce learners to a variety of models of inquiry and investigation; should be transparent in accountability as far as the education profession is concerned; should enhance the characteristics of an educated society as understood internationally; and should provide a coherent and progressive educational experience. Kirk (1986, pp. 80-85) lists the following criteria as conditions that have to be met in order to ensure that the curriculum framework is set in an appropriate context:

- A national curriculum framework should be determined by central government after the normal democratic process of consultation;
- The centrally determined core curriculum should take the form of a statement on the overall structure of the curriculum rather than a detailed specification of syllabus content;
- The national curriculum framework should be derived from, and relate directly to, a set of general educational objectives which involve the skills, the understandings, the dispositions and values required for life in a democratic society;
- A national curriculum framework should reflect a defensible categorization of knowledge and forms of disciplined activity;
- A national curriculum framework should make provisions for pupil choice and should maximize opportunities for directed learning;

12 CONSULTATION ON CHANGE

- A national curriculum framework should include a strategy for taking account of variations in the rates at which pupils learn;
- A national curriculum framework implies a national system of assessment and certification; and
- A national curriculum framework requires that appropriate procedures are adopted at national and local educational authorities and school levels.

These criteria, taken into the context of our national and educational milieu, are adequate to guide us in responding to the question: What to teach? In my view, these criteria ensure that the learning experience is properly planned, implemented, and evaluated.

The issue of equity and equal opportunity for all is central to our democratic society. Our immediate answer to the question: Whom to teach?, should be an unanimous: We must teach all! This answer has serious implications for our current school situation. The problems of access to schooling are intense. In the first term of this year enrolment is estimated to have gone up by 21%. In the region of Ovamboland alone, enrolment has jumped from approximately 191,906 to 233,051. There is still a backlog of some 4,000 learners seeking placement. The other challenge is how to effectively use space in the former white administration schools. A survey will be conducted to determine whether space in those schools is being effectively used in accordance with our *Educational Directive* of November, 1990, which required that a minimum number of learners in a normal class should not be less than 25. If schools are found to be ignoring this directive, sanctions may have to be applied. Eventually, access will have to be enhanced by physical expansion of schools. This undertaking can only be effective if communities, themselves, are involved in the creation of physical facilities. A process of community involvement in school affairs will have to be put into motion. Access by all to schooling is a requirement of our democratic society.

Improvement of learning and learning outcomes will enhance economic opportunities of all the Namibian youth. It is shameful to record the wastage in our school system: drop out rates at the primary

level range from 20% to 30%; between junior and senior secondary levels, 60%; and at Matric, almost 80%. Repetition rates and low academic features are other unacceptable features of our educational experience. This partially explains why our educational enterprise is so expensive compared to the number of scholars enrolled. The reform process should directly address these issues. Improvement of teaching should be enhanced alongside the reform of the educational content and improvement of access. This can only take place with the improvement of teacher competencies, supply of appropriate learning materials, and creation of a generally good learning environment in schools. These are the critical imperatives of reform.

ULTIMATE GOALS

The ultimate goals of the reform and renewal process are to:

- Promote equity;
- Enhance efficiency; and
- Improve quality of educational provision.

This conference will go a long way to help us achieve these goals.

Reference

Kirk, G. (1986). *The Core Curriculum: Changing Perspectives in Education*. London, UK: Hodder and Stoughton.

3

Keynote Address

BASIC EDUCATION: THE POST-INDEPENDENCE ZIMBABWEAN EXPERIENCE

**Minister of Education and Culture, Zimbabwe
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INTRODUCTION

It is my pleasure and honour to address you in this important conference, whose deliberations will, no doubt, have a significant impact on the future of basic education in Namibia.

Zimbabwe and Namibia share many similarities, including the inheritance of education systems designed to serve the interests of colonial masters, and which failed to fulfill the needs and aspirations of the vast majority of the indigenous populations. It is thus my sincere hope that this presentation, which will focus on Zimbabwe's

Previous Page Blank

16 CONSULTATION ON CHANGE

experience in transforming its education system, will provide a relevant and appropriate stimulus for the conference deliberations.

To put my presentation into context, I will start by making a few observations about the concept of basic education.

Basic education may be seen as the first organized step to provide skills in literacy and numeracy and essential knowledge that help a person in becoming more self-reliant.

In other words, it refers to education intended to meet the most fundamental learning needs, and forming a solid foundation for the subsequent learning. It includes not only formal primary (and possibly some secondary) education, but also non-formal education, with vigorous literacy and general knowledge programmes for youths and adults outside formal education systems. And of course, it should have a strong early childhood education base to ensure that precious formative years are not wasted.

Not only is basic education a fundamental human right, it is also a requirement for politico-socio-economic development and crucial for improving the welfare of the individual, enabling him/her to learn independently and tackle a wide variety of problems.

QUANTITATIVE EXPANSION

In Zimbabwe, basic education extends from early childhood education to the first two years of secondary schooling, and includes all forms of non-formal education. Realizing the importance of education at independence, Zimbabwe embarked on a deliberate, concerted effort to make basic education available to its citizens.

The Early Childhood Education and Care programme which targeted all children below five years of age, regardless of the location and socio-economic background, was put in place. Centres for this programme provide a safe place for creative, constructive and educational play, allowing time for parents, particularly mothers, to actively participate in important national development tasks. The programme trains its own teachers and supervisors, and has

developed standardized pre-school curricula. To date, there are over 7,000 centres catering to about 280,000 children.

The number of primary schools increased from 2,401 to 4,504 between 1979 and 1989 with an increase in enrollment from 0.8 m to 2.2 m. Secondary schools increased from 177 to 1,504, with enrollment increasing from 66,000 to 700,000 during the same period.

To cater to the educational needs of those outside the formal system, my Ministry set up a division of Adult and Non-Formal Education with two components — the Adult Literacy and Mass Education Section, and the Adult and Distance Education Section. A literacy strategy involving basic literacy, post literacy, and various training programmes for relevant personnel has been drawn up by the Adult Literacy and Mass Educational Section in cooperation with other Government organizations. Functional education, which includes peasant education, primary health education, environmental education, workers' education, population/family life education, and cooperative education, is emphasized.

Basic literacy and functional classes have been established at primary schools, where a trained teacher is tasked with supervising literacy tutors, record-keeping, and programme monitoring and evaluation. Rural adults have been the main target, given the history of rural neglect by successive colonial governments. Women, in particular, have received attention, recognizing that this is a potent force for transforming society. Enrollments in adult literacy classes increased from 6,879 in 1980 to 24,350 in 1988.

The Adult and Distance Education section is responsible for those outside the educational mainstream who want to acquire formal academic qualifications. This section is responsible for the management of afternoon/evening classes, which are based at established schools, thus making optimum use of existing facilities. A trained and experienced teacher is given the responsibility of superintending these classes at each school. These classes have proved extremely popular with workers and currently cater to over 30,000 students.

Study groups also come under the purview of this section. These provide a low cost, alternative form of secondary education through distance education materials provided mainly by private correspondence colleges. The study groups are supervised by mentors who are paid by government.

Since 1979, the enrollment in these groups has increased by 344%, from 6,347 to 28,154 in 1989. The section also pilot-tested an innovative programme — the Zimbabwe Integrated System of Secondary Education (ZZISSE), whereby children attending study groups receive 50% face-to-face teaching and 50% distance education. The results of this experiment have been most encouraging, opening the possibility for wide scale implementation.

QUALITATIVE IMPROVEMENT

So far, I have only covered issues relating to increasing accessibility to basic education. What about the quality of basic education in Zimbabwe? As you will all agree, providing educational opportunity is one thing and providing a meaningful, quality education is quite another. This fact is fully appreciated in Zimbabwe and present efforts are geared towards ensuring basic education that fulfills both individual as well as national development needs. These efforts, particularly as they relate to the curriculum and materials design/development, teacher training and supervision, medium of instruction, and assessment, will now be examined.

Educational content has changed in Zimbabwe along the following lines: greater emphasis on science and technology; linking education with production; greater linkages and references to the African and national situation so that knowledge can be applied to local conditions; a more hands-on, practical, experiment-based approach; greater reference to universal modern developments in education, which had been isolated from international developments since UDI (unilaterally declared independence) in 1965; and linking knowledge and skills to the politico-socio-economic set-up.

CURRICULUM DESIGN/DEVELOPMENT

Realizing the crucial role of the curriculum in any education system, my Ministry set up a unit under head office control – the Curriculum Development Unit (CDU) — tasked with translating Government policy on primary and secondary curriculum into operational objectives, programmes, and activities. The main functions of the unit include syllabus design and revision, the development of teaching and learning materials, the promotion of creative teaching and learning methodologies, the organisation of courses on curriculum matters, the testing and evaluation of the curriculum, and research into curricular issues.

Since, in a situation like ours, a syllabus constitutes the legal framework for the development of detailed teaching and learning activities, its formation and revision must be in line with government policy, whilst following universal educational principles and responding to the developmental needs of society, as well as the requirements of the productive sectors of the economy. For these reasons, CDU works in close consultation with national subject panels in all its syllabus development activities. National subject panels include representatives from the Ministry's Head Office sections responsible for examinations, supervision and non-formal education respectively, regional education offices, schools, teacher training colleges, teacher organisations, the University of Zimbabwe, and relevant Ministries. Where need be, one or two outstanding specialists are also co-opted.

Among other things, national subject panels are responsible for ensuring that syllabuses have appropriate content, incorporate sound pedagogical principles and methodologies, enable the development of suitable knowledge, skills, and experiences for meeting Zimbabwe's developmental needs, are culturally relevant, and are responsive to the country's manpower needs.

Syllabus renewal in Zimbabwe can be initiated by any relevant institution organization, such as the CDU or other Ministry sections, teacher associations, commercial/industrial bodies, or the university. Once an initiative has been accepted by the subject panel, the usual process involves research work by panelists, the preparation of a draft

syllabus by the relevant CDU team, the convening of a series of panel meetings to refine and approve the document, scrutiny of the document by all the CDU team leaders, and lastly, scrutiny by the Ministry's top policy makers. It is our strong belief that one way of ensuring good quality curricula is to democratize the curriculum design and development process.

Since Independence, new syllabuses have been developed at primary, Junior Certificate, and 'O' levels. 'A' Levels have not yet been tackled.

Curriculum Materials

It is widely agreed that one of the most effective investments in educational quality is a sufficient supply of well-written and properly designed instructional materials. Bearing this in mind, three sections in my Ministry — the Curriculum Development Unit, the Adult and Distance Education Section, and the Adult Literacy and Mass Education Sections — have been tasked with the responsibility of producing low-cost but effective printed materials for schools, study groups, and adult literacy programmes, respectively.

The Ministry materials produced for schools, which include textbooks, study guides, and teacher's handbooks and resource books, have had quite a positive impact. Thanks to the financial support of such donor agencies as SIDA, UNICEF, and USAID, many schools which could not possibly have afforded the more expensive materials available on the local market, have benefited immensely.

We are fortunate in Zimbabwe in having a very strong private publishing sector for educational materials. This has resulted in a healthy, competitive spirit, and has afforded schools a wide variety of choice. There are, however, some governmental controls: all textbooks, study guides, and accompanying teachers' materials have to be approved by my Ministry before they can be used in schools.

This helps to ensure syllabus direction and quality in general, while allowing innovation and diversity in approach. Further, to help

schools in making choices, an 'Essential Book List' is produced and distributed to schools every two years.

While the main emphasis in the productive efforts of my Ministry is on printed materials, other curricular materials have not been neglected. The Curriculum Development Unit has been very active in designing and developing basic science and technical subjects kits for use in secondary schools. The now well-known Zim-Sci Kit has been particularly successful in achieving its goal of making science teaching possible to a much wider clientele than would otherwise have been the case. At the primary school level, there are plans to equip schools with a basic, multi-purpose teaching/learning kit. This, hopefully, will encourage the use of more learner-centred teaching approaches, as opposed to the all too common chalk-and-talk methods.

Education With Production

Zimbabwe has experimented with the concept of education with production linked to ensuring that school leavers are employable/employed after leaving school. To this end, the Zimbabwe Foundation for Education with Production (ZIMFEP) was set up as a Government sponsored NGO, to spearhead the programme. To date, nine education-with- production schools have been established, and a further 300 associate schools have production projects.

Teacher Training

An important and vital factor affecting learning achievement is teacher quality, as even the best designed curriculum can be easily rendered useless by a poor teacher, hence the need for thorough training. Because of the massive educational expansion at independence, Zimbabwe experienced (and still is experiencing) a shortage of trained teachers. In response to this, enrollment in existing conventional teacher training colleges was expanded and new colleges were established. In addition, the Zimbabwe Integrated Teacher Education Course (ZINTEC) was introduced. This was aimed at accelerating the production of trained teachers. Trainees in this programme spend most of their time in schools under the close

supervision of the head of the school, the district education officer, the education officer, and college lecturers. The trainees are provided with distance education materials.

All these efforts, however, failed to meet the demand for trained teachers, so that to date, almost 50% of secondary school teachers and about 40% of primary teachers are untrained. The seriousness of the situation has forced us to come up with yet another programme—the Associate Teacher Programme (ATP), funded by the Kellogg Foundation. This programme aims at equipping untrained primary teachers with basic teaching skills during school holiday courses. Such skills include syllabus interpretation, scheming, planning, testing, marking, and methods/principles of teaching. So far, results appear to be very promising and efforts are underway to implement the programme nationally.

To ensure that teachers can interpret and implement syllabuses effectively, and that they keep up to date with new teaching methods, inservice courses are conducted regularly by Curriculum Development Unit officers, with the assistance of some subject panelists.

Supervision

Measures to improve the quality of basic education can only succeed where managerial and supervisory support is strong. Because of expansion pressures at independence, however, many inexperienced heads were given the responsibility of managing schools. To ensure standards, my Ministry put in place a vigorous and sustained inservice education and training programme which was funded by SIDA. We opted for the cascade approach, whereby the Standards Control Unit — a head office section — organized and conducted courses for regional and district supervisors. These supervisors are in turn charged with the responsibility of inservicing heads to improve their administrative and supervisory skills. The heads are expected to run school-based and school-focused staff development programmes that address the school's training needs. The aim is to create a culture that promotes competence and excellence at the school level. To date, many regional and district supervisors, school heads, and their deputies have gone through this programme. The

result has been a marked improvement in the way schools are managed.

However, supervision and management are still seen as areas of weakness. Efforts are being made to provide distance education degree courses for supervisors and heads in addition to the short inservice courses that have been the norm.

Medium Of Instruction

As a matter of national policy, Zimbabwean children in the first three years of primary schooling are taught in their mother tongues, while English is taught as a subject. The situation changes after the first three years, when teaching is expected to be in English, which is also taught as a subject. The use of the mother tongue as a medium of instruction in the infant grades not only makes common, but also pedagogical sense.

In pursuance of a multi-media approach, the use of radio as an instructional medium is gaining importance in Zimbabwe. In this connection, a special radio channel has been set aside for educational broadcasts. My Ministry's Audio Visual Services section regularly broadcasts radio lessons to primary schools using this channel. In addition, the Non-Formal Education Division will soon be producing and developing radio programmes that are interactive, motivational and instructional.

Plans are also underway to use video as an instructional medium. The idea is to produce teaching/learning video cassettes at the Audio-Visual Services for distribution to regional resource centres, where schools can use them.

Assessment

The functions of my Ministry's Examinations Branch, the unit responsible for examinations, have been expanded to include research, test development, and evaluation. The idea is to ensure that technically correct and valid examinations are used.

There are two national examinations at the basic education level — one at the end of primary schooling and the other at the end of the

first two years of secondary education. Having lost their pre-independence role as screening devices, these examinations now play important roles such as motivation of teachers and learners, curriculum evaluation, and monitoring achievement at school, regional, and national levels. Thus the cost of running these examinations appears justified.

Zimbabwe is in the process of localizing the 'O' Level examinations. So far the syllabuses and marking of the examinations have been localized, but the setting, printing and processing of the examinations are still done by Cambridge.

CONCLUSION

While Zimbabwe has made some notable strides towards achieving basic education for all, there is definitely no room for complacency.

To begin with, the inadequacy of financial resources has limited the success we had hoped to attain, particularly in terms of quality. Zimbabwean parents have already provided huge resources to enable the democratization of education to take place.

The Government, for its part, has also devoted a high proportion of the budget to the education sector. However, our adoption of the structural adjustment programme precludes the possibility of significant additional public funds for the education sector in the near future. We may thus be forced to introduce cost recovery strategies which, in turn, will reduce educational opportunity. However, disadvantaged groups in our society, like girls and poor rural folk, will continue to be assisted financially by government.

Limited financial resources have also made it difficult to supervise schools and non-formal programmes as regularly and as effectively as we would have liked. This has led to some erosion in quality.

Furthermore, the supply of teaching/learning materials which are critical to learning achievement has not been adequate. Worst hit are rural schools, particularly those in the more remote areas. Ironically, it is these very same schools which need the materials most, as they tend to have the worst qualified teachers.

Notwithstanding these problems, Zimbabwe, like many other African countries, is determined to make basic education for all an attainable goal. To ensure quality, there is need to continue to explore new strategies with determination and purpose.

Low-cost, but effective delivery systems, appear to be the answer. The ZISSE experiment showed that a combination of face-to-face teaching and distance education has possibilities. So has the use of alternative instructional media like video and interactive radio, which my Ministry is already exploring.

In conclusion, to provide quality education for all not only requires an infusion of adequate, well-managed human, material, and financial resources, but a strong will and determination on our part. Donor assistance, while important and sometimes even critical to our efforts, is not the panacea for all our problems.

4

LEARNER-CENTRED EDUCATION

Robert M. Morgan

Namibia is about to embark on a reformation of its national education system, and many other countries — including the United States — are also talking seriously about restructuring their educational programmes. I've been involved in efforts to change and improve education for the past thirty years. In these three decades I've seen many abortive attempts and failures and a few successes. And there is much to be learned from both the successes and the failures. This morning I would like to review some of these improvement efforts to see what relevance, if any, other countries' reform efforts have for Namibian education.

At the outset let's recognize that education is an extremely complex phenomenon. It has built-in mechanisms for resisting change, as does any long-established organization. All citizens have a major stake in education; for better or worse, all adults are products of the educational system. While acknowledging the faults and weaknesses

Previous Page Blank

of their schools, most parents are understandably suspicious of any proposals to substantially change the schools they know. Political leaders and educators share these concerns because, while it is impossible to have improvement without change, you can have change without improvement.

I've often wondered what would happen if suddenly our national education systems – which have evolved through the years – should suddenly disappear. Would a society confronted with the task of building a totally new educational programme from point zero, plan, design, and build a system like the one we have now? I doubt it! But this is fantasy. We have schools which are not going to go away. And our task is, taking them as they are, to make them better; to make them more responsive to the needs of each child and responsive to the long term needs of society. And we can't stop the educational process while we figure out what needs to be done.

I would assert that there is no nation in the world which has an optimum educational system – where "optimum" is defined as providing the highest quality education to the greatest number of children, with the resources realistically available to the nation. Clearly some nations provide better education than others – at least in some areas. Despite this I don't believe that any country's schools are good enough to justify their being copied by any other country.

Bob Branson has made a persuasive argument that educational systems, at least in developed countries, are performing at nearly maximum effectiveness as they are presently configured (Branson, 1988). He cites the history of aviation development to make his point, observing that by the late 1940s, the propeller-driven aircraft was performing at the peak of its effectiveness in terms of speed, payload, and fuel efficiency. This condition could not be improved until a fundamental change was made in the design of the airplane, with the introduction of jet engines. With this innovation, there was a major breakthrough in efficiency and effectiveness. Branson argues that instructional delivery must experience similar dramatic change in order to significantly improve student achievement and instructional efficiency.

Probably no one at this conference would argue that Namibia's schools are operating at the upper limit of their efficiency and effectiveness. Despite this, would it be prudent for this country, in quest of improved education, to replicate the education systems of the U.S. or Europe, when those programmes, operating at their upper limits, have been judged by many to be deficient in meeting the needs of the citizenry of those nations?

What may make more sense for Namibia is to look for trends in educational development in other places that may, with appropriate adaptation, have application to the reform process in this country. I don't believe there are a great many such trends; and the ones there are tend to be isolated and not well publicized. One trend in world education that does appear to have positive effects on student achievement is what is often referred to as "learner-centred instruction."

What is learner-centred instruction? What does it look like in the classroom? How does it make better use of the principles of learning? How is it developed? What difference does it make in student achievement? Most traditional instruction is not, in fact, learner-centred; rather, the focus is on the teacher and the ritualized processes of education.

In building learner-centred instruction, one starts with the questions: When the teaching is finished, what do we want the child to know? What do we want him or her to be able to do? What values and attitudes do we want the child to have? These questions should not be answered quickly or casually because the answers set the purposes of a national education programme and are the determinants of the instructional processes.

Answering these questions is part of the initial analysis phase of the improvement process. A second part of the analysis is to carefully study the population of students. They will distribute themselves on almost any dimension — learning readiness, intelligence, motivation, etc. — in a normal way. When teaching/learning processes are to be developed, these variations among individuals must be taken into account.

The third part of the analysis examines the range and nature of instructional resources either already, or potentially available. These could include: the differing roles the teachers can play in the classroom; peer teaching; expanded involvement of the family; instructional materials; technology, such as radio, video, or computers; and learning resources away from the school – in the community, the churches or the home.

Clearly, not every community or nation can afford everything on this menu of resources. In the design phase of the improvement process, an estimate is made of which of those resources which are affordable and available. And which are most suitable for use by the teachers already in place, to best accomplish the learning objectives with the target population of youngsters. With open and equal access to basic education, the entry characteristics of the students are essentially unalterable variables. While each child must make some accommodation to the realities of the classroom, the teaching/learning process should be designed to accommodate the learners much as possible.

The next step following the design phase is the development phase. Here the instructional programme is developed; instructional materials and processes are put together. Then the programme is tried out in representative classrooms to determine how successful it is in achieving the educational objectives that have been defined. For those objectives not well taught, the instruction is revised and tried out again. This is the evaluation phase. This iterative evaluation process of development, tryout, and revision is the last phase in the instructional improvement process. When the new instructional programme has been shown to be instructionally effective, and manageable by ordinary classroom teachers, it is then ready for wide-scale implementation.

A key feature of student performance evaluation in learner-centred instruction is that it is "criterion-referenced," rather than "norm-referenced." That is, the success of each student is measured against a set standard, not against the performance of his classmates. For example, with criterion-referenced student assessment we are

interested in whether or not, and how well, a student can read, not that he or she reads better or worse than the other students.

The five steps in the instructional development process — analysis, design, development, implementation, and evaluation — will result in learner-centred, competency-based instruction, the instructional validity of which has been empirically demonstrated.

In building a new instructional programme this way, the process is incremental, with evaluation being made of each element of instruction as the step-by-step process unfolds. The building of a true learner-centred curriculum takes more time and money than just buying textbooks and hiring teachers. The good news is that the per-student recurring costs of operation of the learner-centred programme don't have to be more expensive than a traditional instructional programme.

Now let me briefly describe some examples of development and implementation of learner-centred instruction.

LEARNER-CENTRED APPROACHES: PHILIPPINES, INDONESIA, LIBERIA

Perhaps the strongest incentive in the developing world for trying out learner-centred, innovative instructional products and processes as alternatives to traditional instruction has been the shortage of formally qualified classroom teachers. One of the earliest and largest applications of the systems approach to instructional development, mounted in the early 1970s, was Project IMPACT (Instructional Management by Parents, Community and Teachers). IMPACT is important for a number of reasons, but particularly because its conceptualization grew out of a regional organization chartered specifically for the development of innovational educational practices (INNOTECH), and because it was eventually tried out in varying forms in several different countries — the Philippines, Indonesia, Malaysia, Jamaica, Liberia, and Bangladesh. An excellent historical review of the development and implementation of the

IMPACT type programme has been done by Cummings (Cummings, 1986).

The six national applications of the IMPACT concept varied according to the needs of the individual countries, but basically all were attempts to respond to rapidly growing school enrollments and limited educational resources. From the outset, one principal aim of IMPACT was to change the ratio of students from the usual 30- or 35-to-one to 150-to-one, without any reduction in accomplished learning.

The Indonesian version of IMPACT, called Project PAMONG, was developed over a several-year period, and was intended to respond to an anticipated serious shortage of primary level teachers (Nielsen, 1982a, 1982b). The instructional materials in Project PAMONG were similar in many respects to programmed instruction, which was developed in the United States in the late 1960s. Learning objectives were operationally defined in terms of observable learning outcomes. Instructional sequences were developed for these objectives and tried out with samples of learners drawn from the population of intended users. The materials were accompanied by self-administered learning progress tests which provided feedback to the students and the teachers. The materials and teaching strategies were revised based on learning data until satisfactory and predictable achievement levels were obtained. Unlike conventional programmed instruction, the PAMONG lessons were generally used by small groups of students rather than in an individualized mode. In any case, the teaching/learning processes were learner-centred and were not dependent upon the continuous intervention of the teacher. Both the development processes and the instruction were logical and systematic, and equally important, they were empirical.

Evaluations demonstrated the effectiveness of the PAMONG approach (Papagiannis, Klees, & Bickle, 1982). Children's learning in the PAMONG schools compared favourably with learning in conventional schools, and teachers were able to handle larger than usual numbers of children in their classrooms, and also accommodate multiple grade levels. A ratio of 50 or 60 students of varying grade levels to one teacher was not unusual, although the projected

150-to-one ratio was not realized. Even so, there was clear evidence that efficiency had been improved with no loss in quality (Nielsen & Barnard, 1983). However, during the several years of the PAMONG development effort, the significant shortage of teachers in Indonesia did not materialize. Growth in the teacher training programmes and improved teacher recruitment effectively obviated the problem, with the consequence that the operational use of the PAMONG programme has been largely restricted to the remote rural areas of Indonesia. Presently, several hundred such schools are using the PAMONG approach to teaching.

In 1979 the Liberian Ministry of Education decided to mount its own version of Project IMPACT with assistance from the U.S. Agency for International Development. In Liberia the project was called "Improved Efficiency of Learning" (IEL). As in Indonesia, the IMPACT approach was modified to be more responsive to the Liberian situation. For the first two-and-a-half years of primary school, the programmes were designed to be teacher presented, but in a programmed instruction format. In the instructional situation the teacher presented oral instruction according to structured guidelines, which required a great deal of student responding, with the teacher providing feedback to the group. In the remaining primary grades, and after the students had acquired functional reading skills, learning took place in small groups led by a designated student leader. Again, the instruction was logically organized in programmed format.

The IEL programmes were designed to promote specific learning objectives in each course of instruction, and were tested with groups of students and revised according to need. The IEL programmes were evaluated both during and after the development phase (Harrison & Morgan, 1982; Kelley, 1984a, 1984b). Generally, the evaluators found the IEL approach to be instructionally effective and more efficient than the traditional classroom approach. Perhaps the single greatest advantage of IEL was its reduced dependency on the qualifications of the classroom teacher. This was of significant value in Liberia given the severe shortage of qualified teachers in the national system.

With the level of projected enrollments and breadth of use of the IEL programmes in Liberian schools, Windham predicted a cost efficient use of IEL (Windham, 1983 a-e). By 1985 the development phase of IEL was essentially completed and the government faced the decision as to the operational implementation of the programmes. The implementation decision was confounded by a parallel development effort which the Liberian government had undertaken with support from the World Bank that involved the acquisition of traditional textbooks for primary school use. Some Liberian educators believed the IEL approach was incompatible with the use of conventional texts and, indeed, IEL had been designed to "stand-alone," without dependency upon other instructional materials. The national implementation phase was delayed pending a resolution of this apparent incompatibility, and in 1986 an independent study was undertaken to determine the feasibility of integrating IEL programmed learning with texts and other conventional elements of instruction. (Morgan, et al., 1986). The study team concluded that the integration of IEL and the textbooks was not only possible but highly desirable, and recommended a series of steps to accomplish the integration.

KOREAN ELEMENTARY SCHOOL IMPROVEMENT

The first large-scale system analysis and planning effort where major improvements in educational efficiency was the intent, was undertaken by the Republic of Korea beginning in 1970 (Morgan & Chadwick, 1971). Confronted with a rapidly expanding and diversifying economy and an insufficient supply of trained manpower, Korea needed to modernize and expand its education system. The country was already devoting 20% of its national budget to education and, with the military defense posture it needed to maintain, it could not increase its overall funding for public education. An interdisciplinary team of specialists from Florida State University was invited to conduct a comprehensive analysis of Korea's total education programme to see if means could be found to increase the efficiency of the education system so that enrollments could be expanded without increasing the total expenditure. Analysis

and planning professionals involved in the effort included specialists in instructional systems design, teacher training, educational administration, economics, manpower planning, and educational technology.

The analysis and planning took seven months — three months gathering information about the national system and four months analyzing the data and developing recommendations and a plan of action for the Korean government. The elementary and middle schools were recommended as the targets for major improvements and enrollment expansion. A new instructional delivery system was described, which was predicted by the team to be qualitatively equal to the existing programme and capable of reducing unit costs enough to permit the enrollment of all children of elementary and middle-school age. This would result in an enrollment increase of nearly a million children at the middle-school level. Korea had already attained nearly universal enrollment at the elementary level.

Included in the team's report was a plan for a development project utilizing the Instructional Systems Design approach for the design and tryout of a new learner-centred curriculum. The plan estimated the costs for developing and demonstrating the new programme, and the costs of implementing and operating it on a nationwide basis if it were to be demonstrated successfully. Also specified were the time and resource requirements for the project and specifications for a national educational development institute which would have the responsibility for developing and testing the proposed instructional delivery system. The government created the Korean Educational Development Institute (KEDI) in 1971 and work began on the project as the Institute was being developed (Morgan, 1979).

As parts of the new programme were developed, they were tested in schools and then revised based on learner performance. Through time, these parts were aggregated into larger blocks of instruction, and teacher training programmes were developed. By 1978 the entire elementary curriculum had been developed and was ready for a full operational test. It was implemented for a complete academic year in a number of representative schools throughout the nation and included nearly a quarter of a million children. The results, shown

Table 1.
**Fifth Large-Scale Tryout (1978-79): Comparison of Students' Final Achievement
 in all Subjects for KEDI's Experimental Schools and Traditional Control Schools
 Following Full Academic Year Implementation of New Instructional System**

	1st Grade		2nd Grade		3rd Grade		4th Grade		5th Grade		6th Grade		TOTAL		Diff* (K-T)	% Increase
	KEDI	Trad.	KEDI	Trad.												
Large City	89.4	83.2	78.8	68.1	78.3	71.3	75.0	66.0	76.9	69.3	78.6	63.5	79.5	70.2	9.3	13%
Small Town	86.5	78.1	83.5	68.5	81.6	68.6	79.5	58.7	84.2	66.3	86.2	67.6	83.6	67.9	15.7	23%
Rural	81.4	76.6	73.3	64.1	76.5	64.2	72.8	59.1	75.3	61.9	78.4	63.9	76.5	64.9	11.6	18%
Total	86.2	79.8	79.5	67.2	79.4	68.5	76.4	61.5	80.0	66.1	81.9	64.9	80.6	67.6	13.0	19%

Source: Korean Educational Development Institute.

*All differences significant (p. <.05).

in Table 1, were highly favourable, with the children in the learner-centred curriculum significantly exceeding in achievement those children in the control schools in every subject and grade (Shin, Chang, & Park, 1984).

The overall difference between the mean achievement of the two groups was nearly 20% in favour of children taught with the new curriculum. During the life of the project, the focus was deliberately shifted by the Korean developers away from reduced unit cost to an emphasis on qualitative improvement, although in the final analysis the annual per-student cost of the new programme was no more than that for conventional school programmes. More than a decade has passed since this project was completed, and in the ensuing years the national curriculum has undergone more updating and revision using the instructional design approaches that proved to be so effective in the late 1970s.

In 1981, a comprehensive evaluation of the Korean project was mounted by the U. S. Agency for International Development in cooperation with the Republic of Korea to determine the long-term impact of this developmental effort. The study reported that significant and enduring improvement had resulted from the project and with reference to the use of the Instructional Systems Development approach utilized in the Korean educational reform effort, stated the following:

The power of ISD has been amply demonstrated. However, prior to this project it had never been applied to large-scale educational problems in a developing country. KEDI's successful use of this technology and the results achieved suggest that a wider use of ISD is in order. ISD should have utility in sectors such as health, agriculture, or industry, and in other countries. The technology of ISD is fairly intricate to learn and use. The products of ISD — new instructional materials and processes — should be inexpensive and simple to implement. The value of generalizing the "soft" technology to other developing countries should be evident (Witherell, et al., 1981).

IMPROVING THE EFFICIENCY OF EDUCATIONAL SYSTEMS (IEES)

The U. S. Agency for International Development (USAID), the World Bank, other international donor agencies, and many countries, are now employing a refinement of the systems analytic approach first used in Korea, called an Education and Human Resources Sector Assessment (Cieutat, 1983). In 1984, USAID inaugurated a large, ten-year project called Improving the Efficiency of Educational Systems (IEES), which has involved a number of countries around the world – Botswana, Guinea, Haiti, Indonesia, Liberia, Nepal, Somalia, Yemen, Zimbabwe, and most recently, Namibia. Comprehensive educational sector assessments have been completed in all but one of these countries. Technical assistance for the IEES project is provided by a consortium of U. S. institutions that includes Florida State University, the State University of New York at Albany, and the Institute for International Research.

Efficiency improvement is presently underway, and for each country the focus of the developmental work has been derived from the sector assessment. Clearly, the countries participating in the IEES project differ in many ways, and their education problems and priorities are highly diverse. A major learner-centred curriculum development effort which utilizes the ISD approach is being undertaken in Botswana, with support activities in preservice and inservice training of teachers and administrators. In Haiti, where the majority of primary schools are operated by private organizations, work is under way to improve the quality of private schooling. The focus in Indonesia is on improving the analysis, planning, and information management functions of the central Ministry of Education and Culture. All of the countries are taking measures to improve their planning and management capacities.

An important lesson learned from the IEES experience thus far is the importance of close coordination of the analysis, research, evaluation, planning, and policy formation processes (Kaufman, 1988). When these functions are not linked, with one leading to another, the resulting fragmentation leads to ill-informed decision

making and education systems that are not as efficient as they could be.

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43-

5

KOREAN ELEMENTARY EDUCATIONAL REFORM

Unna Huh

In the late 1960s and early 1970s, the Republic of Korea faced enormous challenges in education. With the cessation of the war between North and South Korea, the country experienced unprecedented economic growth as it shifted from an agrarian to an industrial economy. The national drive for continued economic growth necessarily created an increasing demand for trainable manpower, and the education system at the time was not able to produce the manpower that was needed. Coupled with this national drive, the international phenomenon of knowledge explosion made the content and methods of education both irrelevant and obsolete.

In addition, other factors, such as population growth and the massive influx of foreign culture, added to the complexities of the existing educational system. A high rate of population growth, resulting in a

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much larger group of students to educate and teachers to be trained, served to intensify the problem. Sudden exposure to foreign cultures, particularly the modern western culture, created confusion in the traditional Korean Confucian society. All these forces made necessary a comprehensive review of the Korean educational system — its national goals and objectives, new abilities and values required of the Korean people, new directions for effective and efficient instructional methods, and better ways for training teachers and administrators.

A Long-Range Educational Planning Committee was established in 1970 to formulate the necessary measures for a national educational reform. One of its recommendations was to set up a national educational institute which would be responsible for educational research and policy studies. Through this effort, the Korean Educational Development Institute (KEDI) was established in 1972. In 1970, the Korean government requested the Learning Systems Institute at Florida State University to undertake a comprehensive systems analysis of the Korean educational system. The Florida State team made a wide range of recommendations directed at a major reform of the elementary and middle schools, and for vocational education. Their study reaffirmed the need for a national educational development capability. The FSU study resulted in an educational development loan from the U. S. Agency for International Development for the establishment of KEDI and, as the Institute's initial task, the development of a new basic education system.

The specific challenges facing the Korean education system were largely associated with the rapid expansion of elementary and middle schools, low cost effectiveness, overcrowded classrooms, lack of adequate teaching/learning materials, labor-intensive instructional methods, low levels of student achievement, marked regional disparities in the quality of education, and only marginal relevance of educational programs to the current and future needs of the nation. In 1971, while there were more than 6.5 million children enrolled at the elementary/ middle school levels, there were more than a million children in this age group who could not be accommodated in the nation's schools.

In 1973, nearly 19 percent of the total national budget was allocated to education, and about 85 percent of the educational budget was for primary and secondary education. Despite the heavy investment for these levels, few were satisfied with the outcomes of the educational system at that time. The national education system was regarded as inefficient and unresponsive to the demands of a rapidly developing nation. In order to respond to these challenges Korea undertook an ambitious national reform project to develop and implement a more efficient and higher quality educational programme for its elementary and middle schools.

This major and comprehensive reform plan was called the Elementary Middle School Development (EM) Project. This project was markedly different from the conventional patchwork type of reform programmes which had characterized past educational improvement efforts. The EM Project was planned as a systematic, full cycle of research, planning, development, field testing and demonstration, and diffusion activities. The initial and major task assigned to the new KEDI at the time of its inception was to carry out the EM Project.

The purposes of the EM Project were focused on Korean ideals and objectives. KEDI team undertook a careful analysis of national educational needs and priorities. With widespread involvement of people at all levels throughout the nation, the nation's educational goals and purposes were reexamined in light of the nation's current realities. Derived from this process of needs analysis was a catalog of instructional objectives for all subjects and grade levels. The resulting objectives reflected the data gathered from research studies by Korean educators, the perceptions of leading educational authorities of the nation, and the FSU study team report and its recommendations.

These objectives were defined as follows:

- Development of new curricula that reflects Korean national ideals and needs. The new curricula should have balance in terms of the cognitive, affective, and psychomotor domains. Also it should

reflect modern knowledge and technological development and applications.

- Improvement of achievement level of all children.
- Improvement of higher level cognitive ability, such as problem solving and creative thinking processes.
- Reduction of differences between rural and urban areas in terms of student achievement level, educational opportunity, and instructional processes.
- Increase of the cost-effectiveness of the education system.
- Increase of the accountability and credibility of the educational system to the general public in order to obtain greater support for the national education system.

PLANNING FOR AN ALTERNATIVE EDUCATION SYSTEM

With the goals and objectives clearly identified, the KEDI team designed the detailed instructional development plan which would enable the achievement of these objectives. The project plan called for the design and development of the following educational system components: (1) a totally new curriculum; (2) an effective and efficient instructional delivery system; (3) an efficient school administration and management system; (4) effective and relevant learning materials; (5) an effective evaluation system; and (6) coordinated teacher training systems.

Now let's examine in more detail each of these several important education system components.

Design and Development of a New Curriculum

The new curriculum should reflect, and lead to the attainment of, the national educational goals and objectives. Thus, a detailed study and redefinition of educational goals and objectives began to lay the foundation for the new curriculum. These studies, carried out by the KEDI as the first stage of the project, were an effort to identify and

translate the values of Korean society into the education system. This was done through seminars and community meetings which involved a broad range of interested people. These groups reviewed the historical foundations of Korea's educational system, the broad purposes which were described in the Charter of National Education. They reviewed the definitions of value and moral education, student attitudes toward national referents, and teachers' attitudes toward the national identity. In undertaking these goal-setting activities, a broad spectrum of Korean society was involved, including educational leaders from the various levels of education.

In 1978 a KEDI publication described the following three dimensions of the educational goals.

Student level. (1) An increase in student achievement through a more effective instructional system that draws on up-to-date theories and research on learning and teaching: this presupposes that a variety of instructional materials and media will be employed to facilitate the mastery of learning objectives. The progress of individual student learning will be periodically monitored, and the results are to be fed back into the teaching learning process. (2) The development of rational and creative thinking that will enable young people to cope with new problems: individual learners will be provided with more learning experiences to stimulate higher mental processes such as problem solving, critical thinking, and creative thinking abilities. (3) A shift away from memorization and rote learning, with major reliance on the text book, to more experiential learning relevant to current needs: individual learners will be provided with a broader range of learning experiences for the acquisition of productive skills and knowledge that are particularly needed for national development, and internalization of values and attitudes. (4) Instruction tailored to individual needs and abilities of students, to provide for meaningful learning and a sense of achievement: individual learners will be provided with more opportunities for self-directed learning. Learners will be given opportunities to remedy their deficiencies through supplementary learning and with flexible grouping.

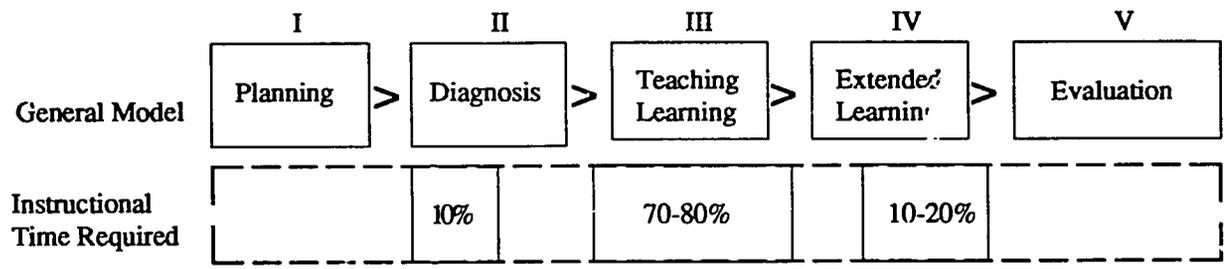


Figure 1. General Model of the KEDI Instructional System, KEDI, p. 17.

School level. (1) An improvement of school management through the application of modern management techniques utilizing systematic planning of activities and their evaluation on a periodic basis. (2) A reduction of teacher workloads that will permit greater attention to individualized instruction, research and inservice training, and improvement of teaching competencies.

National level. (1) Decrease in regional disparity in terms of educational quality and educational opportunity. (2) An increase in the rate of return to the nation from the investment (higher cost-effectiveness) in its educational programmes — a return that is measured by more effective outcomes of schooling. (3) Decrease in the financial burdens on parents and and increase in the accountability and credibility of the education system. (4) Educational opportunities will be enlarged for youth and adults.

Planning Stage. The planning stage is composed of three activities: task analysis; lesson planning; and the development of an instructional management plan. KEDI's research team conducted the task analysis and distributed the results to individual teachers in the form of a detailed teacher's guide. The task analysis included the identification of: (1) the terminal learning objectives; (2) the subordinate and intermediate objectives; and (3) the structured learning tasks.

The teacher should have a clear understanding of the objectives and the structure of the learning task through careful study of the teacher's guide. Teachers are also supposed to finalize the lesson and management plans. Lesson plans are included in the teacher's guide, but teachers need to make some modifications so that they fit the characteristics of the community and the particular students in his/her class. In other words, the teacher should make detailed plans for student learning activities as well as for the teacher's activities, using the teacher's guide as guidelines. For the management plan, teachers should schedule time, classrooms, media, materials, and required personnel.

Diagnostic Stage. The purpose of the diagnosis is to identify students' deficiencies in the prerequisites for the learning task and to provide

them with remedial instruction before the actual lesson begins. Although it is not always necessary to have a diagnostic test at the beginning of each unit in all subjects, in science and mathematics such prior diagnostics testing is usually recommended. KEDI developed diagnostic tests and teacher's manuals to explain how the tests are to be used. On the basis of diagnostic test results, the teacher should provide appropriate learning experiences for each student. The students who have mastered previous learning tasks (mastery students) can help other classmates.

Students who have minor deficiencies (near-mastery students) can either study independently at home with programmed materials, participate in classroom workshops, or get help from more successful classmates.

Students who have serious deficiencies (non-mastery students) may have teacher-directed, small group, remedial instruction.

Teaching-Learning Stage. In this stage, actual teaching and learning activities take place and approximately two thirds of the total instruction time is spent in this stage. This stage normally includes three procedures: instruction, development, and elaboration.

Instruction. In this initial step, teachers present specific learning objectives using the teacher's guide, motivate students, relate prerequisites to the learning task, and clarify instructional sequences to set the stage for learning. *Development.* In this step, the content of the instructional sequence is actually presented to students. The presentation can be made through various methods. Possible presentation modes include: (a) teacher directed instruction such as lectures, inquiry learning, group discussion, problem solving, experimentation, and more; (b) teacher managed instruction such as programmed learning, observation, field trips, surveying, report writing, and skill learning through practices and small-group experimentation, discussion, and simulation; and (c) educational media such as instructional TV and radio. *Elaboration.* In this last step, the teacher summarizes what has been studied, ensuring student learning through practice and drill, and helping students make applications and generalizations from what they have learned.

Extended Learning Stage. In this stage, administration of formative tests, review of test results, classifying students into mastery, near-mastery, and non-mastery, and providing appropriate enrichment or supplementary instruction, according to individual needs, are the major activities. Formative tests are given to all students periodically, to identify particular learning difficulties and to improve instructional strategies.

Enrichment learning for mastery students can be done through programmed learning materials, survey and experimentation, special projects, or helping other students. Supplementary learning for near-mastery students can be done with programmed learning workbooks and/or small cooperative grouping for self-help. Supplementary learning for non-mastery students can be done also by programmed instruction, special materials developed for supplemental instruction, or by teacher-led small group instruction.

Evaluation Stage. The last stage of the instructional model is evaluation. In this stage, summative tests are administered to students for the purpose of evaluating each student's achievement on major instructional objectives in the cognitive, affective, and psychomotor domains, as well as assessment of any other unintended educational effects. It is suggested that summative tests be given after the completion of two to three instructional units. Teachers can construct a class profile of student achievement with the test results, by subject area or by grades.

Design & Development of School Management System

The School Management System Model was developed by KEDI, based on modern management theory and from the literature of management by objectives (MBO). The model has three components: planning, implementation, and evaluation. It is a comprehensive system that provides for the establishment of school goals and objectives, the setting of priorities for these objectives, the specification of how and when they will be carried out, and the development of a management plan and to determine how each objective is to be evaluated.

Planning. This step includes activities such as forecasting the possible events in the future, setting forth objectives, and laying out specific activities leading to the attainment of objectives.

Implementation. Activities in this step are organizing personnel and physical settings under which the planned activities are to be implemented, implementing the curriculum, and coordinating supportive activities.

Evaluation. Evaluation of the management processes and a determination of the extent to which the objectives have been achieved on the basis of the established criteria are the last steps of school management. The results of the evaluation are used in continuing planning and as a means of making appropriate changes in implementation. Throughout the entire process, decision-making is informed and made in terms of selecting performance guidelines to help individual teachers and classes effectively achieve the goals of schools. Decisions can be communicated via exchange of directions, opinions, and information among members and units of the school and with related organizations, to ensure effective coordination. Guidance or advice should be provided from the supervisory body to teachers in relation to improving their instructional activities.

Figure 2 shows the characteristics of the school management system, with the interactive relationships among the essential activities.

Staffing Structure. The new staffing structure is distinguished by strengthening the functions of master teachers. The master teacher is responsible for a cluster, comprised of a number of classes. The learning group or cluster varies in number of classes, depending on the situation. The larger clusters consist of four classes, the medium ones of three classes, and the smaller ones of two classes.

Management by Objectives. Management by objectives ensures that school management is implemented in accordance with the established objectives to increase the rationality and consistency of managerial practices. In rationalizing management, establishing basic educational goals on the basis of a wide range of sources is imperative. Thus derived, these educational objectives provide the

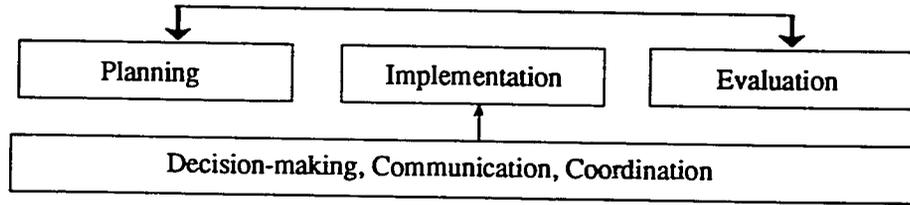


Figure 2. General Model of School Management, KEDI, p. 27.

basis for each school's being responsive to the supervision guidelines from the Ministry of Education and other administrative authorities. The needs of society and the nation, the needs of children, the problems facing the schools, and the evaluation results of management in the preceding year, are all taken into consideration. In the process of establishing the objectives, it is essential that all teachers and related personnel of the school participate. Once the management objectives have been set forth, they will provide the basis for the prescription of specific activities, which are subject to review and evaluation on a regular periodic schedule.

Grade Centred Management. Shifting away from the existing traditional school management practices, which centres around a single class, this system is designed to strengthen instructional management by grade, placing emphasis on the functions of the master teacher and the cluster of classes. The characteristics of grade-centred management are as follows: A management plan for each grade level is established and implemented; all classes at the same grade level engage in learning activities at the speed that allows for effective utilization of instructional television or radio; it requires coordination meetings participated in by all teachers at that grade level discussing curriculum operation, the management plan for their grade, progress, planning, and implementation of extracurricular activities and coordination of academic affairs.

Cooperative Instructional System. The cooperative instructional system encourages the teachers within a cluster to organize a cooperative team, which facilitates coordination among the classes and guides the learning activities. Its characteristics are: In the arts and vocational subject areas, departmentalized programmes within a cluster will be partially implemented. There will be some teachers who are exclusively responsible for these subject areas; specialized studies for the development of texts and learning materials among the individual teachers within the team is provided for; all children who fail to reach the mastery level are given supplementary programmes within the cluster; and all teachers within a cooperative team participate in daily meetings discussing the day's instructional and guidance plans and doing preparatory work.

Cooperative Learning System. A cooperative learning system utilizes a flexible grouping of students to facilitate learning through their interaction and mutual assistance. Each group or team varies in size, ranging from four to nine children. Grouping is based on achievement level, sociability, personality, sex, and other variables which might affect cooperation among them. The cooperative learning occurs in regular instructional activities, and in preview, review, performance of collective tasks, and extra-curricular activities.

Design and Development of Instructional Materials

All of the instructional materials are intended to facilitate the process of instruction by providing necessary teaching materials and information. These systematically designed materials are the major factor that distinguishes KEDI's instructional system from traditional instruction. There are two types of material – printed materials, and television and radio programs. The former includes teacher's guide, student workbooks, and student learning assessment materials. The type of materials offered varies with the stage of instruction. Figure 3 shows the relationship between the types of materials used in the different phases of the instructional model.

The teacher's guide specifies activities which a teacher is supposed to perform in his/her class. Included in the teacher's guide are general information, instructional objectives to be achieved, curriculum by grade and subject, specific information regarding how and what to teach, evaluation materials, and teaching aids.

There are sample design and reference materials for planning; diagnostic tests; remedial materials for entry level analysis; materials for actual teaching; formative evaluation and enrichment materials; and summative evaluation materials. Teacher's guides were developed for all grade levels and subject areas by KEDI.

Student Workbooks. The student workbook is designed to engage learners in activities leading to the mastery of the instructional objectives and is an essential component of the entire process of learning. The workbook includes exercises ascertaining the learner's readiness for the learning tasks and remedial materials for those

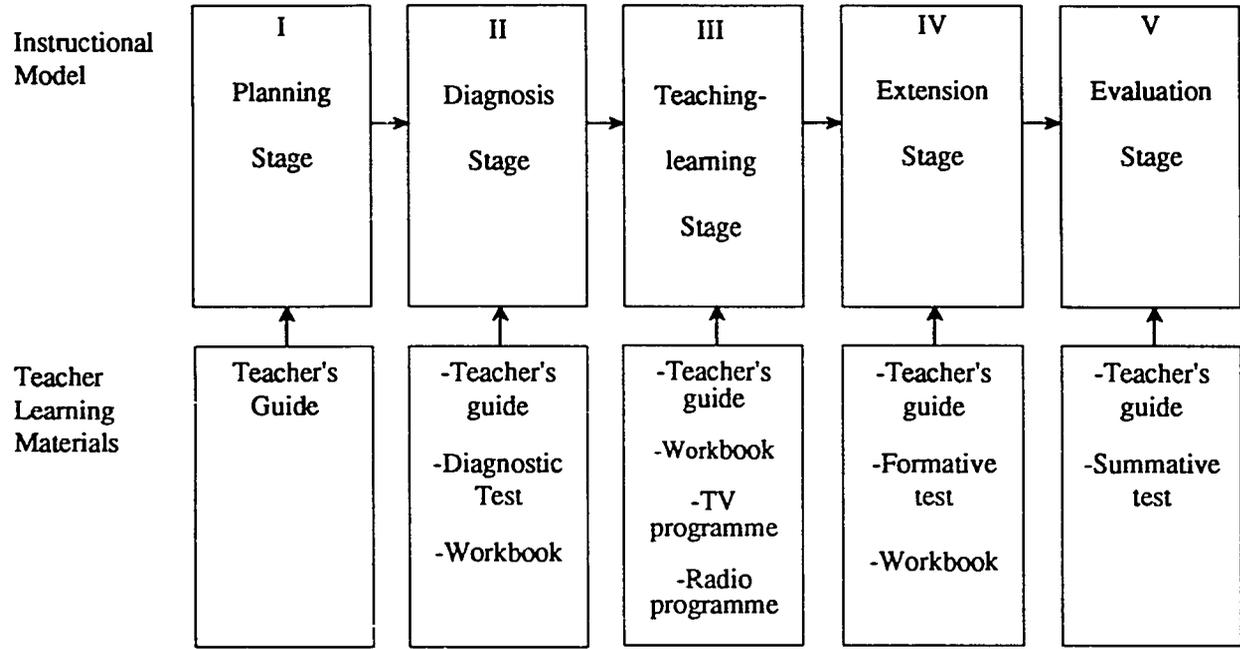


Figure 3. Type of Materials by the Instructional Stage, KEDI, p. 31.

lacking readiness. At the stage of teaching-learning, the student workbook presents information materials related to tasks and questions with blank spaces to be filled out in summary form. The extension stage exposes a learner to questions to determine progress of learning in relation to the objectives and supplementary or enrichment programs according to the degree of learning.

Evaluation Materials. Evaluation materials are of three types: diagnostic tests, formative tests, and summative tests. The term "diagnosis test" is often called preparatory learning or learning for ascertaining progress. Diagnostic and formative tests are given in the workbook and are to be self-administered by the student. The summative tests, which are administered by the teacher, are given separately to measure general achievement. They cover all subject matters.

Instructional TV and Radio. One of the principle elements in KEDI's instructional model was to have been the utilization of instructional television and instructional radio as an integral part of the classroom teaching-learning process. This use is distinguished from educational TV or radio in that ITV and radio were to have been directly responsible for actually providing particular parts of the instruction, whereas the latter, educational radio and television, are usually intended to enrich or supplement learning experience in general education.

The instructional radio and television development effort had three major components: production of radio and television instructional and educational programmes; transmission of programmes to the schools and the general public throughout Korea; and evaluation of the quality and instructional effectiveness of the programmes. Initially, the primary purpose of KEDI's educational broadcasting system was to provide part of the instruction in the elementary and middle schools of Korea. Radio and television were to have been instructional in use. The radio and/or television programme was to be the primary teacher of certain contents included in the overall curriculum. The determination of the content to be provided via radio and television as a teaching method was done considering the objectives that could best be accomplished by television and/or radio,

as opposed to alternative teaching modalities. Similarly, the objectives and the instruction that could be best accomplished by the classroom teacher were to be presented by the teacher.

By the end of 1978, KEDI had produced 1,696 television programmes and 13,469 radio programmes. After the first few years of development, it was decided to use these programmes as an adjunct and supplement to the school curriculum rather than being used to teach specific instructional objectives in the classroom. This was due to insurmountable technical difficulties with the ITV transmission system.

Design and Development of the Evaluation System

The evaluation model has two components: intrinsic or formative evaluation, and payoff, or summative evaluation. In order to evaluate the effectiveness of the new education system, evaluation procedures and instruments were developed. Included among the instruments were the formative tests used on a regular basis to evaluate student progress and to determine the effectiveness of the instructional plan, and summative tests that provided information to the teacher, student, and parent concerning the degree of mastery achieved in specified cognitive, affective, and psychomotor objectives. Questionnaires were used to elicit opinions, evaluations, reactions, and comments from administrators, teachers, students, and parents relative to the effectiveness of the new educational system. In addition, field observations and interviews by KEDI staff were used to supplement data obtained by the use of the various evaluation instruments.

Design and Development of Teacher Training Programs

KEDI early recognized the need for improvement of teacher education in Korea. It was clear that a comprehensive educational reform, as envisioned in the EM Project, would call for a heavy investment of time and resources for both inservice and preservice teacher education that would be compatible with the new educational system. In addition to basic studies aimed at the general improvement of teacher education, KEDI focused its efforts on (1) the development of a program of inservice teacher education for those teachers involved in the field trials of the new system; (2) preliminary studies

and activities related to a new preservice teacher education program; and (3) planning for a national preservice and inservice teacher education program that would be necessary once the new system was ready for implementation on a nationwide basis.

Obviously the major teacher training task undertaken by KEDI involved the preparation of teachers for participation in the field trials, the small scale tryouts, and the comprehensive demonstrations of the new education system. In doing this task, KEDI's staff developed a variety of teacher training materials, including radio and television programmes, held teacher training conferences, and engaged in group and individual instruction in the demonstration schools.

Figure 4 provides a summary of inservice teacher training activities covering the four year period of the comprehensive demonstrations.

FIELD TRIALS: IMPLEMENTATION AND OUTCOMES OF EM PROJECT

Field Trials

An essential aspect of the EM Project was field testing of the new education system through a series of field trials, including both small scale tryouts and large scale demonstrations, in which it was possible to compare educational outcomes in the experimental schools with those in the control schools. These field tests were designed to test and verify the effectiveness of the total system and each of the components of the system. Initial field testing began in 1971 and continued until 1979 for the elementary school aspect of the EM Project. Initial field testing of the middle school aspect of the project began in 1978 and continued until the early 80s.

Small Scale Tryouts. The four small scale tryouts involved either a single grade or two grades for a limited period of time. The emphasis of these small scale tryouts was on testing the feasibility of teacher guides, student workbooks, student assessment instruments, and to a limited degree the management system and the evaluation design.

	FIRST COMPREHENSIVE DEMONSTRATION	SECOND COMPREHENSIVE DEMONSTRATION	THIRD COMPREHENSIVE DEMONSTRATION	FOURTH COMPREHENSIVE DEMONSTRATION
Purpose	To become knowledgeable concerning the new KEDI educational system, skilled in its implementation and aware of the nature of the comprehensive demonstration and its operation.	(1) To develop understanding and knowledge concerning the new KEDI educational system. (2) To acquire skill in the utilization of the instructional system and the school management system. (3) To develop an understanding of the nature and operation of the comprehensive demonstrations and skill in their implementation. (4) To become aware of the importance of educational innovations and to develop a readiness to accept them. (5) To develop in teachers, administrators, superiors, and other educational personnel a potential and a capacity for serving in leadership roles for introducing and implementing the new educational system on a country-wide basis.		
Content	(1) Concerns and problems in Korean education: the nature of the new KEDI educational systems (one hour) (2) Methods of instruction in subject areas (one hour)	(1) Concerns and problems in Korean education: the entrance of the new KEDI educational system--instruction and school management (30 hours) (2) Subject area curricula and teaching methodology--curricula, instructional systems, teaching methods (30 hours)	(1) The nature of the new KEDI educational system--instruction and school management (12 hours) (2) Subject area curricula and teaching methodology (1 hour)	(1) The nature of the new KEDI educational system--instruction and school management (6 hours) (2) Subject area curricula and teaching methodology (3 hours)
Method	(1) Three-day intensive seminar (2) Field supervision and consultation on group and/or individual basis	(1) Two two-day periods of intensive seminars (2) Field supervision and consultation on group and/or individual basis (4 occasions)	(1) Two two-day periods of intensive seminars (2) Field supervision and consultation on group and/or individual basis (two occasions)	(1) One two-day period of intensive seminars (2) Field supervision and consultation on group and/or individual basis (two occasions)
Basic Instructional Materials	(1) Training textbook (2) Operational guide (3) Teacher guides (4) Student workbooks (5) Correspondence materials	(1) Training textbook (2) Operational guide (3) Teacher guides (4) Student workbooks (5) Field newsletters	(1) Training textbook (2) Operational guide (3) Teacher guides (4) Student workbooks (5) Field newsletters	(1) Training textbooks Book I, II, III (2) Operational guide (3) Teacher guides (4) Student workbooks (5) Field newsletters

Figure 4. Paul H. Masoner, The Elementary Middle School Development Project

Table 1 shows the breakdown of tryout time, grades, subjects, and schools for the small scale tryouts.

As expected, these early tryouts revealed some problems related to the instructional materials, employment of teaching assistance, and other aspects of the teaching-learning processes. Based on this experiential data, appropriate revisions and modifications were made.

Comprehensive Demonstration. During the life of the project, five demonstrations were designed and conducted to test the effectiveness of the new educational system in a representative number of schools throughout the nation in large cities, small cities, and rural communities. This was implemented over a period of four years and six months. This was due to the magnitude of work involved in developing teaching-learning materials for all subjects for six years of the primary schools. In addition to testing the feasibility of the instructional system and the instructional materials, the comprehensive demonstrations were used to evaluate teacher training procedures and the total school management system.

Implementation

In the years following the first comprehensive demonstration, the new education system was no longer restricted to use in the pilot schools. Pilot schools were those involved in the small scale tryouts and comprehensive demonstrations. These schools were characterized by their commitment to validation of the new system's effectiveness and the generation of findings useful in improving and refining it. As the comprehensive demonstration reports revealed the effectiveness of the new system, there was increased interest in the new KEDI system among schools throughout the nation. The favorable reactions of schools led to a policy recommendation that the new education system be diffused nationwide. In response to this need, cooperative schools were selected by District Education Offices based on the schools' willingness to undertake innovations, their research capability, and the status of the school in relation to others in its potential for disseminating the new system.

Table 1. Statistical Data of Small Scale Tryouts, KEDI, p. 36.

		1st	2nd	3rd	4th	Grade 1 of private school
Period		73.5.28—6.23 (4 weeks)	73.11.5—12.1 (4 weeks)	74.10.6—11.30 (8 weeks)	75.5.6—4.8 (8 weeks)	78.3.6—4.8 (5 weeks)
Grades		3rd, 5th Grade	2nd Grade	3rd Grade	5th Grade	1st Grade
Subjects		Arithmetic, Science	Moral Educ., Korean Language, Arithmetic	All Subjects (8 Subjects)	All Subjects (8 Subjects)	Orientation Program Korean Language Moral Ed., Social Studies, Arithmetic, Science
No. of Schools and Students	Exp. Group	-Seoul -2 schools -765 students	-Seoul -3 schools -906 students	-Seoul -2 schools -851 students	-Seoul, Anyang -3 schools -1,050 students	- Suburban districts of Seoul -3 schools -524 students
	Control Group	None	Seoul, Kyungki 3 Schools (same school of Exp. Group 576 students)	-Seoul -2 schools -690 students	None	None

cooperative schools were allowed to be selective about what components of the new education system to adopt.

The materials developed for the new system were also distributed to other schools. In 1980, the number of schools using all or portions of the new KEDI materials rose to 2,308, accounting for one third of the nation's total number of middle schools (6,450) at the time.

Outcomes of EM Project

The EM Project is perhaps the most comprehensive national educational reform effort ever undertaken. It involved a systematic effort to develop educational goals, a new and improved curriculum, appropriate and effective learning materials including radio and television, a new instructional system, a new school management system, an evaluation plan, and a system of field trials designed to assess the effectiveness of the entire project.

The sine qua non of the EM reform project was that all of the instructional elements — teacher guides, student workbooks, instructional resources, and the student assessment procedures — were empirically developed to function as an integrated instructional system. The instructional elements were designed to provide learner-centred, competency-based instruction. They were developed following Instructional Systems Design methodologies and their teaching effectiveness was validated in successive classroom tryouts.

Described in the following sections are some selected outcomes of this project, on the basis of available evidence accumulated during the period from 1972-1979.

Student Achievement. Student achievement data collected during the comprehensive demonstrations indicate a higher level of academic achievement by students in the experimental schools than by their counterparts in the control schools. Test scores showed significantly higher achievement scores in all grade levels and subject fields. Figure 5 shows the achievement of students by grade level in each of the successive demonstration tryouts. Not all of the grades were involved in every tryout.

Table 2. Statistical Data of Five Comprehensive Demonstrations, KEDI, p. 39.

	1st	2nd	3rd	4th	5th
Year	1975	1976	1977	1978	1979
Grade	3, 5	3, 4, 5	3, 4, 5, 6	2, 3, 4, 5, 6	1, 2, 3, 4, 5, 6
No. of Schools	14	16	16	18	18
No. of classes	163	264	382	595	726
No. of students	11,198	17,721	25,193	37,193	46,226

Table 3. Statistical Data of Cooperative Schools, KEDI, p. 46.

	1st Comprehensive Demonstration	2nd Comprehensive Demonstration	3rd Comprehensive Demonstration	4th Comprehensive Demonstration	5th Comprehensive Demonstration	6th Comprehensive Demonstration
Year	1975	1976	1977	1978	1979	1980
Grade	3, 5	3, 4, 5	3, 4, 5, 6	2, 3, 4, 5, 6	1, 2, 3, 4, 5, 6	1, 2, 3, 4, 5, 6
No. of Schools	127	145	164	228	268	234
No. of Classes	697	1,363	2,670	3,612	4,532	5,970
No. of Students	39,387	79,437	147,619	200,374	241,200	227,504

An independent study by the Evaluation Committee of the New Educational System, appointed by the Ministry of Education, confirmed the KEDI findings that indicated higher educational achievement by the experimental school students.

Further, a consistently higher percentage of students in the experimental schools achieved the mastery level than students in the control schools.

While not conclusive, KEDI data also suggest that the new system is having some small but positive effect in improving the higher level thought processes. However, further studies are essential in this area of research.

Regional Educational Equality. One of the problems of concern to Korea was an evident inequality in educational achievement, quality, and opportunity between urban and rural areas. In 1974, when research for the new educational system was initiated, KEDI conducted the National Achievement Test for all primary schools across the nation. The average achievement of urban schools was 11 points higher than that of rural schools. Throughout the comprehensive tryouts (the second through the fifth), the experimental groups of rural schools registered a steady increase in achievement with the resultant increase of five to six points over those of control groups in urban schools.

The data clearly demonstrates the effectiveness of the new educational system. The newly developed instructional materials, curricula that are relevant to the needs of rural children, improved quality of teaching as a result of inservice training, and the future availability of radio and television educational programs, are the key elements of a system of education that will meet the needs of all children, both urban and rural. The new system reduced the regional differences in achievement by half. The urban-rural difference of experimental groups stood at four points, half that of the control group.

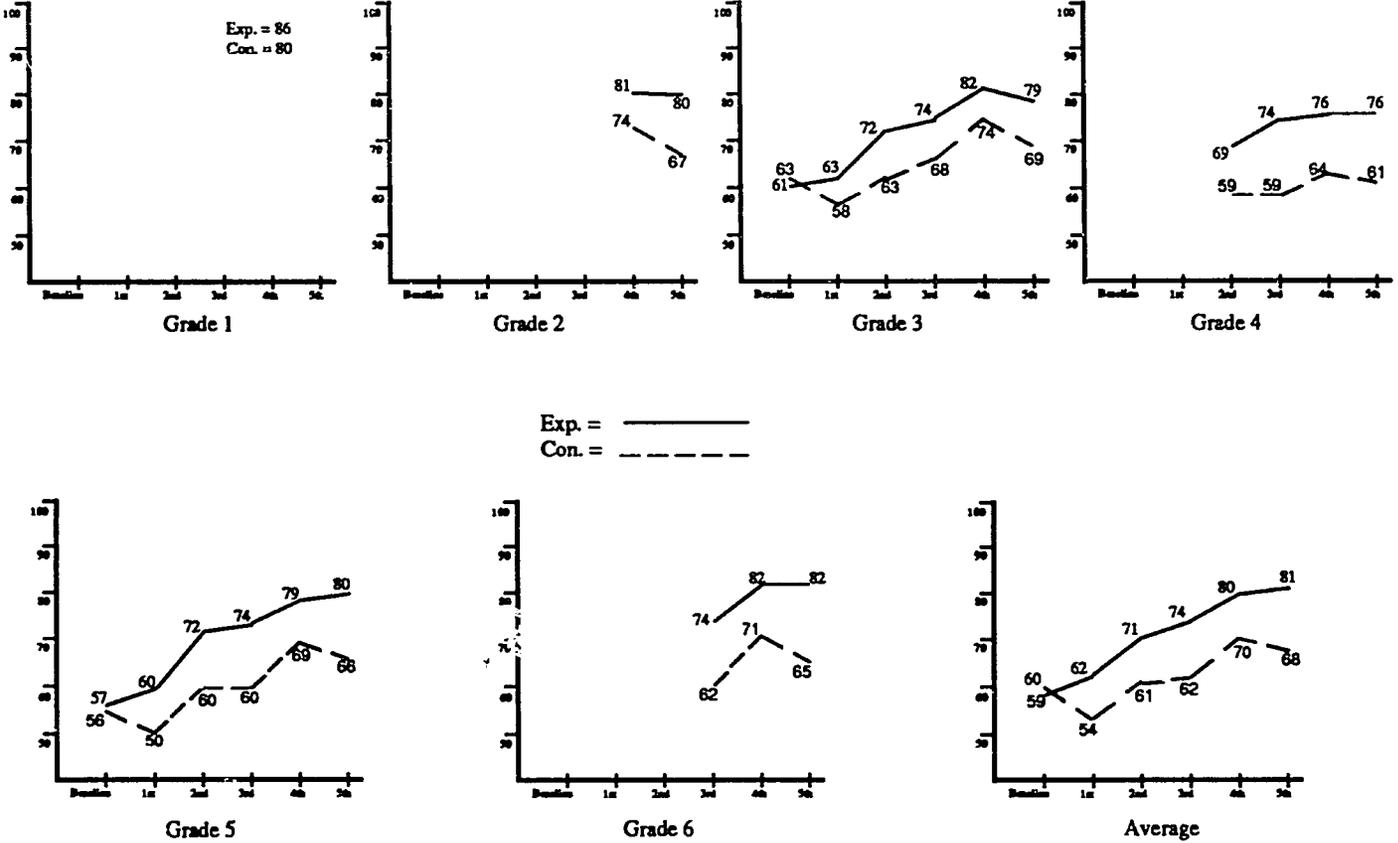


Figure 5. Average Student Achievement During Successive Tryout/Revision Cycles. (KEDI, p. 87).

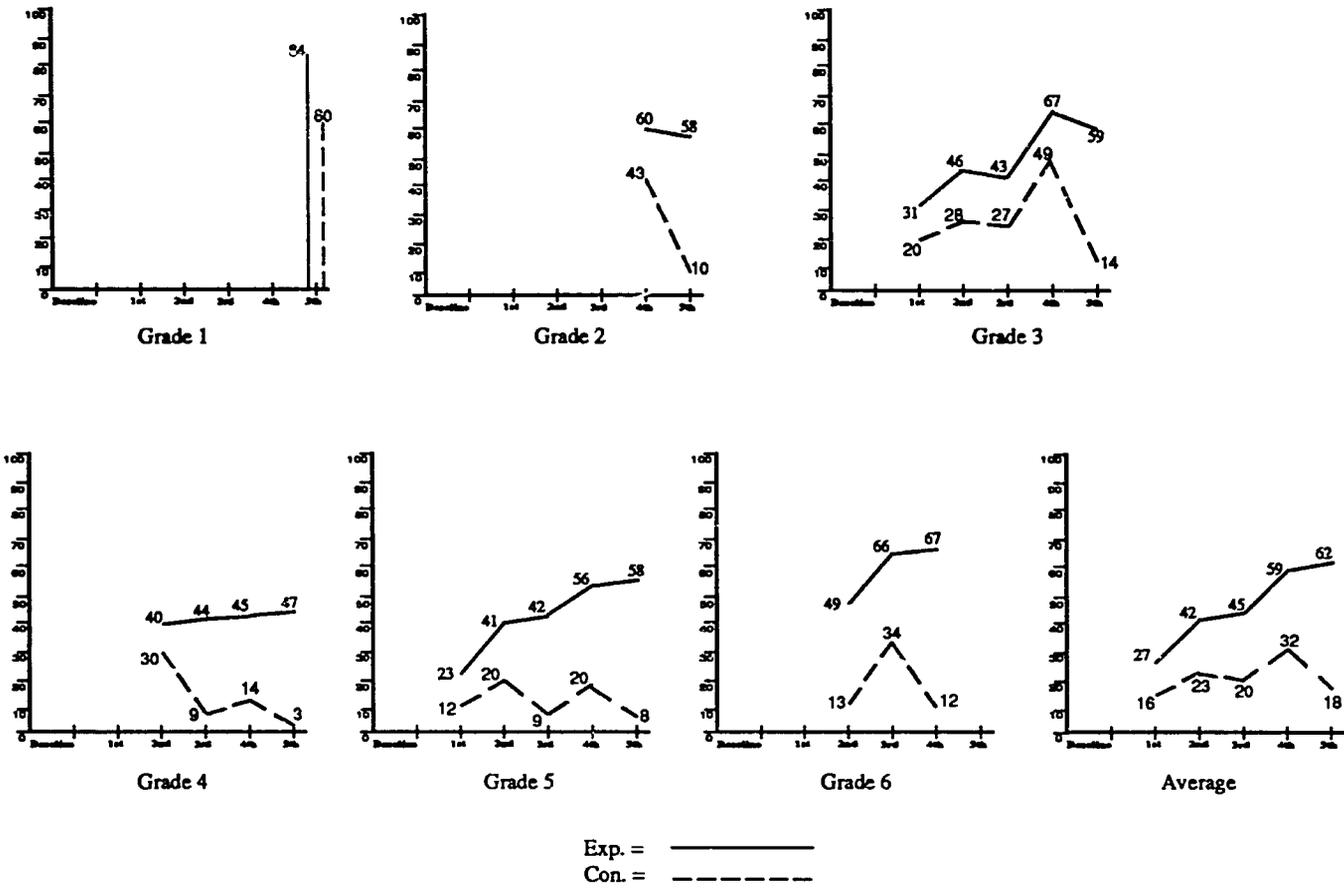


Figure 6. Proportions of Students Achieving Mastery Level during successive tryout/revision cycles (KEDI, p. 90).

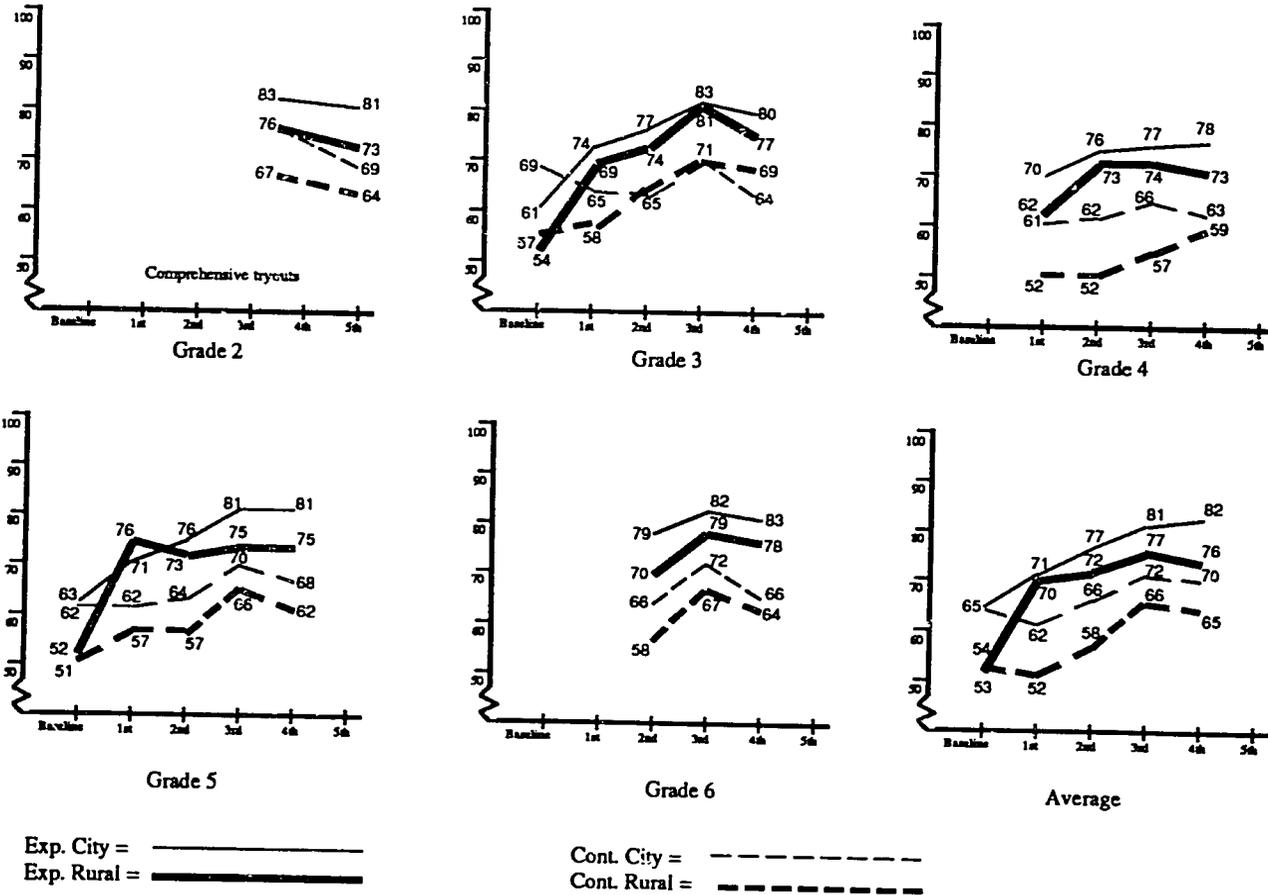


Figure 7. Regional Variation of Student Achievement (KEDI, p. 87).

Cost Effectiveness. In determining cost effectiveness of the new system, a number of questions need to be answered. What are the reliable baseline costs against which the new system can be compared? How much better is the new system than the old? How important to Korea's future are the improvements achieved in the new system? These are not easy questions to answer in 1990. Today there is no old and new system which can be compared. Since the project was completed ten years ago, continuing change and improvements have been made in Korea's elementary and middle schools. New materials and teaching processes have been developed and the qualifications of teachers have been improved. Much attention has been given by KEDI in enhancing the teaching of higher order skills.

However, the new system, at the time it was completed and demonstrated in cooperating schools throughout the nation, was clearly more effective in terms of what children learned, and it did not cost more per student than the traditional system. Studies have been made that point out that the cost of the new system were relatively high in the initial, developmental phases. The development of new teaching materials, educational technology, and a nationwide program of inservice teacher training, all added to the cost of education. As the number of involved students increases, and the development and initial installation costs are over, the recurring annual per student cost of operation of the new system will go down.

Accountability and Credibility. KEDI studies, which assessed the reactions to the new programme, found that the reactions were uniformly positive. School administrators, teachers, parents, and the children themselves, generally reported that they believed the new learner-centred system was more responsive to individual student needs and to national goals than was the traditional system. More than 70 percent of the teachers rated the teacher guides, the grade centred management plan, departmentalization, the unit and lesson plans, and suggestions to teachers as effective. Teachers and principals were in agreement that the new system increased self-directed learning. In a 1978 report, KEDI stated that the new system enabled teachers to devote themselves more fully to instructional planning and relevant study, thus improving their

teaching effectiveness. This report also pointed out that 88 percent of the parents felt that students were more highly motivated in the new system.

There is little question that the EM Project has created an exemplary new instructional system for Korea. Clearly defined educational goals, new curricula and more effective instructional materials, a new teaching and management system, all together set the stage for a comprehensive national reform. The task of national implementation was assigned to the Ministry of Education, with KEDI being responsible for follow-up studies of the implementation process to insure that educational improvement was a dynamic and continuing process.

KOREAN EDUCATION TODAY

In the decade that has passed since the completion of the EM Project in 1980, Korean education has continued to improve. In international comparative studies of student achievement, Korean children do well, particularly in mathematics and science, when compared to children of other nations. Since 1970 enrollments at all levels of education, including the universities, have been greatly expanded. There is effectively universal enrollment through the middle school level and national literacy rates are very high – nearly 100 percent. School dropout rates and grade repetition are low – very few students fail to meet the national standards for passing the courses.

The Korean Educational Development Institute continues to have the support of the Korean government and has become a permanent and important part of the national educational organization. KEDI has oversight responsibility for the national curricula, the development of instructional resources, and assists the Ministry of Education with long-term planning and policy formulation. In addition, it serves as the research and development arm of the Ministry.

It might be argued that Korea has essentially solved its basic education problems – that is the teaching of reading, writing, and arithmetic to all of its children. This has allowed KEDI and other

Korean research organizations to address other problems of educational improvement. Research is presently underway at KEDI on more advanced levels of literacy, e.g., computer, occupational, and technical literacy. Also being studied are more effective ways of operationally defining and teaching higher order behaviours such as creativity, analytical thinking, and problem-solving.

Recently Korea established a new national policy on computers in education. The government is aware that the rapid social changes anticipated for the 1990s and beyond demand a recognition of, and a response to, an information-based society. It is anticipated that information, and its associated effects on the economy, will be one of the most viable sources of national wealth, and critical for continuing national development. Korea is moving rapidly to a science and technology oriented society and is beginning to compete on an international level in these areas. These changes have created new national educational problems different from those of the 1960s and 1970s. Computer illiteracy is widespread; there is a serious shortage of quality computer-assisted learning materials and an insufficient quantity of computer hardware in the schools. Infrastructural support for computer uses in the classrooms is also in short supply: trained teachers and administrators, sufficient budget, and other needed support.

Under the national policy on computer education, and in order to respond to these emerging problems, computer education objectives for both elementary and secondary schools have been established. A variety of national organizations are responsible for addressing these objectives. At the national government level the Ministries of Education, Communication, and Science and Technology are all involved in planning and budgeting for hardware provision, software development, networking, and human resources development. KEDI and other relevant government agencies are involved in various design and development activities essential to utilization of computers in education. At the university level, Hanyang University's Center for Educational Computers is actively involved in CAI and CAL courseware development. Some of this work has been done with support from Korea's private sector, and a number of

industrial and business firms are heavily engaged in both computer hardware and software development.

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6

EXEMPLAR RESPONSES TO BASIC EDUCATION REFORM IN LIBERIA

Albert B. Coleman

Education, as we all are aware, is the main factor in any form of national development. It is said to be the springboard for development. People are the ultimate resources. Sustaining those resources is the all-encompassing goal of development. People are both ends and means of development. As the theme states: "... a learner-centred basic education system" we must remember that healthy and educated human beings are the principal means for achieving development.

If we, as Africans, must develop our human resources, there are two immediate priorities: (1) to improve the quality and relevance of education at every level, especially basic education, and (2) to redirect public resources toward basic education. If we increase investment in education, we can accelerate growth in several ways.

For example, educated farmers have been found to achieve higher productivity levels than uneducated farmers. Also, research conducted by UNICEF states that a mother's education enhances the probability of child survival. Cost-benefit studies conducted by the World Bank during the past decade in 16 African countries suggest that social rates of return to investment in education are 26 percent for primary, 17 percent for secondary, and 13 percent for higher education. As we can see, it is more logical to invest in primary education. Education is intrinsic to development in the widest sense; therefore empowering people, especially the young and the poor, with basic cognitive skills is the surest way to make them self-reliant citizens.

Liberia, as we all are aware, is presently undergoing a dramatic change in its history. Everything came to a complete stop sometime in 1990, during the devastation of Liberia due to war. We will attempt to discuss with you the educational reforms which were brought about to address the problems faced by the primary education subsector in Liberia before the war.

PRIMARY EDUCATION

Liberia at the end of the decade of the 1970s decided that the problems facing primary education, the lack of instructional materials, the high percentage of teachers who were unqualified, and the lack of proper supervision, should be addressed immediately. The first attempt was to ensure the availability of instruction materials, increase the number of qualified teachers in the classroom by providing appropriate training, and improve supervision.

A major national goal of Liberia is that all children will receive at least 11 years of basic education. While the Government of Liberia has recognized that achieving this goal is not yet financially viable, a series of intermediate goals have been established to help set priorities among national education efforts using the resources that were available. The goals for primary education are to improve the quality of instruction, to expand access in a way that addresses

regional and gender equity, and to enhance the administration and supervisory capabilities of the Ministry of Education.

PROBLEMS FACING PRIMARY EDUCATION

Liberia in the mid 1970s began to experience a low level of internal efficiency in its education system after its first Sector Assessment Report. Even though there was an increase in the number of school age children, the number entering the first grade dropped. To arrest this problem, the Ministry of Education expanded access to schooling by building more schools in the rural area. Expansion, without attention to the improvement in quality, was one of our major mistakes in the field of education. As you all come to look into the various areas of reforms in education, you should be very careful to keep 'quality' on the table at all times.

The major impediment to internal efficiency in Liberia was the low instructional quality. This low quality was reflected in the decline in participation rate, high attrition rate, the high failure rate on the national examinations given to the 9th and 12th grades, and the high remediation rate at the university. Low instructional quality was due primarily to the lack of instructional materials, inadequate instructional supervision, a high rate of unqualified teachers, and the lack of an appropriate mechanism to monitor teachers' and students' performance. The lack of instructional materials was due to the limited capacity to develop low-cost teaching materials that were pedagogically sound and relevant to Liberia's National Curriculum. In response to this limitation, the Improved Efficiency of Learning (IEL) Project and the Primary Education Project (PEP) responded by producing low-cost materials that were relevant to the national curriculum.

A further constraint was the lack of teacher training and teacher incentives due to a series of reductions and delays in salary payments. The lack of incentives resulted in a drop in teacher morale and difficulty in teacher recruitment. It was found that salary cuts and delays posed two problems for managers in education. Ministry of Education personnel became reluctant to make demands on teachers,

principals, and other MOE staff who had not been paid. Secondly, salary delays inhibited the ability of MOE managers to elicit cooperation or enforce their directives.

The lack of teacher training was also responded to by IEL and PEP. It was realized that enhancing the quality of education would also require raising the professional competence of teachers while attempting to keep the cost of training down. This was done by a shortened version of inservice training and incorporation of distance-teaching techniques in training.

The major problems or challenges which were facing primary education were to improve educational quality by providing instructional materials and improving teachers' quality, instructional supervision and incentives for teachers. In order to solve or alleviate these problems, the Ministry of Education identified primary education as one of the priority subsectors for development. After identifying primary education as a priority, several programmes and projects were looked into, as possible means of solving the many problems faced by primary education. Of these, the lack of adequate or appropriate teacher incentives was the largest constraint on the effectiveness of the system. However, the capability to improve this situation rested outside the Ministry of Education.

The Improved Efficiency of Learning (IEL) Project, later to be known as the Primary Education (PEP) Project, was seen as the means of responding to the other problems at the primary level and providing a framework within which other subsectors could be strengthened.

IEL/PEP IMPACT

IEL and PEP were packages of instructional interventions which were used by the Ministry of Education in upgrading the quality of education in all public schools in Liberia. PEP was built upon the second phase of IEL, IEL II, taking into account the efforts of the Fourth World Bank Primary Education Project, which addressed primary education through the provision of textbooks and teacher training. IEL emphasized programmed teaching; that is, structuring

the instructional approach of the teacher, providing extensive guidance to classroom management, and developing appropriate materials to be used in this highly structured classroom environment. In the early phase, textbooks were used as supplements to classroom instruction; later, they were more fully integrated, giving teachers greater latitude to handle the large range of individual differences encountered in a Liberian classroom.

Phase I of the IEL began in 1979 and lasted for six years. During that time, the IEL instructional system was developed using extensive field trials for revision and improvement of the system. This consisted of programmed instructional materials in Language Arts, Reading, Mathematics, Science, and Social Studies for grades one to six. Materials were developed and given to the schools for use as instructional materials. In many schools, these were the only materials teachers had to work with, particularly once the World Bank books began to disappear from the scene.

The IEL package also had four weeks of teacher training workshops in the IEL methodology, with materials containing both the method and content of instruction. The instructional objectives for the materials were derived from the National Curriculum. Evaluation showed that the system was well fitted to the current needs of the Liberian primary education. There were materials in the classrooms, teachers were being trained to improve their instructional methods, and instruction was being supervised by instructional supervisors. The curriculum packages were programmed and so the teachers had to follow the instruction. For this reason, supervision was made easy. Teachers' evaluations were continuous during the semester by the instructional supervisors, providing feedback for programmatic adjustments and support for the teacher.

As a result of the favourable outcome of phase I, phase II was introduced. The goal set for this phase was to disseminate the instructional programme to all public schools through the printing and distribution of the instructional materials, the training of more teachers and principals, and the provision of adequate supervision of classroom teachers. The training of teachers was on a larger scale

than phase I, including principals who served in some cases as instructional supervisors.

IEL PROBLEMS

IEL was, to some extent, too highly programmed or structured. There was no room for flexibility on the part of the teachers. It was believed that in the absence of IEL, the teachers would return to their old ways. Another problem: IEL was run or administered outside the Ministry of Education and so after the 1980 coup, the project drifted further away. As a result, several short phrases came about: "your system or our system."

There was also the Fourth World Bank Primary Education Project addressing the same problems in the area of the instructional programme. But, the efforts were not coordinated. These problems were identified in 1985, and a plan was developed to unify the IEL Project and the World Bank Project (in fact, Professors Robert Morgan and Wes Snyder of FSU were involved in those negotiations). Also, the teacher training curriculum was revised to include traditional teacher training as practiced at the education institutions in Liberia. The reason for this was that in the absence of programmed instruction, the teachers would still be able to handle instruction adequately.

PEP ROLE

As a result of all of these changes in the IEL programme, the Ministry of Education developed and introduced the Primary Education Project (PEP), a modified version of the IEL. The PEP is a competency based instructional system that emphasizes the use of programme teaching in grades one through three and programme instructional materials combined with textbooks and supplemental teacher activities in grades four through six. To ensure the success of the PEP, the MOE decided to implement a systematic formative evaluation of the delivery and instructional effectiveness of the Primary Education Project at the classroom level. Results of the

used to strengthen or modify the inservice teacher training and instructional supervision provided by the project. Results were also to be used in assisting in planning for the teacher training and curriculum design necessary to support the eventual entrance of PEP graduates into secondary schools.

NAMIBIA—WHAT TO LOOK FOR

One important point that you must consider in response to reform in education is that of communication and community participation. In the Liberian case, for a long time, there was no effective way to reach parents and community directly about the new programmes. In our case, the successful implementation of the Liberian Rural Communications Network (LRCN), a radio project, offered a mechanism to communicate directly with parents. However you go about it, you must remember that appearing to foist superior foreign notions and methods on local communities is a sure and certain prescription for failure. Listening to, and learning from, the people of the community is the sine qua non for any successful programme. The proper use of available resources is a key to success for any form of development. For many countries, improvements in quality and expansion in enrollment in primary education imply an increase in total expenditure on the education sector as a percentage of the GNP, as well as a gradual increase in the relative share of the primary education total budget. Ways by which available resources can be used more effectively without increases are: double shifts, increase teaching loads, and distance-teaching. But remember, care must be taken to ensure that quality is not jeopardized.

Without a voice and contribution from the community, no educational reform or development can succeed. Your educational reform should be a reform in which each individual will have the opportunity to reach his/her full potential and truly participate in bringing about a Namibia in which it is worth living.

As we said earlier, in your educational reform efforts, quality should remain on the table at all times. The improvement of quality should precede any form of expansion of primary education. The goal of

universal primary education has often been interpreted as simply expansion of environment. This will not serve any purpose if quality is not ensured. The World Bank Reports state that, in Africa, not only are enrollments stagnating, but the quality of primary education is low and declining. Tests on reading comprehension, general science, and mathematics suggest that many African students are learning very little. Therefore ensuring quality is an important pre-requisite to expanding enrollment.

Quality is relative. An evaluator may say the quality is high depending on his/her yardstick. But, we must be careful to ensure that whatever yardstick is used, the need of the child and his/her environment should be considered first.

Another important point of educational reform is successful implementation and eventual institutionalization of the reform. Improved management capacity to handle the new reform is significant in determining the success of the programme. When we talked about IEL and PEP responses to basic educational reform, we measured responses in terms of quality and access to education. To what extent were materials provided? How many schools were reached? How many teachers were trained? By the end of the Primary Education Project, it is hoped that a nationwide integrated primary education system will be in place, specifically accomplishing the following:

- A total of 3,126 teachers and administrators and about 80,000 students will be trained through a uniform system of primary education.
- Student achievement will increase by 20 percent on the Criterion Referenced Test Scores and the National Examination.
- A management structure to administer the primary education system will have been established and fully staffed.

It is hoped that the project will develop strategies to support greater female participation in schooling. For continuation, these plans will be complementary to other strategies at the secondary level.

SUMMARY

As Liberia attempted to alleviate some or most of the problems relating to basic education, she encountered one serious problem and that was the lack of coordination of efforts. When the problem was identified, millions of dollars had been spent in separate programs. IEL and PEP, in their effort to address the problems of basic education, took into consideration:

- Increasing access but remembering relevance and quality as the hallmark to success.
- Improving education opportunities for children, teachers, and principals. The MOE stressed the idea of reducing illiteracy amongst females.
- Providing ways of reaching the parents and community by mobilizing all communication efforts with the assistance of LRCN.

Liberia's response to basic education addressed three problems:

- The lack of instructional materials, which were provided by IEL and the PEP projects.
- The training and retraining of teachers, principals, and education officers in the new methodology.
- The supervision of instruction in the classroom was to improve through the production of instructional supervisors.

In summary, the Improved Efficiency of Learning Project and later, the Primary Education Project, both offered means of responding to the problems at the primary level by providing a framework within which other subsectors could be strengthened. However, the continual success depended on the ability of the Liberian Government to resolve a series of fiscal and management problems.

As you all work toward improving your education system to meet the needs of the future generation of Namibia, we say to you—do not be afraid of errors, because mistakes eventually will be made. It is the response to errors which provides the true test of the character, the leadership, and the success of that development. Let the errors of

82 CONSULTATION ON CHANGE

establishing a learner-centred basic education system be the growing points of energizing constructive actions.

-83-

7

TEACHER EDUCATION IN ZIMBABWE

Michael Mambo

When Namibia attained nationhood in 1990, it joined other African countries that had endured the effects of colonialism. Whilst this was a victory to be celebrated, it was also the beginning of a serious maturation process as Namibians took on the reins of their destiny. The road will not be easy and will abound with challenges. Some of these challenges will lie in the provision of education. Education assumes an important function in any society, not only because of its perceived role in national development, and the demand placed on it by students and parents, but also because of its political nature. In almost all instances, colonialists have maintained political and economic advantage through manipulation of the education system. It is this political nature of education which brings to the fore questions of equity, equal access, and equal opportunity, and the

distribution of both human and material resources among various groups and classes in society.

In many countries, education is now considered a right, with Universal Primary Education (UPE) becoming the ambition of governments. Indeed the legitimacy of many governments derives from their ability to respond to expectations placed on education by the majority of its people. Thus governments, on attaining independence, are under great pressure to expand educational provision. However the high birth rates in most developing countries strongly indicate the need of increased resources and facilities if UPE is to be achieved.

The task is made more difficult by the nature of educational systems that are usually inherited at independence. These systems are characterized by separate provision for the various groups and races, with glaring inequalities across systems. Often the systems serving the masses are usually the poorest, largely staffed by untrained and poorly qualified teachers, with serious shortages of classrooms, textbooks, and teaching and learning resources. Thus mass expansion of education systems often starts from weak foundations which become difficult to strengthen for a variety of reasons. Despite these drawbacks, independent governments often make a commitment to UPE, as evidenced by the large share of the national budget allocated to education.

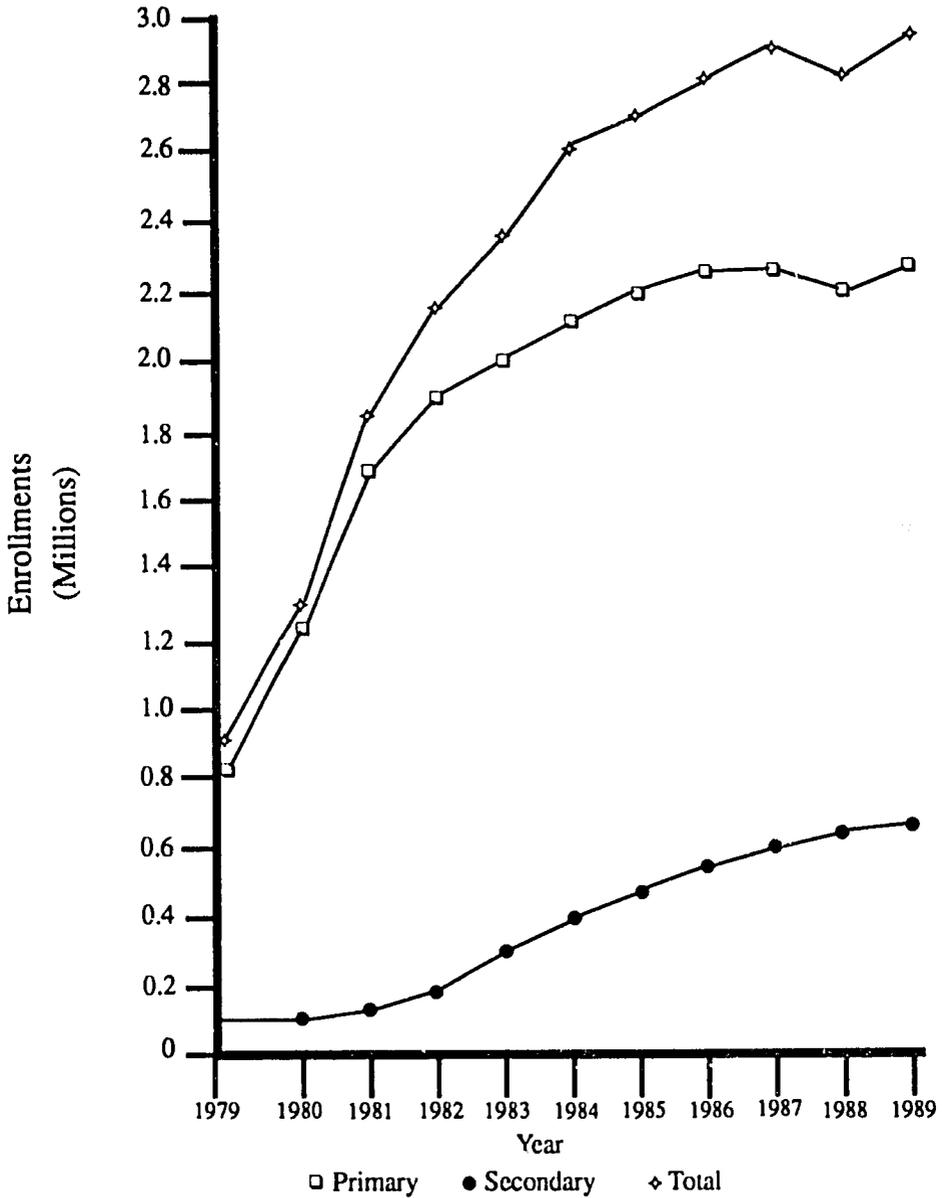
It is obvious that educational expansion cannot be adequately accomplished without an adequate supply of teachers, especially given the starting point where demand already outstrips supply. This paper will therefore describe how Zimbabwe tried to deal with its demand for teachers arising from its educational expansion program at independence. The purpose here is to provoke discussion and not to prescribe solutions to problems that Namibia will face as it takes on the difficult task of providing education for all its people.

Table 1. Educational Expansion Enrollments 1979-1989

	1979	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
PRIMARY	819,586	1,234,994	1,715,169	1,907,025	2,044,487	2,132,304	2,216,878	2,263,947	2,264,662	2,205,103	2,268,961
SECONDARY	66,215	74,321	148,690	227,647	316,438	416,413	482,000	537,427	615,836	641,025	671,357
SCHOOLS TOTAL	885,801	1,310,315	1,863,859	2,134,672	2,360,925	2,548,717	2,698,878	2,801,374	2,880,498	2,846,128	2,940,318
TEACHERS COLLEGES		2,829	3,610	4,873	6,502	7,834	9,720	12,029	13,294	14,385	15,447

Source: Ministry of Education and Culture: Secretary's Annual Report

Figure 1. Educational Expansion 1979-1989



EXPANSION OF EDUCATION IN ZIMBABWE

Table 1 and Figure 1 show enrolment of primary, secondary and teachers' colleges from 1979 to 1989. The figures shown in the table indicate the phenomenal expansion of the education system during this period. Figure 1 captures this enrolment expansion pictorially. The increase in school enrollments produced great demand for teachers. Table 2 shows the composition of the primary teachers, and of note is the role that untrained teachers have continued to play in the provision of primary education, thereby emphasizing the need for increased training of teachers. Figure 2 gives a pictorial representation of this role.

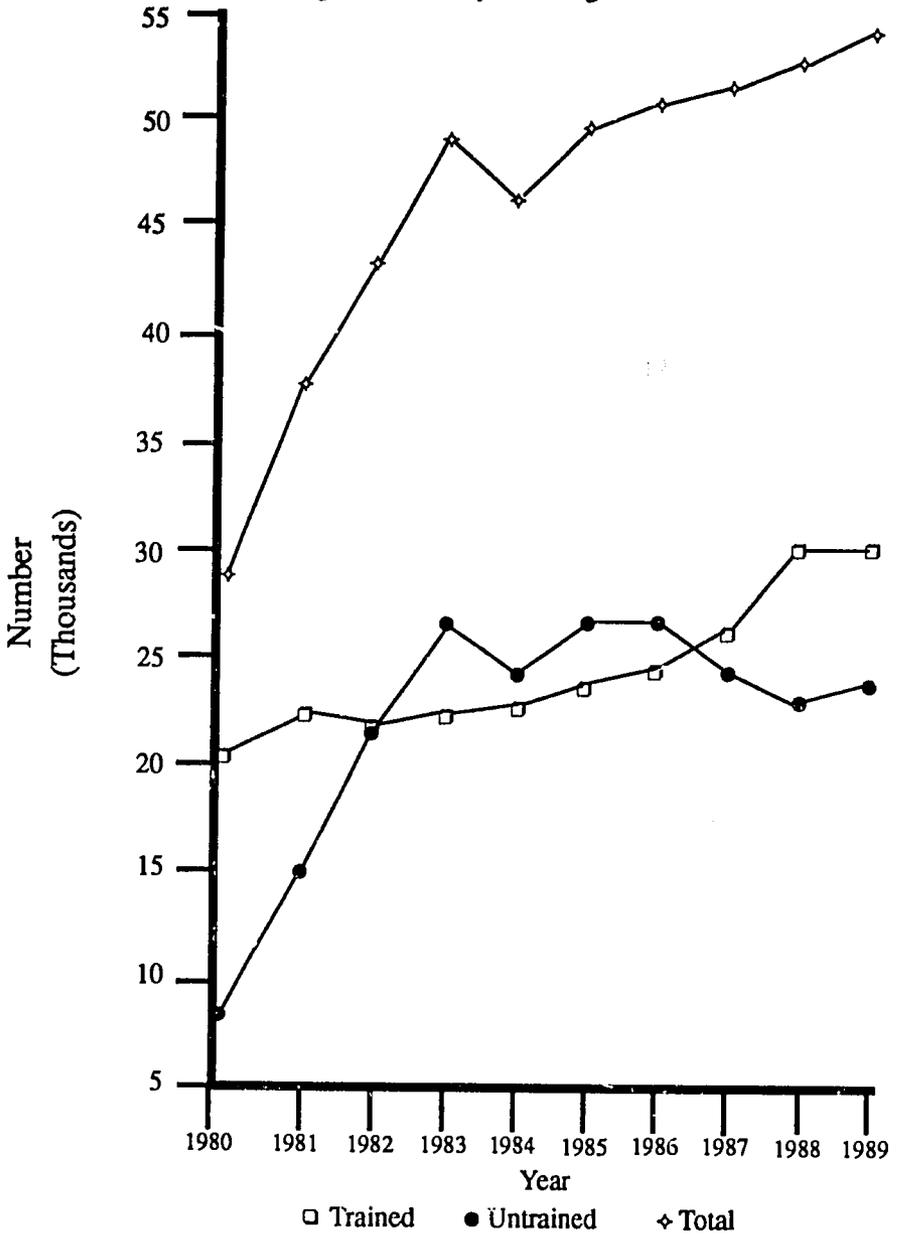
Zimbabwe responded to this demand in several ways. First an overseas recruitment campaign was launched, which resulted in the recruitment of expatriate teachers from such countries as Australia, the United Kingdom, Mauritius, and West Germany to mention a few. But it was recognized that such a strategy could only provide a short-term solution. The long-term solution lay in training Zimbabwean teachers. The next strategy lay in increasing the number of teachers' colleges. Increase in the number of colleges was quickly achieved by buying three institutions, which were privately owned before independence, and converting them and one secondary school into teachers' colleges. These new colleges housed the Zimbabwe Integrated National Teacher Education Course (ZINTEC) programme. This strategy increased the number of teachers' colleges from seven to 12. Three more have since been built and today Zimbabwe has 15 teachers' colleges, three of which are run by church organizations while the rest are government institutions. Almost all colleges have expanded their facilities to cope with increased enrolments. A 16th teachers' college is under construction with the assistance of the Chinese Government. It is nearing completion and is expected to open this year. Careful attention has been paid to the distribution of colleges. Almost all provinces now have a teachers' college, although colleges are considered national institutions rather than provincial institutions. Of the 15 colleges, three train secondary school teachers, one trains both, and the remainder train primary school teachers – two of these still use the ZINTEC model. One of the secondary teachers' colleges trains teachers of technical subjects,

Table 2. Primary Teaching Force 1980-1989

	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
TRAINED	20,424	22,681	21,961	22,163	22,065	22,670	24,301	26,211	29,637	29,748
UNTRAINED	8,031	15,119	21,768	26,548	23,999	26,610	26,752	25,451	23,823	24,297
TOTAL	28,455	37,800	43,729	48,711	46,064	49,280	51,662	53,460	54,045	
PERCENT UNTRAINED	28%	40%	50%	55%	52%	54%	52%	49%	45%	45%

Source: Ministry of Education and Culture: Secretary's Annual Report

Figure 2. Primary Teaching Force 1980-1989



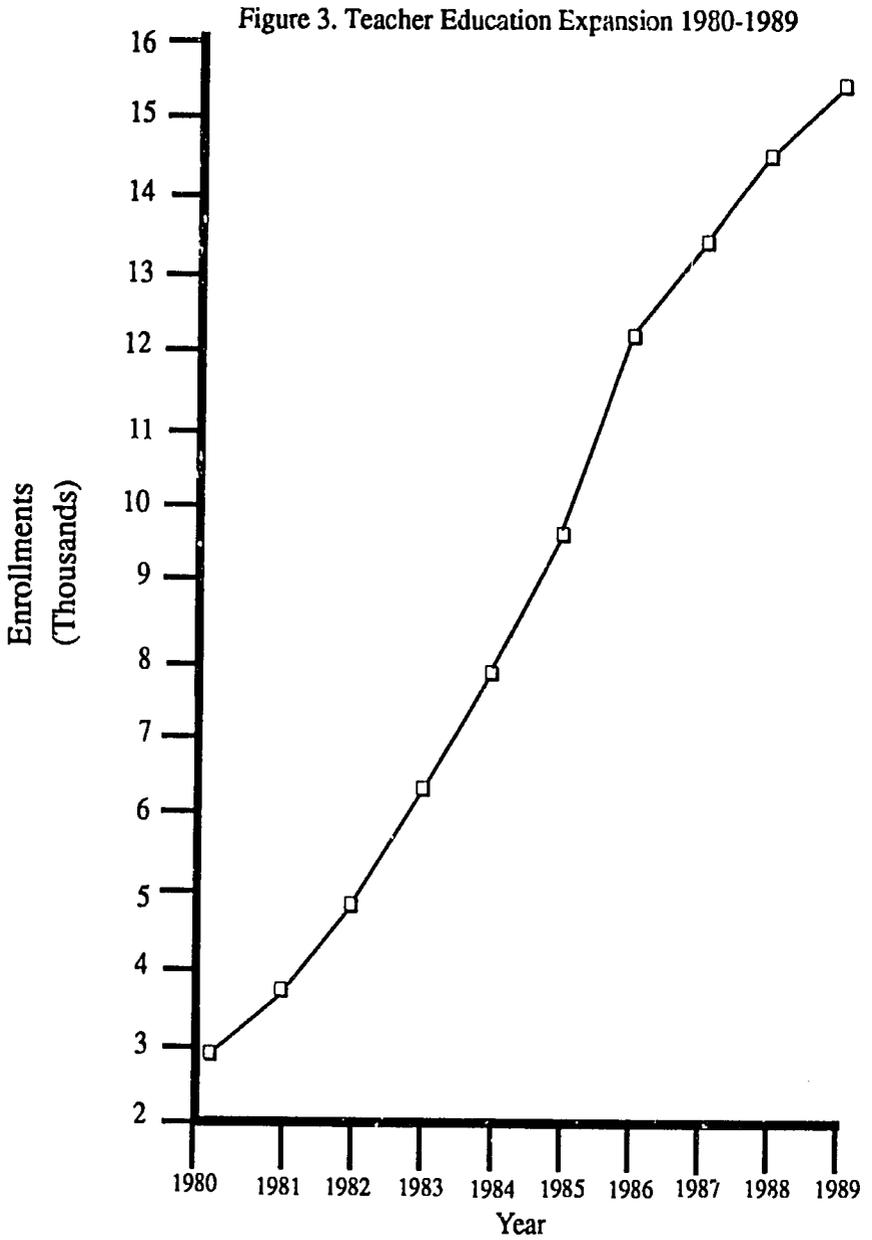
as will the new college which will open this year. All colleges except ZINTEC college offer three year training programmes, while those who take "A" students offer two year programmes.

Simultaneous with increasing numbers of colleges of education was an increase in enrollments. Table 1 and Figure 3 give an indication of how enrollments have increased in teachers' colleges since independence. But more important, the training strategy had to provide "immediate" teachers in the process. Four approaches were adopted: The ZINTEC model, the Year-in-Year-Out model, training of students outside the country, and inservice programmes for the re-certification of serving teachers.

THE ZINTEC MODEL

The main attractive feature of ZINTEC which popularized it was perhaps that it provided the largest number of student teachers at any given time in the primary schools. The programme is basically an inservice programme with distance education as its main component. Student teachers, after recruitment, spent eight weeks in college to receive what was then popularly termed "survival skills" before being deployed into the field. The rest of their education was effected through distance materials and supervision from college lecturers. Residential sandwich courses were also organized for them during vacation periods. The strategy was feasible for primary schools, because recruits all had "O" Levels and therefore had adequate content to deal with subject matter for this level. In the schools, student teachers were assisted by headmasters and teachers-in-charge. Supervision of students was effected through joint action between college lecturers, education officers (EOs) and district education officers (DEOs).

The ZINTEC teachers were expected to play a useful role within the community. They were therefore required to participate in community development projects as part of their project coursework. The success of this approach can be seen from the fact that ZINTEC



graduates tend to stay in their schools more than conventional students do after graduation.

YEAR-IN-YEAR-OUT MODEL

The four year "year-in-year-out" was very similar to the ZINTEC model, but differed in that students spent the whole first and third years in college, and the whole second and fourth years out in the field working under similar conditions as their ZINTEC counterparts. This model was used mainly for the secondary schools and the conventional primary colleges. The advantage of the "year-in-year-out" model was that colleges were able to make optimum use of residential accommodation and double their intakes, since only two-year groups were in college at any given time while the other two were in the field. This however meant that lecturers had teaching responsibilities as well as supervising students in the field.

TRAINING OUTSIDE THE COUNTRY

Although training occurs in other countries, the numbers are not as large as those training in Cuba under a project planned to train up to 1,200 teachers of Science and Mathematics. These suffer serious shortages in Zimbabwe. Under this programme, recruited students undergo a one-year Spanish language course in Zimbabwe, conducted by Cuban instructors, before they go to Cuba. This is essential because instruction in Cuba is conducted in Spanish. The first graduates of this programme will be graduating this year and will return to Zimbabwe to take their places in the schools.

INSERVICE RE-CERTIFICATION PROGRAMME

A further strategy was instituted to provide inservice training for the re-certification of teachers holding lower qualifications acquired in the pre-independence days. These programs are organized and run in

the colleges during vacation periods, and in some cases, full year residential courses are also organized. These courses are designed to improve the quality of the teaching force in Zimbabwe.

CERTIFICATION

Certification of students in Teachers' Colleges is done by the University of Zimbabwe. The university monitors all training, including the designing of syllabi used by each college. Each college designs its own syllabus which is then approved by the university as the examining body. Each college also sets and marks its own examinations. The examinations and final teaching practice grades are moderated by a team of external examiners under the authority of the Teacher Education Department at the University. Whilst the advantage is that colleges are flexible enough to respond to school and students needs, its disadvantage is the lack of standards across the board. To an extent, the teacher education syllabi tend to portray the strengths of the lecturers in a particular college. The situation presents a problem when attempts are made to compare students from the various colleges, since they write different examinations set and marked in their colleges with moderation carried out by the university.

STUDENT RECRUITMENT

The quality of students recruited into teacher education is determined by stringent entry requirements. These are set for both primary and secondary teaching at 5 'O' Level subjects at grade 'C' or better. Those entering secondary teachers' colleges should have good passes in the two subjects they intend to teach, since at secondary level students must offer two teaching subjects, except those in Mathematics or Science. With the abundance of 'A' Level certificate holders who fail to enter university, 'A' Level is now a requirement in two of the secondary colleges. It is only a question of time before 'A' Level holders completely "bump" 'O' Level holders out of secondary school teaching. Holders of 'A' Level certificates undergo

a two-year training period as opposed to the normal three years. In addition to the 'O' Level requirement, preference is given to those who have been out of school for at least a year after completion of the 'O' or 'A' Level examination. Those who hold temporary teaching jobs during this "maturation" period have an added advantage for selection. This requirement gives the fresh school leavers an extra year to mature before they embark in training.

Exception to these stringent entry requirements is being reviewed for students from disadvantaged areas. Because these areas often get the untrained and poorest teachers, student results tend to be poorer, thereby prejudicing their chances of selection. A policy allowing a quota of students from disadvantaged areas to enter into training colleges is being adopted. The hope is that this will improve teacher supply in these areas as these students go back to teach in their home areas. Whether this will happen in practice in the short-term remains to be seen. The glitter and better living and working conditions in urban centers are likely to remain strong determinants in teacher distribution for some time to come.

Recruitment is affected by other career opportunities available to students. During the colonial era, teaching and nursing were the main avenues open to most of the black 'O' Level holders. With independence, other more attractive options are available and teaching tends to become a last but one option before vocational training. To a large extent, therefore, students opting for teaching are not likely to be the best academically. An occupational aspiration study carried out by Chivore (1983) on 'O' Level students in Zimbabwe indicated that male students ranked secondary school teaching and primary school teaching 5th and 13th respectively out of 23 occupations. The corresponding figures for female students were 2nd and 11th respectively. It is apparent from this that students aspire for other occupations, and for many male students teaching is certainly not going to be their number one choice. The reasons for this could be the fall in status that the teaching profession has been experiencing against other occupations over the years, and the uncompetitive salaries associated with it.

TEACHER EDUCATORS

The noted increase in the number of teachers' colleges and student enrollments increased demand for teacher educators. Because of a deliberate policy of limiting use of expatriates in teacher education, the system has had to rely largely on internal resources. The solution lay in drawing from the school system by recruiting the more qualified and experienced teachers. Drawing teacher educators mainly from the school system requires a delicate balancing exercise, given that qualified teachers are themselves in short supply in the schools. An additional complicating factor now is the existence of two ministries of education, both having an interest in qualified personnel. The success of this strategy depends substantially on cooperation between the two ministries in the promotion of badly needed teachers from one to another. As a result, shortages, which limit enrolments especially in Mathematics and Science, still exist in teachers' colleges.

The less-qualified lecturers are upgraded through inservice Bachelor of Education and Master of Education programmes organized by the University. Lecturer recruitment policy requires that all teacher educators be degree holders, so ministries generously grant study leave to teachers and lecturers to enable them to participate in these programmes. The number of lecturers holding these local qualifications is increasing in teacher education.

Appointments and promotion of staff in all teachers' colleges are made by the Ministry of Higher Education, subject to the approval of the Public Service Commission. This position has tended to equalize the anomalous situation that existed before, whereby lecturers in private colleges earned less salaries than those in government colleges.

FINANCING

Teacher education in Zimbabwe is to a large extent financed by government, which runs 12 of the 15 teachers' colleges. Even in the

Table 3. Teacher Education Expenditure (x 1000D)

	79/80	80/81	81/82	82/83	83/84	84/85	85/86	86/87	87/88	88/89	90/91
PSIP ALLOCATION	-	8,597	10,000	21,356	17,495	16,225	31,541	23,891	30,599	37,065	51,391
RECURRENT	3,927	3,943	8,837	10,366	12,330	16,231	20,805	27,958	30,449	30,776	34,435
TOTAL	3,927	12,540	18,837	31,722	29,825	32,456	52,346	51,849	61,048	67,841	85,826

Source: Ministry of Education

three non-government colleges, government pays salaries for all lecturers, since all lecturers are civil servants.

Table 3 shows government expenditure on teacher education for the indicated periods. As will be noted, recurrent expenditure has steadily increased as enrollments have increased. The Public Sector Investment Programme (PSIP) allocation has however not followed a similar pattern. This is because funds for construction are allocated on ability to spend. This ability is adversely affected by the shortage of architects and of building materials. So in many cases allocated funds are not used. This leads to carry-overs which are seriously affected by inflation, thereby pushing up construction costs. A fair proportion of the PSIP allocation goes into providing residential accommodation because of the national nature of these institutions. Presently the bigger colleges can accommodate up to 1000 students at a time. In the long, term plan, it is envisaged that all colleges will increase residential capacity to this level.

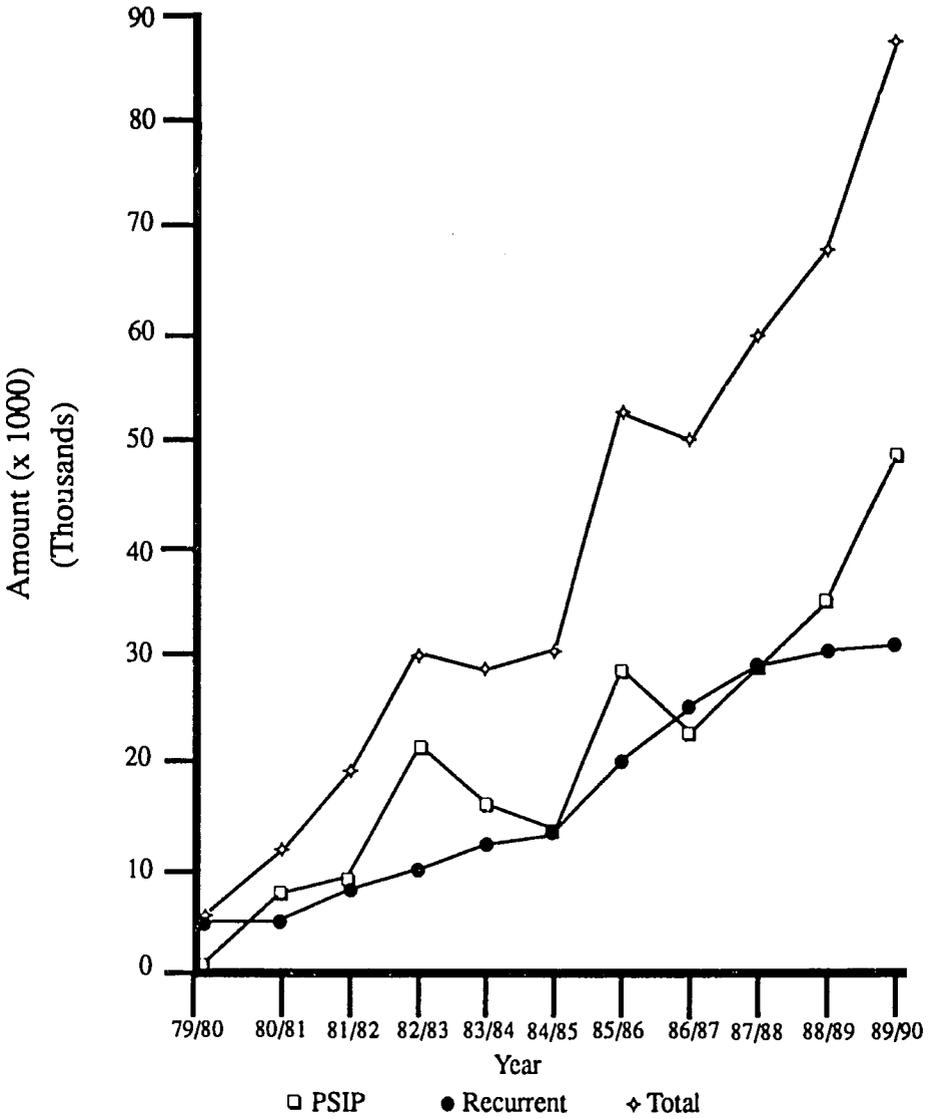
Other resources have come through donor efforts. These efforts have ranged from provision of infrastructure, teachers, and learning and teaching resources, in the form of books and equipment.

Teacher training is heavily subsidized by government, because students do not pay fees. (See Figure 4.) It roughly costs between Z\$1600 and Z\$2400 per year to train teachers. Students are also given a loan for books and other expenses. These loans are recoverable when they start teaching.

PROBLEMS ENCOUNTERED

Putting such systems in place cannot be done without its fair share of problems. The expansion of the teaching force, which now includes student teachers, created serious administrative problems related to deployment, supervision and processing of salaries. The question of salaries was perhaps the most crucial, as it was not uncommon for some student teachers to go unpaid for months on end. For a variety of reasons, students sometimes transferred during term time, thereby increasing the amount of paper work that had to be

Figure 4. Teacher Education Expenditure 1979/80 - 1998/90



processed. This also caused problems of continuity in the classroom.

The collaboration between college lecturers, EOs and DEOs in student supervision often did not work out as planned, for a variety of reasons. To start with, the travel budget for EOs was always so small it was not possible for them to travel to schools as often as was required – a minimum of three visits is required by University. The colleges themselves experienced severe transport problems, despite donations of vehicles by SIDA and UNICEF, for teaching practice supervision. Because teacher demand was nationwide student deployment was necessarily extensive and access to some of the schools was made difficult by poor roads especially during the rainy season. The long distances coupled with the poor roads took their toll on the vehicles. The critical shortage of spares in-country severely limited the ability to keep the vehicles in service. Motorbikes, which had been provided through SIDA assistance, for the rough rural roads, were not very popular with lecturers and were therefore hardly used. Apparently riding motorbikes on dusty tracks is not consistent with the dignified "tie-and-jacket" image of a college lecturer. To minimize this problem, colleges have now tended to deploy students in clusters around the college, or around "host colleges" in other regions. While this assists in supervision, it denies the outlying area of these services of student teachers.

The inability of lecturers and EOs to visit students meant that most of the supervision had to be carried out by school personnel. As can be expected, this increased the role of headmasters as student supervisors, and it became necessary to organize workshops to assist them in understanding the new and additional roles. But at the school level, increased enrollment also created its own logistic problems, leaving headmasters and senior staff stretched to the limit, as they tried to cope with school administration and supervision of student teachers.

In addition to transport problems, supervision budgets for both college lecturers and EOs are never adequate. Whilst it is generally accepted that student supervision plays a crucial role in the training of a teacher, the noted constraints have made it difficult to marry

theory and practice. To a large extent supervision tends to be limited to the minimum of three visits required by the university for certification, especially for students in outlying areas.

A problem that affected secondary teachers' colleges is that often students did not practice their teaching in their areas of specialization and were often called upon to teach almost any subject. This happened because some schools did not offer both of the student's majors, particularly those teaching technical subjects. All schools were short-staffed in some areas, and students were usually assigned to these areas irrespective of their majors. Because of their training, headmasters often assumed students could teach anything.

There are a number of factors that have made it difficult for the Zimbabwean government to adequately address problems highlighted in this paper. Natural factors, like sustained droughts which require government to feed people, necessarily take away resources that could otherwise be used for national development and employment creation. Man-made factors, like the dissident war of the mid-eighties and the current war in Mozambique, have tremendous impact on distribution of resources. The fact that defence takes the next largest share of the national budget after education serves to underline the impact of war on national development.

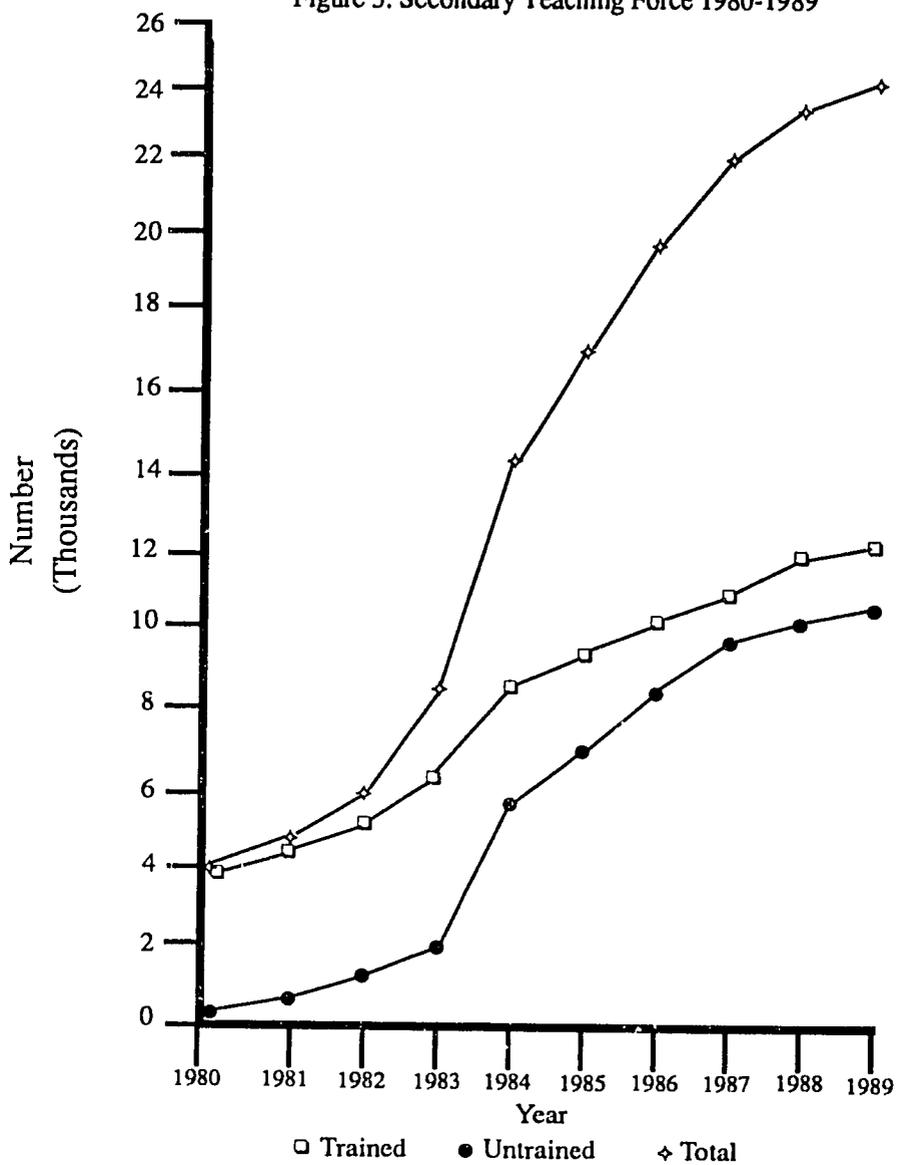
ACHIEVEMENTS

The problems outlined above should not give the impression that teacher education in Zimbabwe has been ineffective. The colleges have done a remarkable job in producing teachers for the school system, in the face of tremendous odds working against them. Reference to Tables 2 and 4 indicates the impact the colleges of education have had on the supply of qualified teachers. (See Figure 5.) Whilst the number of qualified teachers has been boosted from other sources, local training takes the biggest credit for this increase. One of the notable attributes of teacher educators in Zimbabwe has been their dedication to their profession, as evidenced by the way they have executed their duties and responsibilities. Morale has remained high in all colleges. One factor that has contributed to this

Table 4. Secondary Teaching Force 1980-1989

	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989
TRAINED	3618	4608	5313	6707	8759	9706	10408	11498	12198	12913
UNTRAINED	112	266	719	1934	4508	5551	6929	8086	9163	8415
TOTAL	3730	4874	6032	8641	13267	15257	17337	19584	21361	21328

Figure 5. Secondary Teaching Force 1980-1989



is the automatic upward mobility to positions of senior and principal lecturer. These are more a function of length of service in consecutive ranks, if performance is satisfactory. Despite the shortage of teachereducators, the present infrastructure has the capacity to increase training, with added accommodation, but the question of teacher salaries is likely to be a limiting factor. In 1990, salaries for primary and secondary school teachers were in excess of Z\$500 million and Z\$240 million respectively. The answer in the short term will lie in keeping training levels constant and trying to utilize the trained teacher better through better deployment.

The effectiveness of ZINTEC as a model for teacher training often generates debate, as it is often compared with the conventional residential training models. As can be expected, such a programme, because of its difference from the "usual," has had its proponents and opponents. Small surveys that have been conducted on its effectiveness have indicated that it is just as good as other models. Proponents believe it is better. Although still not subjected to an intensive evaluation study, most of the surveys carried out on it have involved observation of teacher behavior in the classroom, and results of these surveys have tended to be favourable. If ZINTEC has produced inferior teachers, it is probably because of the constraints that it operated under rather than because its design is faulty.

CHANGES SO FAR

It cannot be denied that mass expansion in education has created quality problems. Percentage pass rates in 'O' Level examinations have dropped significantly after independence, and have remained low at between 10 and 13 percent. Despite this, 'O' Level still remains the most sought after qualification in Zimbabwe.

It is difficult to determine which of these factors has had the most impact on quality, but the question of the role of the teacher cannot be ignored. Coombs (1985) identified teachers as one of the five factors that have influence on quality. Other researchers like Fuller (1987) have also indicated the importance of teachers in improving

quality in the classroom. It is with this premises that efforts at providing trained teachers are made, and inservice programs for the upgrading of teachers are organized. Therefore, given the constraints that have been noted in the operation of the ZINTEC programme, colleges are now reverting to the conventional residential programmes. Surprisingly, despite the constraints noted, ZINTEC is still attractive to many students, because of its decreased opportunity costs associated with full time training.

Another change being actively pursued is the training of the associate teacher by MOEC. This involves providing basic teaching skills to untrained teachers during vacation periods. Associate teachers should have a favourable impact on teacher salaries, and on the overall cost of training.

These decisions are being taken against the high salary bill already discussed. As government starts to implement adjustment programs, there will be a need to divert resources away from the social service sectors into the productive sectors in order to encourage economic growth. It is therefore becoming painfully obvious that it is not going to be possible to place a trained teacher in every classroom at the going rate.

The policy of decentralization which has been enunciated by government is another change being slowly implemented in MHE, by transferring administration of a substantial number of activities that were controlled in head office. Such functions as recruitment of staff, processing of salaries and allowances, and financial planning and control will become the responsibility of the colleges themselves. The expected long-term goal of decentralization is a reduction of Head Office staff, leading to savings, and increased efficiency and effectiveness in the colleges.

Other changes that are being envisaged are in the length of teaching practice, especially at the secondary level. Now that the teacher supply is somewhat stabilizing, there is a need to keep students in college longer to update their content. This move will also have a cost saving effect in terms of salaries for MOEC. This should also reduce the disruptions caused by students moving back and forth between college and schools and create some continuity in the

classroom. The administrative functions associated with deployment and payment of salaries to students should also be reduced.

The studies by Heyneman and Jamison (quoted in Fuller, 1987) link teachers' verbal proficiency to student achievement. Communication skills of teachers have been noted as one of deficiencies of Zimbabwean teachers. To address this noted problem Zimbabwe, in cooperation with Moorhouse college in Scotland hopes to start a "Communication Skills in Teacher Education" project to address problems of communication in the classroom.

RETENTION ISSUES

The status of teaching as a profession has been declining as alternative and better paying occupations become more available. With the low salaries given to teachers it is becoming the lowest paid profession. The recent teacher strike in Zimbabwe is a clear indication that teachers are not totally satisfied with their lot. Because of the increasing low status, low salaries, and poor conditions of service, is it any wonder Ben-Davis (quoted in Coleman, 1965) warns that many teachers regard teaching only as transitory to other careers. This position was aptly put by Thiagarajan (1990) when he noted that "only earners of second incomes can afford to take primary teaching as a permanent job. Others treat it as temporary one until they qualify for a better-paying job or for entrance into university." Although the Fuller study of 1987 indicated that salaries have little impact on student achievement, this should not be used as an excuse for keeping teacher salaries at uncompetitive levels. Unless the rewards are right and recognition is awarded, teaching will indeed become a thankless temporary occupation, and teachers will leave as soon as something marginally better comes along.

The failure of education systems the world over to recognize and reward excellence tends to encourage mediocre performance, and a reduction of teacher motivation. Of course the identification of excellence in the classroom is closely associated with the question of teacher evaluation. Teacher evaluation has not been easy, because as

pointed out by Darling-Hammond, Wise, and Pease (1983), it "requires consistent and shared views of the teaching-learning process, and of the organizational context in which teacher evaluation takes place." Performance evaluation has lacked a sound and agreed-upon conceptual framework on which it can be based and has therefore tended to be more political than technical. As a result teacher evaluation endeavours have neither failed to identify excellence, nor have they significantly contributed to teacher improvement.

The only way "good performance" in the classroom has been acknowledged is with promotion out of the classroom, where the individual is most effective, into some paper-pushing administrative position. In Zimbabwe for instance, EOs who are promoted to these positions because of their presumed high performance in the classroom hardly ever have enough resources to enable them to apply their expertise. Whilst teachers and student teachers badly need their assistance in the classroom, they spend most of their time pushing paper in regional offices or head office. Thus their impact in the system is sadly limited and sometimes even reduced. It is often puzzling why hospital administrators do not have to be doctors, yet education administrators have to be promoted teachers.

INSERVICE TRAINING

A review of research on factors that affect student achievement carried out by Fuller (1987) indicated that "findings are mixed on the effect of the teacher's length of schooling." Although significant effects have been noted, these have been moderate, and Fuller concludes by suggesting that allocating additional resources to a teacher candidate's total length of schooling may be an inefficient strategy for raising pupils' achievement.

The same study revealed that despite the enormous amount money spent on inservice education, "very little evidence exists on the effectiveness of inservice teacher training programmes." This should not be surprising, given the way most inservice programmes are organized. Very often inservice courses are organized in Head

Offices in consultation with teachers' colleges, while the participants, who probably know more about their own needs, are hardly consulted. The Rand Corporation study (1983) on inservice indicated that successful inservice programmes were those where participants had some input on what the programmes should contain, and which addressed identified shortcomings. Follow up of participants was also identified as important for continual use of newly acquired skills. Thiagarajan (1990) notes that inservice approaches were of a shotgun type, which tended to assume that all primary teacher problems could be remedied through increased training. General upgrading inservice courses have been organized for the purpose of upgrading teachers before training needs are adequately identified, and often the assumption is that all teachers need the same type of inservice training. Individual deficiencies, which are probably the major problems teachers face, can hardly be addressed by such mass teacher inservice programmes.

Motivation, often acknowledged as important for classroom learning, is almost always ignored in the organization of inservice programmes. There is always the assumption that teachers will find courses beneficial and interesting, even if the courses do not address their immediate needs. The adage about "taking horses to the river" is certainly applicable here. In some cases teachers engage in-service programmes for financial advantage, especially in those programmes that lead to certificates of some type or other. The motivation becomes the certificate and the added financial reward, and not the new skills that are meant to be acquired. Often these newly acquired skills never make it to classroom, and if they do so, have a short life span. These two issues require attention if resources are not to be wasted in make-believe programmes that will not bring a good return on the investment. No country can afford this in this era of scarce resources.

Whilst research findings have had very little influence in educational policy development, the situation in which we find ourselves now requires that some attention be paid to them as policymakers try to balance political expediences and getting the most out of their educational expenditures.

Research findings that delineate those factors that make the difference in the classroom as a way of optimizing resources available in education should be encouraged and results given attention to in policymaking. The value of lengthy training and inservice training should also be researched more in order to provide indicators that can lead to optimum allocation and use of scarce educational resources. Having advocated increased attention to research in educational planning, it is hoped that the quality of educational research will improve beyond current levels.

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8

THE SCHOOL PRINCIPAL/ HEADMASTER AS THE EDUCATIONAL LEADER

NORMA SINNETTE JOHNSON

When we speak either about "development of a new education system" or "educational reform within a school system," we clearly must address the issue of the role of the school principal, the head of the school. We will assume that the system is concerned with the quality of life in schools and the fact that the principal is the person responsible for the maintenance of that quality, whatever it may be.

The principal is the on site interpreter and implementer of decisions made at higher levels. He/she is also the person, to a large extent, who colours the teacher's first experience with the system.

WHERE DO PRINCIPALS COME FROM?

The source from which candidates for this position traditionally come is the classroom. Tradition has it that a classroom teacher must have taught X number of years before he/she can become a school principal. It is also felt that a principal cannot understand either the goals or the problems of a classroom teacher without having taught.

WHO IS THE SCHOOL PRINCIPAL?

The fact that a teacher has spent a number of years in a classroom with children is no reason to assume that it prepares one for a position in which one's major task is working with adults. Put another way – being a 'leader' of children, and exclusively of children, does not necessarily prepare one for being a leader of adults. Teachers often complain of feeling isolated and seldom feel a part of a working group which discusses, plans and help make educational decisions. Over time, what happens is that they tend to absorb and accept tradition and if they become principals the chances are they do not change. One major criterion for choosing a principal is the fact that he/she was a 'good' teacher; 'good' often means not only the quality of teaching, but because of their implicit acceptance of the way things are, i.e., 'not rocking the boat' or 'helping to maintain the status quo.' The question then arises: what motivates a person to become a principal? The literature identifies several things. Among them there appear to be three strong factors and they are:

- The classroom is no longer a challenge to the teacher.
- There is larger monetary reward as a principal.
- The school principal appears to have a greater position of influence, power, and prestige.

Possession of these motivating factors clearly is not an adequate basis for deciding whether one could or should be a school principal. It has been said that teachers develop a picture of the role of the principal which is determined primarily by their own relationship to that role. However, the intricacies of the principal's role, when viewed from

that perspective, can often be quite unrealistic. On the other hand, the principal will more than likely view the role as one of a leader and strive (at least in the beginning) to impress upon the school his/her idea of what good education or a good school is. Depending on one's point of view and the fact that their conception of the principal's role might be vague, a good education and a good school can be either liberal/conservative/progressive/punitive or permissive. Whatever the principal's point of view, basically he/she wants to be and feel influential, and the leadership dilemma comes about from the way in which the role is viewed. The role of the principal cannot be understood simply by a listing or a job description of what he/she can or cannot do, since conditions change, and new and different problems arise. Job descriptions are usually made up of general guidelines which will imply the minimum limits or scope of the position. They seldom if ever describe the maximum limits. For example, a description could read:

- The principal is responsible for the quality of instruction in school, but there is no limit to the number of ways in which the principal should or could discharge this responsibility.
- The principal is responsible for ensuring that parents are informed about children's progress. There are no guidelines re the numerous ways in which this can be accomplished.
- The principal is responsible for keeping discipline or law and order in the school. It will not state the number of ways in which the principal might view discipline or order.
- The scope which a principal permits him/herself is a function of things such as personality, imagination, his/her conception of the system, and its relation to what the system permits and tolerates. Very often, a principal's conception of the system does not square with what in fact the system will permit or tolerate.

Will the system encourage or facilitate innovative or bold thinking and action on the part of principals, or will it present obstacles in the path of a creative and innovative principal who may want to venture in new directions?

Will the system have the soil in which the seeds of new ideas can grow and thrive easily and well? If not, it is certain that principals will stay near the lower limits of the scope of their role.

Very often the principal's knowledge of the nature of the system can be faulty to the degree that his/her conception or picture of what it will permit or tolerate leads him/her to a passive rather than an active role. Risk takers they are not. Upon examination of the varied practices a system can tolerate, however, it is possible to say that it might tolerate passivity and activity, conformity and boldness, dullness and excitement, as well as incompetency and competency. A system can produce a range of differences in quality and practice.

WHAT ARE SOME IDEAS AND VALUES WITH WHICH PRINCIPALS MIGHT BE CONCERNED?

- What is their own knowledge or concept of what children are like and the kinds of problems they had in the course of growing up.
- They might be concerned about the extent to which the interest, problems, and characteristics of children should be reflected in the school experience, as well as how they should determine the school experience.
- To what extent and how are decisions and plans made and discussed in the classroom, if at all?
- How should staff think about the way it confronts and resolves problems concerning either their relationship with each other, with administrators, with pupils and with parents?
- What makes a classroom interesting for children?
- Is the intellectual growth of the teachers less important than that of the pupils?
- Can pupils learn and change if their teachers do not?

The principal who does not confront issues such as these, or does not allow others to confront him or her with them – that principal is an administrator and not an educational leader.

Using the hypothesis that principals functioning as educational leaders develop a more effective learning environment for children, and that principals can become educational leaders through certain training processes, a project was developed at Bank Street College of Education in New York to explore how this might come about.

The project began as a pilot project designed to:

- provide data which could develop insight relevant to the selection and professional preparation of principals for this role, and also
- to define the role of the educational leader, by isolating the leadership functions necessary for the creation of an effective primary school, as well as the competencies required in the enactment of each function.

HISTORY

In the mid 1960s, the U.S. Office of Education formerly funded a programme for four to five year old disadvantaged children called Head Start. The philosophy of this project was to deal with the whole child, i.e., their health, medical/dental and nutritional needs, as well as the educational programme, parent, and community involvement, etc.

As a way of examining the results of this programme, funds were made available to follow these children into the lower elementary grades to examine their progress – this came to be known as Follow Through.

Bank Street College received funds and schools were targeted in several states to provide technical assistance and staff development (work with teachers to support prior programme efforts in Head Start).

It was discovered that despite much work done with teachers, when the principal was not involved, not much change occurred, but when the principal was included a great deal of change was evident.

Several faculty involved in Follow Through began to consider the meaning of these results in terms of principal development, i.e., leadership development; thus began the development of the concept of the principal as an educational leader.

With a participant population of only 12 principals, the programme used a wide range of experiences in which the many facets of the principal's role could be examined one in relation to the other, and which also provided a support system of peer and staff. They analyzed each school situation and supported each other's growth and development as educational leaders.

The continuous assessment of the needs of the participants and their school provided the training focus.

As two to three months passed, four areas of concern emerged as priorities from the assessment:

- A need to define the role of the principal.
- Developing planning processes, including setting goals and objectives — planning programme strategies and conducting programme evaluation.
- Developing skills needed to create a total learning environment.
- Understanding the adult as a learner and the change process involved in adult learning.

After the first year and reassessment of the participants' progress and continuing needs, goals and objectives were set for the second year, which were to "enable the participants to define and enact the role of the educational leader best suited to their individual leadership styles, the needs of their school population, and the concept of the educational leader as a humanistic agent of change."

The expectation was that as a result of the training, the participants would:

- Become aware of themselves as educational leaders.
- Be able to develop and define goals, objectives and strategies for their schools and themselves, in order to help their schools be more relevant in meeting the educational needs of their school population.
- Be able to develop a programme of school assessment.
- Be able to understand how adults learn and to conduct staff development programmes.
- Be able to assess the competencies of their staff.
- Be able to understand the learning and growth of children.
- Be able to develop child assessment procedures.
- To become competent in curriculum development.
- To develop their schools as total learning environments.
- To enable participants to become more competent in school management, i.e., organization, finance, personnel.
- To be able to be more effective with parents, parent organizations, and communities.

These skills became the genesis of the competencies viewed as essential for an educational leader.

The strategies used to achieve these objectives varied in their effectiveness; for example, objective number nine, developing a learning environment:

Most effective strategies:	visits to other schools discussion of school visits
Least effective:	reading materials mini seminars

On the whole, the training provoked major changes in the schools of the participants.

The programme did not push or promote a particular educational model, rather staff was encouraged to design their own educational programme aimed at meeting the specific needs and interests of their school community, so therefore, standard evaluation procedures for all participant schools were seen as inappropriate and, therefore, they developed individual procedures for assessment of the effectiveness of their change strategies.

Overall, some of the major changes in terms of what was viewed as problems were in:

- school curriculum
- school climate
- staff development
- school environment
- community relations
- management

SELECTION

It was the programme's belief that:

The principal who becomes the successful educational leader is one who has a clear philosophy about education. Ideally, he/she is a person who values the dignity and worth of every individual and has a commitment to the development of the potential in children and adults.

The educational leader is a knowledgeable, learning, and thinking person who appreciates the intellect, is interested in ideas, and responds to experimentation and innovation. He/she is someone who is economically and politically wise, a judicious risk taker, and one who can make decisions with wisdom and judgement. As a humanistic agent of change, this person is able to develop open and honest relationships with a wide range of people of varied ages and different life experiences. The needs of the particular school should be examined as well as the competencies of the leadership team which presently exists in the school. Committee/group selection of

candidate is recommended and direct observation of the candidate in his/her work setting is most desirable.

TRAINING RESULTS

The results of this training programme bore many implications for selection of preservice and inservice training for programme participants as well as future principals. Some of these are as follows:

Training results suggested that there were 5 basic areas which could underlie any training programme for school principals.

- Clarity of role expectations and need competencies
- Development of self awareness
- Gaining new knowledge, concepts, and techniques
- Commitment to learning and growth
- Experiencing and practicing new competencies

Training experiences should be integrated, i.e., provide for interaction and development of support with peers within the programme. Objectives of training should be spelled out before activities are planned, etc., etc., etc. There are many more specifics which time will not allow me to mention.

REDESIGN / RECONCEPTUALIZATION OF PRINCIPALS' PROGRAMME

Recently, this programme has been reconceptualized and its present design takes into account many of the recommendations made for selection and recruitment of participants. However, the basic philosophy and thinking on the role of the school principal as an educational leader is fundamental to the programme. I should like to acknowledge several persons and institutions from whose work I have drawn: Gordon Klopff, Seymour Sarason, Dorothy Carter, Nona Weekes, and the Bank Street College of Education Faculty where I was a member for several years. Much of my presentation today, in

terms of a concept of the principal as an educational leader, may have sounded somewhat idealistic. The issue is not whether the ideal is achievable or not, but rather if not the ideal, then what? Given the constraints in which it has to operate, how far from the ideal can the system stray? What are the limits that a system which wants the best for its children and the larger society will tolerate?

I hope that this conference will show us the way.

9

INTERNATIONAL FORUM

Vitalis Ankama (Chairperson)

(Chuck Aaneson, USAID)

I'd like to ask the two ladies of the panel representing Zimbabwe and Korea; how have you implemented change; when you have ideas such as we have coming from this conference; how do you implement these changes? Is it across-the-board; do you attack certain areas; do you have a critical mass of support before you attack a certain area? Perhaps it is easier in Korea where it is more mono-cultural, mono-linguistic, but still there is a resistance to change, so I would just like some of your successes and maybe some caveats to us, warnings where we should tread softly.

(Minister Fay Chung, Zimbabwe)

Thank you. I think on change, the first thing I think would be very important is to be able to sit down and plan it very carefully and logically. This may take some time; it may mean six or seven months,

or even a year, before you rush into things, but I think the whole success depends on careful planning and by that, I would mean, going into details, for example, setting out the criteria, you would have to do a school expansion. I think the rules would have to be worked out carefully and discussed, a school mapping exercise would have had to be done, and the whole plan would have to be written down in detail, because as things go along you will get pressure from all sorts of groups to do all sorts of things which may or may not be in the plan, and if you have not written the plan down carefully, you may find yourself being pushed by very strong pressure groups into doing things which may be professionally unsound, maybe wasteful of money. So I would say the first thing is the ministry and its support groups must sit down, particularly the ministry, and get an overall plan done with the goals, with the dollars and cents, with the regulations and so on.

Now obviously, this plan will not be unchangeable, because as you go on you might find that the plan was wrong in certain ways, but at least you must have a blueprint to work on. Then the question of across-the-board or having small projects, well I think you have to have both. I think some things you just have to do across-the-board, and you have to do quite quickly, otherwise you lose the initiative. Other things you have to do very slowly, as was said, it may take you 20 years to do some changes. On the other hand it may be important, politically and professionally, to move quickly on certain things, so I think that is a question of judgement.

You know, there are some things where it is better to jump into the water and swim and then work out how to get out later, and in other circumstances it's better not to mess up what is already working. For example, you can't ban the existing curriculum until you have got something to replace it, and what you have to develop will have to be better, so that would mean, to be better you would have to do it very carefully. It may take you five years, which may mean five years during which you will have to use the old curriculum. It may even mean 10 years during which you have to use the old curriculum, and it is an uneven process because you can find some areas, for example in Zimbabwe, in Science and some technical subjects, like building,

technical drawing, we were able to change within five years. It may sound slow to you, but that was it, we were able to do it in five years.

Other things, you look at English, you know up to now, we have not managed to make our own textbooks in English, although we have very good syllabuses in English, we are still trying to get new textbooks in English into the schools. Math has been a problem for various reasons, because it's not good enough to say we bring in experts from outside to do our Math, because in a way Math should be straightforward like Science is straightforward, but that's not good enough, because the Math, Science, and the English have to take into account your teachers' abilities, your teachers' experiences, so you might have found some brilliant Math programmes, for example Mozambique has brilliant Math programmes, Ethiopia has brilliant Math programmes, because they had experts from Germany, East Germany, but now when you go into the schools and look at the teachers, and say, well do the teachers understand what this Math is about, you might find that it is not so nice at it looks because the books may look nice, the syllabuses look nice, but what is happening in the classroom may have no relationship to what is on paper.

(Prof Unna Huh, Korea)

Thank you. I also agree with Minister Chung in terms of the setting up of the broad blueprint, master plan, and setting up the goals, otherwise you don't know where you want to end up. And I would like to just add that, I think that once you have this blueprint, you have to have a priority setting because you just cannot do everything at the same time, and I think that you can sit down and have everybody involved, all the partners, and have very realistic short-term initiatives and long-term initiatives, that has to be clearly set out, so you attack the things that are most critical that have to be fixed right away, and those that can wait until later, and also those that require more time.

So if you spell out the overall blueprint plus long-term and short-term initiatives, you know where you can go, and that is the goal, but in the process, I believe that any kind of innovation process without having actual clients, (which are actually the learners themselves, their teachers, their parents, and probably community, et al) if they

are not involved from very early on in developing the goals, the initiatives, long-term and short-term, you are not going to make it, because no matter how good your intentions are, if they ignore it, it's not going to make any difference at all. So I think you really have to do simultaneous things: the effort has to be there together with all the support, so let them believe that they are part of it, actually the changes come from within themselves. They're the ones who are actually doing it, so actually it is a national plan but it is everybody's plan, and I think by going through the small steps, short-term initiatives, I think you will provide some success stories. Let people see some of the success, that we can do certain things, that we can achieve, and see this much success in each small step of the project. We can do it eventually, so there has to be constant reinforcement. Let the people see what the small things can do.

Maybe you can emphasize teachers' guidance and have some kind of prototype material development, and some experiments in school. If the teachers are involved, they are glad to spread the word to other colleagues of their own, so it is not from top to bottom, but they are the ones willing to spread their success stories to other colleagues and other communities, things like that. So you want to build up from small steps and success stories.

And I think also, as we move on to implementation, it takes time, which means other things also change, not only the educational sector, but the social change is going to be there which already requires us, as I said before in my speech, to review the needs of the nation again, maybe the short-term goals have changed to long-term ones, maybe sometimes certain things come up urgently. So there has to be always room for change. We have to accept the fact it is not always going to be the same, we are not going to end up with the same blueprint that we originally planned many years ago, so there is always going to be an unexpected change required. There must be room built in from the original goals. You do this by flexibility, allowing the differences and changes from the original plan. You set the criteria and goals; that means you have to have an evaluation scheme built in from the very beginning, and who is going to be the evaluator? I think everybody is going to be. Teachers themselves have to evaluate their progress and schools and ministry, and

everybody, and there has to be some kind of mechanism that's ongoing from the very beginning, what kind of input do we have, what we don't have, what we require, what holistically can be achieved, and what cannot. So, resource evaluation, input evaluation, process evaluation, output evaluation, all these have to be ongoing things. The point of learner-centred education based on the systems approach is to allow us to really view our progress and improve accordingly.

(Minister Fay Chung)

Perhaps I could just add two points. One is that there may be a conflict between professionalism and political desires, and I think it is very important for the professionals to keep a tight hold on professionalism, because I think if you start giving in to political pressures, then you might start finding that you are pushed into a situation where you can't do things properly, and I think as educationalists, one knows what is proper. I don't mean just in the same old way, because I think that is a danger. One should not keep to the same old ways which are wasteful, expensive, and rigid. I think one has to have new ways, but the new ways must be professionally sound, because if one gives way to non-professionals, you will get yourself into a mess, you will start lowering your standards, you will start wasting personnel, wasting money.

Another thing is the need for community involvement in all countries, but particularly in third world countries. We are going to be short of money. You can't help it, but you are going to be short of money. There is something which can complement money and that is what the community can do. I think it is important. Unna said earlier that the community must feel the school is theirs, they own the schools, they own the reforms, they own what changes have been agreed upon, and they put in their efforts. I think the community can put in a lot of things and it is good for the community to be involved.

(Vitalis Ankama)

Thanks for the elaborate answers provided to the questions. Can we have another question? Or commentary?

(Richard Shortlidge, USAID)

How quickly should change be initiated?

(Minister Fay Chung)

I would say it is better to go piecemeal, and perhaps just have a few amendments to the very extreme excesses of the old thing, without changing everything and then do the major changes slowly. I think with all the enthusiasm that is around you may put into the Act things which in the end will be to your disadvantage. I have been joking that in 1990 I was taken to court three times and I lost three times, because we were breaking in our own Act. Just to give you a couple of examples, you see, when we started independence we were so democratic and so full of enthusiasm. We put into the University Act disciplinary regulations which said if a student misbehaved, we have to get a high court judge and the student has to be represented by a lawyer and the process was awfully difficult. Now we find, you know, if a student breaks a window, he is going to say, well I haven't had a high court judge, why are you fining me \$50 for breaking the window. And, you know then, it ends up that we let him break windows which then, you know, because the procedure we set up was so crazy.

Another example is, we said, what was politically and in many ways the best thing, that the local communities must own and control the schools. That was a good thing, but then there were some real serious problems. One is the local communities are illiterate or semi-illiterate and they are not likely to make professionally sound decisions. So of course, as we went along, we gave the local communities lots of power, and as we went along, we met a lot of problems. First of all, the local communities cannot tell the difference, doesn't seem to matter to them, whether a teacher has got two 'O' Level passes or he has a degree. To the local community these look like equally educated people, so when you say local community can choose, they choose the unqualified. If you say that the local community can control the money for school books, when they meet, they'll choose the wrong school books, they will be prone to slick salesmen. We had lots of problems. There were district councils which bought a 12 years' supply of chalk and glue, and had

no textbooks. Or, you might find a local community which bought books from Malaysia, which are not quite relevant to our curriculum, refusing to buy the right books you see, so then all these problems started arising, because in our good intentions we gave them all these powers. Of course, we then started to take away the powers, and this has been very very problematic. I mean, the other thing is when the local community meets, and they say, well we have about \$100,000 or \$300,000 for books, it doesn't click to them that it is for books. They will say, we really need a dam, or we really need some tractors, so they buy tractors or cars, and the schools will have no books at all. So, all that became a problem and it is entrenched in our Education Act that we are supposed to give them this power, so as we went along, we started taking away some of these powers, and of course some of them employed a lawyer, who said the Ministry is breaking their own act. Take them to court.

(Prof. Robert Morgan, FSU)

Let me add just one comment on that, Richard. I think one of the points that has come across from virtually all the speakers and groups during the week is that innovation takes time. Yet the point that Minister Chung made, about keeping your professionalism and balance or indeed in the face of political expediency is something that really needs underlining. In my state, our legislator gets re-elected every two years, so anything dramatic in the state, whether we are talking about building roads or improving schools that can't be done within two years, they are really not terribly interested because it has no political value to them, and that is unfortunate. Politicians I think need to operate in a more statesman-like level. There is hardly anything of major substantive change and improvement in education that you can accomplish in two years. You can't legislate change and improvement, you can't do it by decree. What you can do is legislate the processes that start the innovation, and in education I would say you're talking anywhere from five to 10 years minimum to get substantive change. And 1995 seems a long way off, but it will be here tomorrow, just as the year 2000 will be here tomorrow, and if you start the hard work, an expensive effort of developing education shooting for the year 2000, and if you start now and continue the process into 2000, you can have a different educational system.

(Vitalis Ankama)

Thank you very much.

(Minister Fay Chung)

Well what we did was, as I said, we changed the whole Act, some areas of which now cause a lot of problems. And now we have to go again to change some things that we have put in, and once you do that you get into great problems, so I was really recommending that you don't do it our way. I was recommending that it would be better, for example, to look at the old Act and amend quite quickly in a few weeks little areas of it. I'll give an example of some of the things that are in legislation in Zimbabwe. For pre-schools there was a legislation which goes like this. It says a pre-school is not allowed unless there is a white woman in charge. Now you could actually just amend that. It would just take you a few weeks, but if you try and change areas, there are going to be problems which you will never envisage, like the ones I described. And, if you have entrenched it into a whole Act, and then when you try and change it, now there will be interested groups which will prevent you changing it. For example, for a whole year we have been trying to change the giving of all monies to the local people, but you know this is very difficult. Every politician is going to oppose you, the ministry of local government is going to oppose you, so then you find yourself embroiled in a lot of problems. When you say, well look, you know, it is very straightforward, we just want the money to be spent on school materials, we are just trying to stop this problem where money is spent on what.

An example: we did a survey on how schools spent their money. One mission school with a thousand children spent \$98,000 on books. The district council school with one thousand children spent \$3,000 on books, but the income was the same. Now, of course, you can imagine as educationalists, that if one institution spends \$98,000 every year on books, and the other one spends \$3,000, you have already differential input. And we are the ones who gave them this power, but I think we made a mistake, quite a serious one, in that whilst you must get strong community involvement, you must not give professional decisions to unprofessional groups. Now how you

do this is difficult. Negotiations going on are so intricate, and almost are unworkable when too many people input. You don't have a cow, you don't have a donkey, you don't have a zebra, you don't have a giraffe, you've got something that is a bit of everything and you just wonder how on earth it's going to work. But in the end, you find you end up in these political adjustments because it's difficult to change what was entrenched into legislation. This problem I am telling you about, where the local community for historical reasons cannot make the right professional judgement, whether it is on the type of teacher or it is on the type of books, type of science equipment, and because they are not in a position to make those decisions, they will be prone to maneuvers. In Zimbabwe we have a lot of parties, so what happens when the headmaster is appointed is that local people want their local man. Now if you come as ministry and say, actually the local man is the worst candidate, these other candidates are professionally better, you'll see what will happen. The local candidate will say that new candidate who has been sent by the ministry, he belongs to this opposition party, and then you have a riot. The local people will demonstrate and say, we don't want the new head, and then you rush there, and all sorts of things happen. So, I have given an example of impossible maneuvers. Now in order to get a proper professional control of the monies, we have tried to get a school development committee which have the head and the parents, because we figure the head provides the professional input, and the parents are interested parties. Because no parent wants (1) his money to be misused, or (2) his child to have a raw deal in education. But then you find there is a conflict. Ministry, parents, and teachers are on one side, local leaders are on the other, because there are going to be other pressures. In Zimbabwe, and probably here as well, there is a problem of lack of employment, lack of money in the community, so when you give a community, say well it may be \$100,000 or \$200,000, the tendency would be to spend most of this money employing their sons and daughters. So then you get a whole bureaucracy forming at the district level, made up of professionally very low calibre people, that is the sons and daughters of the local leadership. The scene would be, say local leadership has say average grade 3, some have grade 7, and then their sons and daughters probably now after independence have two to four years of secondary education. So they start a

bureaucracy, and then this bureaucracy chews up money, you see, and you end up with only a third of the money that we had targeted for school materials used on school materials. And two thirds is spent on this bureaucracy, on transport and subsistence. Because if you have this bureaucracy, which is what would you say, it's a lower middle level cadre, they're not going to use the resources in the best way. For example, you might find they buy some big lorries, then they discover that school over there, 200 km away, needs a box of nails, then they are going to take this lorry with this box of nails and they are going to go, and you say, well this box of nails has now cost \$200. But do you know, this doesn't occur to them, they don't think like that, so I would say, really it would be better to have the worst excesses of the old Act just amended – piecemeal – and then work out a framework and put these out in regulations, and then try it out. Because once it is in the law, it is very hard, but when a regulation is pretty strong, people have to keep regulations, usually they have a time span this regulation is enforced for, one year or so many years, and then you can see what problems you face as you go on.

(Michael Mambo, Zimbabwe)

Thank you. Other dimensions to policy changes that are very very important to be considered, apart from what Minister Chung has said, the piecemeal approach. I don't know if any of you are aware of the work of Charles Lindblum – he proposes that in policy development people psychologically can only handle small changes, and can only handle them a little bit at a time. And once you have something that has put them in shock, people tend actually to start and work against it, and start to undermine it. So, those little changes, in fact he calls it the incremental approach, you change things little by little. And I think the point that Minister Chung is making, if you make those large changes you may not even have the resources available to implement them and you may not even have the expertise to implement them. The stories she is talking about of what people who are unable to cope, who are not mentally prepared and even educationally prepared to handle the changes. So the incremental approach also has to be considered as you go about it. This personal approach, I think, in the long run might be the best way to go. Thank you.

(Norma Johnson, FSU)

I just wanted to respond a little bit to what Minister Chung has said. Some of what she has said reminded me of what is going on in New York and has been going on in New York for quite a number of years. There was community control of schools that came about as a result of a number of things, and we too had communities in which parents and school boards were totally unprepared for taking over the responsibilities that go along with community controlled schools. What we had to do is sort of revert backwards, and what we found was that we needed to have a training programme for people who have no concept of what the responsibilities are that go along with being responsible for schools and the running of schools or whatever aspects they have responsibility for. So I don't know whether it has been given any thought, but it might be something that the ministry and other people might want to consider, having hand in hand as the steps go along, some kind of programme where the community people are involved and being helped to understand what the requirements are of the roles that they will be taking on.

(M. Kamau, UNICEF/Nambia)

Mr. Chairman, just to illustrate what has been said, I will cite an example of Nigeria. I am not representing Nigeria, but I know it very well, I took part. In 1960, it was not a small country, perhaps the resource base is better, and so on. In 1964 the man who has today become Minister of Education was the first to tell us that our education system inherited from the British was not what we needed. In 1969, five years after, we became convinced and we held a national curriculum conference. It is called a curriculum conference, but it is more than that. Everybody who could speak was there and you could speak in your native language if you liked. So, a technical committee could now give us a national policy on education, 1969, the report 1973. This published so that the the public can use it in 1977, a four year difference. 1981, all this was done by the military, and you know it is easy because you don't need a legislator, but even then the pressure groups were there. In 1981 politicians were back. Military policies have given the federal government more power than the state governments, and they also legislated council voluntary agencies, and so on. The politicians came back, the states are stronger than the

federal government, so they wanted their own say in education. So, 1981 national policy of education was amended. So if you have to take the minister to court, you have to decide based on the original 1979 policy document, or as amended in 1981. Now, all along, you wanted drastic changes from a seven year secondary to a six year secondary, a junior secondary and senior secondary, pre-vocational skills, teaching the methods of learning an extra-Nigerian language, all sorts of new things, guidance and counseling, continuous assessment built in. We started the debate in 1964, but it is only in December 1990 that the structural changes have now taken place. That's about a period of about 21 years, but meanwhile as Minister Chung said, so many piece-meal changes have been taken place, and meanwhile in the past 20 years we have produced a core of teachers who were already, who didn't know the old times, and that is probably why it is impossible after 20 years now to talk of something different. Having said this, there are certain factors too that one would take into consideration. I think one is stability. If we set up a government and the ministries . . . and all the rest, and we keep shifting people around every year, you find those that come in would not know the old files and they will reinvent or will rewrite memoranda that had been written 10 years back and the story begins.

So one lesson one might learn from the experiences is that, if things are stable, perhaps things will work. I think the other two are true: that we have this problem of balance, striking the balance between professionalism and pressure, political pressures. But sometimes also, there is a lack of political will. You have taken the decisions and then because it is pressure here and there, and because we didn't know how best to explain things to the people, we start stalling. And on the part of the professionals too, sometimes also there is a lack of professional push, because this demand for change gives us extra burdens, so we defend them because it is easier to do what we know best, so I would recommend that we as professionals give ourselves some reorientation to be willing to try change. Thank you very much.

(Jan Visser, M.E.C)

Mr. Chairman, I just want to ask this question on job opportunities. Maybe you could give us some indication, if after uplifting the education system, what happens with job opportunities and what sort

of advice can you give us, how we must move, if it should be a problem?

(Minister Fay Chung)

I don't know, I am getting all the hard questions. Well, we have a problem in that education is fairly straightforward and easy to move. When we say we managed to increase primary three times, it wasn't so difficult. We have had evaluation of our primary education and it has improved. Whatever criteria you use, most of our primary schools, well I have to say 85 percent of our primary schools, are good. Secondary schools, we have increased 12 times. Now have we improved – yes we have improved. It depends on how you measure it, but we have improved in many ways. What we find is that we solve the education problem, because it is quite straightforward. These other temptations of non-professional behaviour, of course they are there, but if you try and keep to your professionalism, you can get the job done. We are not the only ones in Africa who got that job done. Zambia has a very good education system, Tanzania has a very good education system, so everybody has more or less been able to do education quite well. Now all of us have the same problem. When these kids leave school, say now in case they leave with 'O' Levels or 'A' Levels, the economy has not increased three times as our primary education has, or twelve times as our secondary has. In fact, the Zimbabwe economy is quite buoyant over the last 10 years. We have actually improved the economy by 50 percent. Now this means you get a situation since 1987, now four years, where you have got an excess number of highly educated people, and you don't have jobs to fit that number. Just to give you an idea of the size, you see, 1990 we had 200,000 kids write 'O' Level, 200,000. You have to look at our history. Between 1958 and 1977, a total of 39,000 blacks were allowed to go into 'O' Levels, so that is our history, 39,000 over 20 years. Now we are producing 200,000 a year. Of that 200,000, 10,000 get absorbed into higher education and optimistically 30,000 get into jobs. That accounts for 40,000, that means we have 160,000 people with 'O' Levels who have not been absorbed into the modern economy.

Of course, like yourselves, we have two economies, two worlds, we have a highly industrialized modern sector. A friend of mine came

from England to visit Harare, and she said, "Oh Harare looks like the first world, in fact, it is more advanced than Leeds or Sheffield." I said, "Yes it is, I suppose." But that is one side of Zimbabwe. The other side is where you get peasants who are earning a \$100 a year, those are the bottom of the pile. But a lot of them are earning only a \$1,000 a year, that is the average. A lot of people are earning a \$1,000 a year from their communal farms. So you have now created a situation where you got hundreds of thousands of well-educated, relatively well-educated young people, who have not been, who are presently not absorbable in your advanced economy and who will refuse to go and be a peasant, earning a \$100 a year or a \$1,000 a year, they refuse. So what is the solution to this problem. I feel strongly that one must educate everybody, everybody, but I don't feel quite married to 'O' and 'A' Levels. Unfortunately, in Zimbabwe, you know again is popular pressure you see, people in Zimbabwe want 'O' Levels. Now if you go and say to the peasantry, we'll give something that will make you a much better farmer, they'll vote you out. They'll say, no, we don't want to be better farmers, we are already good enough farmers. We want our kids not to be farmers but to have 'O' and 'A' Levels, and if you give us less than that we are going to revolt. So you find the parents, who themselves are not educated, they will say we know what we want, we want what the whites had. We want what the whites had, if the whites had 'O' Levels, we want 'O' Levels. If whites had 'A' Levels, we want 'A' Levels. So you have this political pressure to give everybody 'O' and 'A' Levels when you know that the present economy can't absorb them.

I was saying it is a chicken and egg situation, in that I feel there is no way that we will go forward without educating everybody. So we have to educate everybody, but not necessarily to 'O' and 'A' Levels, but anyway that is what we have done. But on the other hand, you also have to look at the economic growth. I think we in Zimbabwe tended to think that if you look at our Zano PF 1980 manifesto, it is about taking wealth from the rich and sharing it amongst the poor, and we have done it. We have equalized wealth to some extent and it didn't solve the problem, because the total wealth is not enough to make everybody rich. You know, total GNP in Zimbabwe is \$12 billion and total population is about nine million people, so you know,

per capita income is about 1,200 Zimbabwe dollars. When you equalize the wealth, you don't actually create new wealth, and that actually is not the solution, and it is only 10 years later that we start saying that equalizing the wealth creates problems. The first thing we did outside education was to protect the worker. Now, in Zimbabwe, you can't sack anybody; he has to really commit a crime before you can sack him, and this includes teachers. You can't sack a teacher unless he rapes a schoolgirl or steals \$10,000, you can't sack him. Now human nature, being human nature, when you have protective laws to the extent before you are sacked, some teachers have become lazy, which they never were before independence. Now you have teachers who don't do their jobs properly and the procedure for sacking them is very very difficult. This is of our making again. We wanted to protect workers and we have protected them, but we have protected incompetent and lazy workers as well as hard working workers, because our idea was that we must protect them from exploitation by the capitalists, so we did that. So I think that the problem is that we have to have an expansion of the economy, which we can't do without having educated people, but we have to balance the two. Thank you.

(Prof. Unna Huh)

Our situation is a bit irrelevant to your situation, maybe, maybe not. I am not sure, but let me just give you a little bit of the things that we do in Korea. I think the Department of Education does not survive as an independent department at all. It has to have a lot of ties with other departments, and we have a very close tie with the Department of Labour, in terms of manpower. Korean industry has changed and has gone through several changes of development. It was basically an agricultural society and basically more than 90 percent of the population was in agriculture, but now it went through the light industry society and then the heavy industry, and we are now getting to the push industry society, where almost 40 percent of our total population are engaged in service, and . . . to the information society. What that means to education is that we have to always have this constant input on what the society require, in what area, in what job areas, in what skill areas, we will require eventually. I think that has to be very closely tied.

One thing that we know is in the school curriculum we have built in a career guidance programme. We have many teachers, we developed a textbook on the special subject area, called performance art. We introduce many different jobs in many different skill areas and what kind of things they can do, and the skills they require and what kind of life they can lead, and things like that. We have vocational high schools in addition to the academic line and also these vocational high school curricula come straight from the Department of Labour job description. They cover all kinds of jobs, and they are well trained, and before everybody wanted to go to academic college and all, now that since, we pay quite well for those vocational school graduates and people are more aware, and they are really into things for their jobs, job areas. I would encourage them from the very beginning, because I understand that you have a lot of regional barriers here which means you can show many different areas of jobs and that can be practically incorporated into your curriculum. Lead the people to be better, in the near future, in the possible job areas they can go. I don't know how helpful this is, but . . .

(Michael Mambo)

From what Minister Chung has said, obviously the economy of the country has a large, tremendous impact on your ability to provide jobs for people. But the way the world economy is structured at the moment, I think it is going to be very very difficult for African economies, in fact, to provide enough jobs for the kinds, the numbers of school leavers that we are talking about. Minister Chung talked about Zimbabwe, where we have 160,000 school leavers who in fact do not have anywhere to go in terms of employment. The amount of expansion that would be required in your economy for people to get jobs, and bearing mind that we are producing these numbers everywhere, and I think the projections, I am talking under correction from the minister here, that over the next 10 years we will be getting this 200,000. So it is quite apparent to me that our economy will not be able to produce the jobs that are required, so the formal sector as we know it, in fact, I don't believe is capable of dealing with the unemployment problem.

We have to look at other ways of employment. I think the informal sector has always been worried about as a possible area where employment could be found. What is often said is that, if you open the newspaper in Zimbabwe today, there are a lot of jobs that are going, people just can't take them because they don't have the qualifications. So again, there is need to look at the curriculum. Are you training people to adequately occupy all the jobs that are available in the country? Some of you feel the course is diversification. Prof. Huh here has talked about vocational realization of curriculum. What used to happen is when you have rationalized, in developing countries, you look at free trades, it could be metal work, building or carpentry, and yet jobs that are available are not in woodwork, carpentry, anyway, jobs that are available in computer science, they may be available in electronics, so there is a need when you look at your curriculum, to look more at diversifying it, in order to respond to the jobs that are available in the community. What I found, as I said, is that mostly the vocational training that is offered is not responsive to the jobs that are available, but having said that I must reiterate that the formal sector is not really going to deal with this problem. The way the world economy is structured, a developing country will not cope with this problem unless we look at other ways of providing jobs.

(Prof Unna Huh)

I would like to raise a question. I don't know, I don't have any answers, but I think what we are talking about now, is how we can provide jobs for those who are educated? But I think, in the long run, I think people would have to think, you know our industries are not good enough to give enough jobs to those, but think about it in a different way. What about building a nation? Building up, you have to, by educating these people, so that they can go and create the jobs, or advance the society that they can create more jobs themselves. It is the total building of the capability of the society and to further the creation of the jobs. You are not just talking about . . . I am just asking the question, you know.

(Albert Coleman, Liberia)

I go along with the other speakers with regards to the problems that you have – that we cannot absorb the graduates from the schools. But what we did in Liberia was that they develop smaller projects, small business projects, especially to absorb those graduating from the vocational-technical schools where they gave loans to the graduates to help them establish more businesses, and those businesses were monitored and it was hoped that they themselves, would help to employ others. But, I tell you, a serious problem that we had on our primary level was that after 1988, in 1987 we had an increase in the enrollment in the primary schools, but in 1988/89 the enrollment dropped and what happened was that most of the parents began to hold their kids back from school, because they felt, OK we send the kids to school to go through primary, secondary, and college, but what will happen if they come back and they are depending on us for support. What is the use of sending our kids to school? So what they did was to hold them back to work on farms. It was a serious problem there. What we decided to do, was to work along with donor agencies to try and establish these small business programmes that would give loans out especially to the vocational-technical graduates so that they can establish their own businesses around. That was one attempt to try to cut down the high rate of unemployment.

(Minister Fay Chung)

I am giving myself a second chance. I think maybe one should look at Asia, rather than at ourselves in Africa. I have looked at Asia quite a bit and I think they went through the same thing as we have done, but they went through it, Japan in the 50s, Korea and other countries in the 60s, 70s, and 80s. Recently I was in Thailand, for this education for all conference, and I went to look at the Thai schools, and I thought they had an answer which we should have looked at. In Thailand, but I think it is the Japanese model anyway, in Thailand what they did was they have five years compulsory for everybody, followed by three years of middle school, and the school I went to, the three years was divided into five streams. One stream was the academic stream, which was called the Math stream, I think. Then there was an Agriculture stream, and I was very interested in this Agriculture stream. What they seemed to be doing, is that in the three years which

would be grades 6 to 8, they were training the student to run a small farm, or to run a small nursery, or to be a gardener in an institution. If you gave him 12 acres, he would make a very good living and he would use the best agriculture methods, intensive modern agriculture, and I was quite impressed by that. So they didn't try do to what we did, that is we gave everybody 'O' Levels. They had another stream which was the radio/television repairman. You know in Thailand everybody has got a television, so every village has got to have a repairman. They actually spend three years post-primary training for this. I think actually if we were able to use that model, we would be a bit better off, and we would create jobs as my three colleagues have said. I want to recount to you what happened in Zimbabwe. In 1981, we came up with a policy which was that we would give everybody nine years of general education and then after that we would give them job training, and only a small number would go into 'O' Levels. Now what happened to that policy, when it got to the politicians, and in fact my predecessor, Dr. Mutembuka, announced it, he announced it on the radio and television and so on, and the next week he had to eat his words and he nearly got sacked. Everybody attacked him because he announced that nine years what was available to everybody, and only a small number would go into 'O' Levels, and large numbers would go into job training, and it was politically horrible to actually announce a policy and then publicly rescind it, you know, and be denounced by everybody in Zimbabwe for being whatever. So we went the way everybody wanted, that is, we produce the 'O' Levels in these large numbers. Now it is 11 years later, and as professionals, we are still trying to do what we tried to do in 1981, we are trying to pass a policy through all the political hurdles to say we think the right thing is nine years of education, general education, non-specialist, good Science, Math, English, for everybody, and that we recommend after the ninth year we do job training. But we haven't yet got it through.

And then as a last point I wanted to say that we have an organization called ZIMFEP (Zimbabwe Foundation for Educational Production) which was set up to experiment in this area of job creation, vocationalization of education, and so on, and ZIMFEP has had some very good successes. We have a school called Mofure College which

takes people, they are mainly ex-competents, I am sure you will have the same problem, you will have ex-competents that are unemployed. We take ex-competents who have primary education only and we train them for two years in a job skill, intensive training in a job skill, and what we have found is that the Mofure graduates who only have primary plus the two years, they are marketable. As soon as they graduate, they will be grabbed by any number of industries. On the other hand, they also can start up their own workshops and some of these groups who have started their own workshops have been to see me, because they have problems. One group said, look, our income is only \$30,000 per month, and we can actually do better than that if we were given more support, and so on. But you know, you look at it, you have a group of nine young men, who can have an income of \$30,000, not a profit, but an income of \$30,000. I had another group, a textile group, they came and they said, no we are not happy there, I think 10 or 11 of them, we only have an income of \$10,000, when we feel we could get \$50,000, but you know you are not doing enough for us, so those type of people, who are highly skilled, I mean the carpenters, they can make better chairs than this one after their two year training, and they are highly competitive. They can build a very nice house, say like our lodges. So I think there is a bit of hope on the horizon.

(Vitalis Ankama)

Thanks very much. I think since we will have another longer session, we should aim at having a short break before nine. I see the deputy minister has been patrolling the house, this hall . . . I think bringing the issue up could have been very useful, in the situation like Namibia where we are demanding a language policy and implying that we substitute one language for the other, starting from the very first year, but this new language itself being strange, and one wonders whether it makes any difference at all. Then there is the belief that probably a good education is acquired in English or Afrikaans, and with communities which are homogenous, actually not even willing to opt for their own languages as medium of instruction in the first years, so much so that the issue of languages becomes a controversy, but since there has not been inquiry, I'll give Dr. Burger an opportunity to ask his question and I think after that we should have a break.

(Louis Burger, MEC)

I am not going to ask the language question now. I am going to ask something else from our friends with experience from all over the world, particularly on our own continent. The rate of return on investment in adult education and skills training from all evidence seems to be quite dramatic or better in the short and medium term, than that invested in a child. You wait 20 years for the latter to become productive while you could, as you quoted the example, have in two or three years' time a productive member of society on the streets, instead of an unemployed person who is a burden on health services, housing, etc. for the government, for any government. But now we are experiencing, we have been even in this country, trying to promote and invest in adult education, literacy training, alternative school type qualification training plus skills training, but it always comes short in the budget when confronted by the pressures and demands for school training for our children. Once you start, you make a firm commitment, or you would like to have millions for adult education, but once you have worked out the budget, you see my schools, my normal schools for children have taken up everything and even the ministry of finance tells you to cut the budget, and what gets cut out, programmes for adults. In the end we pay lip-service to adult education. I would like to ask, have any of these countries made a firm commitment? We are going to take 25 percentage of our education budget for adult education come what may, even if we then have to do with less in the straight schools for children, because adult education will be to our benefit.

(Minister Fay Chung)

I tend to think that Dr. Burger is right, although I have to confess that in Zimbabwe we spend less than one percent of our budget on adult education. Nevertheless I think as a professional that nonformal education has great potential, both academically and technically. I think the model one could look at is the community college in the USA where you can have, say, intensive six-month or one-year courses geared toward jobs that need to be done in the community. I suppose it is a little bit similar to what I said was being done at ZIMFEP, and this is lower cost and it is oriented toward a need. Whilst we are saying we have got these hundreds of thousands, in fact

millions, unemployed, if you look at it another way, if you were to say what jobs need to be done, for example, reclamation of wastelands, building of dams, you know, all of us suffer a lack of rain, the number of dams we have are so few relative to the water potential. I think in Zimbabwe we have only tapped a third of our water potential, and if we were able to tap the total water potential, we would not be prone to drought. I tell you the irony, the Rhodesian government, Ian Smith and that lot, they build a lot of dams for white farmers, they didn't bother about the blacks, they didn't think it was their jobs. But today those dams which white farmers have, they are our salvation, because when we have drought, and in Zimbabwe three years out of five are drought years, those dams save us, although they were built for racial reasons. Anyway, the long and the short of it, there are plenty of jobs if we could have one or two dams in every village. That would be a life saver for that village – they would not be having to have drought relief and so on. So I think the jobs are there, but one has to look at it differently, and I think it is the nonformal area, particularly the technical area, because we need to raise the technical level of the peasantry from the traditional technical level, which I think is sort of like the middle ages really, we have to raise that within a generation to an advanced level of technology, and I think it is only nonformal that does that.

(Michael Mambo)

Thank you. Just to add on to what the Minister has said, one has to be very careful when you are looking at this kind of problem. That kid has to be educated, I think it is important. You catch them at the stage when they are really developing. You don't want to postpone it until they get old, you know, if you start to target them when they are much much older. But I think that you have to be careful of what the Ministry of Education should be able to do in a society. Sometimes I get this feeling that the MEC ends up having to do everything, everybody thinks all problems lie in the MEC, they must take care of all of it. There has to be a sharing of responsibilities, I think. In Zimbabwe we do have other ministries that take part in adult literacy. I think a lot of NGO work in Zimbabwe is directed more to adult literacy than at giving skills to others.

One fiscal argument which is very important to recognize is, it is very unlikely that a MEC will get its budget increased, so if you take on more responsibilities, fiscally it means that you are going to have to cut down on what you can do, but if you delegate other educational responsibilities to other ministries, they are able to get the money, so the minister of finance is actually able to give money to other ministries, but I think education's budget will come to a point where they will simply say, no more, you have had enough. And I think this is the same point about pre-school. If you put your pre-school with education, you are not likely to get much more money for it, but if some other ministry is doing it, the chance of it getting more money to accomplish the job is much better. So I think you need to look at it in that way.

(Vitalis Ankama)

Thanks very much. I think my last comment is merely to stress that probably from our own side in Namibia, we have to try and embark on mobilizing the people, that is, to orient the attitudes of people so that we avoid the other experiences of ending up with people who cannot be employed, and probably to orient them to go in the right direction, to follow the right education programmes, with the skill training and so on, will probably be the answer. So we have a short break to consult and then to relax a bit before you come back at nine o'clock.

143 "

PART II: Tools for Group Consultation

Previous Page Blank

10

SURVEY OF ISSUES FACING BASIC EDUCATION REFORM IN NAMIBIA

Patrick Simataa

Since this consultative conference on basic education reform is the first of its kind in this country and a few could be invited, it was considered imperative to conduct a survey of issues crucial to the reform process. The survey covered areas of Kavango, Khorixas, Katima Mulilo, Ondangwa, Keetmanshoop, Rehoboth, Swakop-mund, Windhoek, Gobabis, and Okakarara.

Those interviewed included primary school teachers and principals, directors, church and business leaders, university and college lecturers, parents, teacher and labour organizations, some secondary school teachers and principals, as well as some government officials from other ministries. It should be reported here that, given the short

Previous Page Blank

time within which the interviews were conducted, it was impossible to identify and discuss all the issues fully.

I must point out, however, that though there has been a lack of consensus on issues such as medium of instruction and whose prerogative it should be to decide on the medium of instruction, the spirit of change reigned among those interviewed.

This report, I have to emphasize, does not in any way attempt to give a critical analysis of the issues, since this is expected to be the function of the conference. The issues and the suggested solutions are hereby reported as they were received from those interviewed. The report has two sections, A and B.

The first section is composed of issues given collectively by certain groups of people, and the second section consists of individual contributions.

ISSUES AND SOME RECOMMENDATIONS

A. COLLECTIVE CONTRIBUTIONS

1. MEDIUM OF INSTRUCTION

Should the possibility exist for pupils to be instructed through the mother tongue in the primary school?

POSITION

- a) The school community should decide on the medium of instruction in the primary school.
- b) A uniform medium of instruction should be determined by law.
- c) The mother tongue should be the medium of instruction, with much emphasis on communicative competence in

English, and with the possibility of phasing in English gradually in certain subjects to facilitate the smooth transition to Grade 8.

- d) A language policy in compliance with Article 3 of the Constitution should immediately be spelled out and/or formulated.
- e) To enhance communicative competence in English, learners should be exposed to good English.
- f) Cognitive development is best facilitated through the mother tongue.
- g) Individuals and communities are divided as to whether English or the mother tongue should be the medium of instruction from Grade 1.

2. RESEARCH

Should all the aspects concerning change and solutions to presently existing problems in education not be thoroughly researched before implementation?

POSITION

- a) The platoon system as presently applied is not always practical and justifiable.
- b) International financial support/aid should be obtained for the establishment of school facilities, as well as for the provision of indigenous teachers.
- c) All the changes should be educationally sound and justifiable.
- d) Accurate statistical data concerning education should be compiled.

3. STATUS OF TEACHER

Should immediate measures to enhance the status of the teaching profession not be taken?

POSITION

- a) The remuneration package and conditions of employment must be such that presently employed teachers will be retained and new candidates will be attracted to the profession.
- b) An independent Teaching Service Commission should be established.
- c) An in-depth investigation should be launched into the work life of teachers in order to allow them to concentrate on their specialized tasks and skills.
- d) The necessary incentives should be established to encourage teachers to improve their qualifications.
- e) Management training should be provided to persons eligible for promotion posts (even at top management level). Promotion possibilities in posts other than to management should also be created.
- f) The teaching profession should ultimately develop into an all-graduate profession.
- g) Education should be regarded as top priority — this should be reflected in budgetary considerations and not only in policy statements.

4. CODE OF CONDUCT

Should the Code of Conduct not be revised in order to place greater emphasis on learner and teacher responsibilities and obligations, and not so much on rights?

POSITION

- a) No appropriate and justifiable alternative for corporal punishment has been suggested.
- b) School discipline is deteriorating at an alarming rate.

- c) Discrepancies between disciplinary measures utilized by school and community are being experienced. Disciplinary measures should be in line with the norms and values of the community.

5. FACILITIES

Should basic facilities not be standardized (with due consideration to specific regional needs) by law on a national basis?

POSITION

- a) The community should accept responsibility for additional facilities (facilities other than basic ones).
- b) Appropriate housing facilities for teachers in accordance with the needs of the community should be considered as part of basic facilities.

6. COMPULSORY EDUCATION

Should there not be an immediate in-depth and probing investigation into the implication and ramifications of the application of compulsory education in order to eliminate problems?

POSITION

- a) A minimum age for the commencement of schooling should be laid down.
- b) The facilities and teachers available should be taken into consideration, and the present pupil-teacher ratio should be re-evaluated and reconsidered.
- c) Language proficiency of teachers should receive attention.
- d) Nonformal education should be introduced.

7. CURRICULA AND SYLLABI

Should compulsory core curricula for the primary school not be constructed with additional peripheral curricula in the different

regions, in accordance with the individual and unique needs of the regions?

POSITION

- a) The core curricula should contain the promotion subjects, and the peripheral curricula non-promotion subjects.
- b) The content of the subject matter may differ from region to region.
- c) Pupils should be introduced to different subjects in order to facilitate subject and vocational choices in the secondary school.
- d) Vocational guidance and remedial teaching should be part of the peripheral curricula.
- e) Provision should be made for exceptional education, e.g., exceptionally gifted, disabled, etc.

8. TEACHER TRAINING

Should a competency-based teacher training system not be structured?

POSITION

- a) Teacher training should be practice-relevant.
- b) Teacher training should be decentralized to enable all teachers to participate in upgrading of their qualifications.
- c) Teacher training should be centrally coordinated.
- d) Inservice training and upgrading should not disrupt normal school activities.
- e) Remuneration should be in compliance with qualifications.

9. INTERACTION – SCHOOL AND COMMUNITY

Should mechanisms not be developed to promote the partnership/interaction between the school and community?

POSITION

Education of the community needs to stress its responsibilities concerning the school.

10. EVALUATION AND STANDARDS

Should a uniform, standardized evaluation system not be structured to ensure pupil mobility among schools and the effective transition to secondary schools and eventually tertiary institutions?

POSITION

- a) Evaluation need not necessarily be formal, external examinations.
- b) There should be a formal entrance examination to the secondary school at the end of the primary school phase.
- c) There are certain doubts and misgivings around the issue of the automatic promotion system.
- d) Incentives should be established to attract quality teachers to remote schools in order to ensure high standards.

11. IMPLEMENTATION OF CHANGE

Should changes and/or innovations be abrupt or gradual?

POSITION

- a) Transition should be gradual with due consideration to all the determining factors.
- b) An efficient administrative and supportive infrastructure should be established before the transition.
- c) A mission should be formulated by the Ministry of Education.

152 CONSULTATION ON CHANGE

- d) The planning of the changes and/or innovations should have a Namibian character – it should be developed by Namibians for Namibians.
- e) Regional headquarters should be selected and established in a responsible manner.

12. EDUCATION AND POLITICS

Should education not be separated from the political arena?

POSITION

- a) All the information and instructions to the schools should be channelled through the Ministry of Education and not through the Commissioner or any other ministry.
- b) Curriculum content should be apolitical, balanced and objective.

13. SHIFT IN EMPHASIS

Should the emphasis in primary education not be shifted from mere reproduction to the higher cognitive levels in order to enhance creative thinking?

POSITION

- a) Teachers should be trained accordingly to facilitate the proposed shift.
- b) The formation of concepts and cognitive thinking could best be facilitated and enhanced by mother tongue instruction.

14. PRE-PRIMARY EDUCATION

Should pre-primary education remain a part of the primary school phase?

POSITION

- a) A preschool year is essential, especially in deprived communities.

- b) It is very important as it can enhance school readiness.
- c) The preschool year should be made compulsory.

15. PRIVATE SCHOOLS

Should private schools be subjected to the same basic requirements concerning training of staff, contemporary teaching methods, content of syllabi and external standard control measures?

POSITION

- a) Some measure of control should be exercised or minimum requirements laid down versus absolute freedom.
- b) Private schools should be allowed to go beyond the basic requirements.

B. INDIVIDUAL CONTRIBUTIONS

CASE A

POSITION: Inspector

PLACE OF WORK: North

ISSUES

- A) EDUCATIONAL DEVELOPMENT /
DECENTRALIZATION
- B) TEACHER – PUPIL RATIO
- C) WORKING CONDITIONS OF TEACHERS
- D) FEEDING SCHEMES AT SCHOOLS
- E) SUBJECT AND CONTENT SPECIFICATION

POSITION/OPINION

- A) Decentralization serves as a means of devolving power and authority to the target groups, e.g., principals, teachers and eventually to the pupils. Effective and efficient participation of the aforesaid is more likely in the development of basic education for they feel part of the process.
- B) Overcrowding of classes not only increases the number of untrained teachers, but it also has an effect on the quality of education and effectiveness of competent teachers.
- C) Primary school teachers are often neglected when it comes to accommodation, salaries and materials or equipment. It seems their counterparts in secondary schools are more cared for and highly considered, and as a result there is a lack of motivation and enthusiasm.
- D) Not all parents can provide a balanced diet, let alone enough food for their children. The distance these children travel to and from schools, and the hunger they encounter at school affects their performance.
- E) Subjects in Grade 4 onwards seem to be many. Though the core curriculum is essential, diversity in content should be permitted to accommodate individual potential, but not to promote ethnic cultures.

SUGGESTED SOLUTIONS

- A) Primary school principals and their teachers should be accorded limited autonomy to organize their schools in accordance with the environment within which they operate. They must be able to perform their community roles to eliminate illiteracy in the society and generate funds to buy materials and to renovate their schools.
- B) To minimize the number of untrained teachers, induction courses and short seminars and refresher courses should be practiced; platoon systems can be short-term solutions,

while in the long-term, the Zintec Model and the expansion of training colleges are necessary.

- C) Provision of proper accommodations for teachers by both the community in the form of *harambes*, as is the case in Kenya, and the government as well as private concerns can boost the morale of the teachers, let alone their effectiveness.
- D) Breakfast and lunch could be provided at schools as is the case in Botswana. Parents can be requested to pay a special fee of R2-00 per annum, which can be supplemented by a government subsidy.
- E) Though core curriculum is essential, diversity in content should be encouraged to accommodate individual capabilities in subjects such as History, and Agriculture and Home Economics should be introduced at an early stage to equip the children with the skills of life.

CASE B

POSITION: Lecturer

PLACE OF WORK: University of Namibia

ISSUES

- A) PROVISION OF BASIC EDUCATION
- B) FREE EDUCATION
- C) NEED FOR PARENTS TO BE EDUCATED
- D) DISCRIMINATION
- E) IMBALANCE BETWEEN URBAN AND RURAL SCHOOL
- F) SPECIALIZED TRAINING OF TEACHERS
- G) HISTORICAL BACKGROUND

POSITION/OPINION

- A) This is caused by poor teaching methods, irrelevant teaching materials, and textbooks which lack the local flavor. Language difficulty in both the teachers and pupils is a barrier.
- B) Education is only compulsory, but not free. Parents who cannot afford to pay will not be able to send their children to school. Proper foundation is needed for the beginners so that they develop a positive attitude about basic education.
- C) It is the parents who should first understand the value of basic education so that they will be able to encourage their children.
- D) Discrimination on the basis of financial capability, culture, and language should never be tolerated.
- E) It appears that urban schools are supplied with more qualified personnel than those in the rural areas. There are more learning and teaching materials and equipment in the urban areas than in the rural. Inspectors tend to visit urban schools more than rural ones.
- F) Namibia is sparsely populated, and the issue of having more people in one place than the other should be taken into account.
- G) There should be specialized training in specific subjects — Mathematics, Science, Agriculture, Language, and Art. Teaching at primary school is looked upon and those teaching at this level are regarded as less important. Class teaching seems to be less effective, as it requires a teacher to be an expert in all subjects.

SUGGESTED SOLUTIONS

- A) Research needs to be done in order to provide basic skills for employment and further studies.

- B) Free and compulsory basic education should be provided for all. An act of law should be passed to make sure that parents do their part.
- C) Parents can be educated through the creation of teacher-parent committees, parent days and by making teachers perform their community roles.
- D) An act should be created to prosecute whoever practices discrimination.
- E) A mechanism should be established whereby preferential distribution of resources should be discouraged. A policy should be designed to improve management and communication.
- F) Distance between homes and schools is a factor that should be reckoned with.
- G) Primary school teachers should be motivated through incentives – salaries, proper accommodation, on the job training, and involving them in seminars and workshops with their secondary school counterparts.

CASE C

POSITION: Principal, primary school

PLACE OF WORK: Northeast

ISSUES

- A) MEDIUM OF INSTRUCTION
- B) SCHOOL READINESS
- C) LACK OF INTERSCHOOL MEETINGS
- D) TEACHING METHODS, MATERIAL SELECTION AND DEVELOPMENT
- E) ASSESSMENT OF PUPILS' PERFORMANCE

POSITION/OPINION

- A) A uniform national policy about when English as the medium of instruction should start is vital in order to maintain uniform national standards. But this should be formulated after thorough consultation.
- B) To avoid high drop-out, children should be made ready for school. They should understand some of the things done in school before they actually start formal schooling.
- C) Many primary schools act in isolation and this brings imbalance or misinterpretations of the national aims of education.
- D) Presently, learning is more teacher-centered than the other way round. This approach promotes passiveness among the pupils, let alone dependency. Available materials lack local flavour and, therefore, the cultural implications are disastrous.
- E) How many marks a child gets in subjects, and not how much knowledge and skills the child has gained, seems to be the order of the day.

SUGGESTED SOLUTIONS

- A) L1 should be the medium of instruction in Grades 1 to 3, but the way English, though a subject, should be taught has to change. This implies effective school-based inservice activity for teachers. The decision on the M/I policy should be a joint effort between the government and the community.
- B) This can be solved by establishing nursery and pre-primary schools. These schools can either be government, church, community or privately owned.
- C) Teachers' and their schools' performances do not develop in isolation. Education is a dynamic process: it involves interaction, exploration, interchange of ideas, skills and

knowledge. The meetings should be encouraged through attachment and discussion of common problems by the teachers themselves.

- D) Group work, discovery, experimental, exploratory and discussion methods should be encouraged, but teachers should be inducted in these matters.
- E) Profiling, projects and some assignments and then a bit of examination should be the criteria by which pupils' performances can be determined.

CASE D

POSITION: Inspector

REGION: Khorixas

ISSUES

- A) LANGUAGE
- B) SUBJECT CONTENT
- C) PRE-PRIMARY CLASSES
- D) MATERIAL
- E) TEACHING METHODS
- F) ASSESSMENT AND EVALUATION
- G) ROLE OF AND RELATIONSHIP WITH COMMUNITY
- H) ADMINISTRATION AND MANAGEMENT
- I) TEACHER TRAINING

CURRENT POSITION

- A) Use Damara>Nama (mother tongue) up to Standard 1, and English and Afrikaans for Standards 2 to 5.
- B) Currently some of the subject content, for instance History, is not relevant. Syllabi contents are not adapted to the background of the pupils.

- C) Only one school has a pre-primary division.
- D) Due to lack of funds in the past, sufficient teaching aids, etc., are not available at the schools.
- E) Rote learning is used as the mainstay in the majority of the classes and subjects.
- F) In the junior primary phase, continuous evaluation is used as a means of assessment. No tests and examinations are written. In the senior primary phase, regular tests and examinations are written and then compiled internally. Cumulative evaluation takes place throughout the year, which, together with the final examination, determines passing or failure.
- G) Communities are marginally involved in school activities. Each school has a parent advisory committee.
- H) Administrative skills of officials in the top management of schools are inadequate. Regular upgrading courses and inservice training are conducted by the Regional Office officials.
- I) The majority of the teachers (± 80 percent) are not qualified. Teachers qualified for primary education are presently utilized in secondary schools due to a shortage of qualified teachers in the secondary schools.

Formal training of teachers in Namibia does not meet the standard required, i.e., TCP, etc. Due to a lack of skilled manpower and facilities, inservice training of teachers cannot be developed to the maximum potential.

SUGGESTED SOLUTIONS

- A) Use the mother tongue at least up to Standard 1, and in senior primary phase the community should have the opportunity to decide on the medium of instruction.

- B) Subject content should be relevant to the majority of the pupils of Namibia. The restructuring of the curriculum should be done by local experts who know the situation and needs of education in Namibia.
- C) Pre-primary classes should be extended to include programmes to verify if pupils are ready to commence with their school career. (The community should also be made aware of the importance of assisting their children to such a level of development that they can be accepted in the junior primary phase).
- D) Enough funds should be made available to supply the existing schools with appropriate materials. Currently, most of the funds for materials are directed to secondary schools. Each practice narrows the basis on which education is built.
- E) Teachers should be trained in using child-centered teaching methods such as experimentation, enquiring, etc.
- F) Continuous assessment through observation should be encouraged. That implies, however, that the majority of the existing teachers should also be retrained in new methods of assessment and evaluation.
- G) Community involvement in education is of the utmost importance if education is to succeed. Therefore, the attitude of parents towards the school environment should be changed. This can be done by making use of the skills and abilities of parents in schools.
- H) Inservice training and upgrading courses should be intensified. Underqualified and incompetent teachers should not be appointed and promoted as has occurred in the past.
- I) Teacher training centers should be extended and decentralized to a very large extent to fill the need for qualified (competent) teachers.

CASE E

POSITION: Principal

PLACE OF WORK: North

ISSUES

- A) UNQUALIFIED AND UNDERQUALIFIED TEACHERS
- B) MEDIUM (LANGUAGE)
- C) RELATIONSHIP BETWEEN SCHOOLS AND COMMUNITIES
- D) AVAILABILITY AND QUALITY OF SCHOOL FACILITIES
- E) PUPIL PERFORMANCE ASSESSMENT

POSITION/OPINION

- A) Many primary school teachers are either untrained or half trained. There is no guarantee of proper and effective teaching at this level, let alone evaluation.
- B) Though a child needs to be taught in his/her own language and the L2 thereafter, this arrangement makes the mastering of English by the pupils difficult.
- C) This relationship is nonexistent in many schools. This is a mishap in the sense that the backgrounds of the children are seriously neglected.
- D) Many school buildings are dilapidated, causing children to have negative attitudes towards education. In most cases, teachers do not have accommodations and their efforts are frustrated as a result.
- E) There is too much emphasis on passing examination. This encourages rote learning and accumulation of irrelevant knowledge to the exclusion of proper skills and personality.

SUGGESTED SOLUTIONS

- A) Local, short, upgrading inservice courses should be encouraged. Local directors, inspectors, capable principals and teachers, parents and those in industry and commerce should be requested to conduct short seminars and workshops.
- B) Three alternatives may be possible:
1. English as M/I throughout
 2. English taught as subject, but, the approach should be practical and situational
 3. English schemes created for English teachers
- C) Create parent days; parents must be involved in decision making in issues such as the formulation of school aims and rules, choice of subjects and production of teaching aids, etc.
- D) Both the provision and maintenance of school facilities should be the responsibility of the government, the community and the churches. Accommodation for both the teachers and Sub A should be attended to, to promote effectiveness and efficiency.
- E) Though examination is essential, other ways of assessing the capability of pupils should be explored – for example, making children from Grades 2 to 7 write down in a special exercise book whatever they have learnt for the day. This book can be checked by the teacher/s. Projects can be another way of assessing pupils' performance.

CASE F

POSITION: Former School Inspector

PLACE OF WORK: North

ISSUES

- A) LACK OF RESOURCES
- B) DISCIPLINE IN SCHOOLS
- C) LACK OF PROFESSIONAL COMMUNICATION AND CONSENSUS ABOUT EDUCATIONAL REFORM
- D) NEGATIVE EFFECT OF A RIGID HIERARCHY ON EDUCATIONAL DEVELOPMENT
- E) LIFE SKILLS

POSITION/OPINION

- A) Children should be introduced at an early stage not only to good reading habits, but to the world of science and modern technology. Presently this is not done in schools due to lack of relevant resources.
- B) Corporal punishment with its psychological effect on the child is still the order of the day in many primary schools. The approach not only has a negative effect on the performance of the child, but it also encourages lawlessness.
- C) Educational reform is coordinated only on paper, while practically the cultural and language differences still limit effective communication within the teaching profession. Teachers and administrators are still segregated in their thinking and their way of doing things.
- D) The tendency of only receiving directives from "the top" without initiating and creating things, makes those attached to the hierarchy dependent.

- E) The absence of life skills makes the primary education content irrelevant to the needs of pupils in life.

SUGGESTED SOLUTIONS

- A) Conducive learning atmosphere should be created through the provision of locally produced materials. Libraries and ventilated classrooms should be established. Local teachers should be involved in the production of materials.
- B) Being in loco, parents/teachers should endeavour to create an atmosphere of love and affection, purposefulness and self reliance. Teachers should be taught to negotiate and discuss matters of concern with their pupils. This can be done through local inservice programmes.
- C) There should be consultation among the administrators, inspectors, directors and those in the Ministry as well as the community on issues of national interest. This can only be possible through meetings, seminars, workshops, etc.
- D) Decentralization is the solution; principals and their teachers should be given some power to handle their affairs and should consult with the higher authorities when they are available.
- E) Life skills should be emphasized. This can be done by introducing practical subjects such as art appreciation, music, computer, craft and home economics.

CASE G

POSITION: Inspector

PLACE OF WORK: Ongwediva Teacher Inservice
Training Centre

ISSUES

A) (i) INSUFFICIENTLY QUALIFIED TEACHERS AND TOO MANY HALF-TRAINED TEACHERS – More than half of the teaching population in Ovamboland alone is untrained.

- Untrained teachers use methods directly copied from their former teachers, no matter whether they are good or not.

(ii) IRRELEVANT METHODS OF INSTRUCTION AND LACK OF TEACHING AND LEARNING FACILITIES

- Most teaching methods which are used in schools do not encourage pupils to involve themselves in learning activities.
- The teaching methods in use do not provide the opportunity for children to find out things or to solve problems by themselves.
- Generally, methods in use are based on ‘teacher talks all the time, while children are listening.’
- No libraries, laboratories, or resource centres.

B) (i) INSUFFICIENT CLASSROOM ACCOMMODATION/OVERCROWDED CLASSES

Many schools need additional classes. The average number of pupils per class teacher in Ovamboland ranged from 40 to 70.

(ii) IRRELEVANT TEACHING CONTENT AND INSTRUCTIONAL MATERIALS

- Textbooks in use are not in line with pupils' knowledge.
- Most teaching content does not start from known to unknown/from simple to complex.
- Most of the educational material provided to Namibian schools was prepared by foreigners who know very little about this country.

C) (i) LACK OF TEACHER-SUPPORT SERVICE/ SCHOOL-BASED INSERVICE

There is no proper teacher-education and inservice programme specially designed for teachers, inspectors and principals which is geared to the improvement of their professional development.

(ii) LANGUAGE PROBLEM AMONG TEACHERS AND STUDENTS/PUPILS

- Most teachers were trained in Afrikaans and as a result their English is very limited.
- Since most of the teachers in lower classes are untrained, pupils arrive in higher primary classes half taught and with very limited vocabulary in English.

D) (i) EXAMINATION-ORIENTED TEACHING

Generally, the teaching is aimed at getting students to pass examination, rather than teaching children to fit into the world they live in and to become proper human beings while on their way to adulthood.

(ii) LONG WALKING DISTANCE FOR PUPILS AND LACK OF FOOD

The long walking distances, which range from 4–8 kilometres, make pupils tired and after two hours in school most of them feel sleepy/drowsy and hungry. Clean water is not provided at many schools.

E) (i) SCHOOL MANAGEMENT AND ORGANIZATIONAL PROBLEMS

Most schools suffer from unhealthy organization and management. Due to this, it is difficult for the schools to build good relationships among teachers, pupils and the community in which the school is situated.

(ii) TOO LITTLE PARENTAL INVOLVEMENT IN SCHOOL ACTIVITIES WAS CAUSED BY POOR LINKAGE BETWEEN HOME AND SCHOOL

POSITION/OPINION

- A) No serious attempt has been made by the government to improve the professional development of the teaching force (particularly for the blacks who are the majority).
- B) This problem did not receive any attention, either.
- C) Although the Department of National Education conducted courses in various places for different ethnic educational departments, very little was achieved.
- D) During the early 1980s, some ways which had to do with the promotion of pupils to higher classes were introduced in schools by the Department of National Education. This method of "continuous evaluation" was not fully implemented because teachers and principals were not well informed as to why continuous evaluation is more preferred than formal examination.
- E) Most of the many attempts which were tried with the aim of improving the teaching and learning at schools did not succeed. This is because the principal, who is the manager, leader and coordinator of teaching and learning activities at school, was not involved in many of the decisions made by the people higher in the educational structure.

- No serious professional improvement of the head teachers was attempted.

SUGGESTED SOLUTIONS

- A) A new teacher education and training programme should be designed and introduced. This should be aimed at the improvement of initial teacher training programmes and other related courses.
- Various workshops and seminars of short duration for teachers already in service in rural and urban areas should be launched.
 - Television and radio should be given special teacher training and other related programmes to broadcast daily and weekly.
 - Schools should be encouraged to introduce school-based inservice or staff development programmes in which teachers will help themselves or be helped by external agents.
- B) New additional classrooms should be built. The government should motivate the community to involve itself in the provision of classrooms.
- Teachers should be encouraged to involve themselves in the writing of textbooks and in the production of learning and teaching materials.
- C) Various inservice programmes for various subject teachers should be launched in rural and urban areas.
- The teaching of English language should be started in Grade 1.
 - A new programme which is to do with teacher mobility should be introduced. This will help schools to have a balanced subject teaching force.
- D) Examinations should be abolished in lower classes and other forms of assessment introduced.

- Food should be provided to pupils at schools during school hours.
 - Local parents and teachers should be encouraged to help in the provision of food.
- E) Special short and long courses for principals, inspectors and other people involved in the supervision of the teaching in schools should be conducted.

CASE H

POSITION: Primary School Teacher

PLACE OF WORK: Northeast

ISSUES

- A) SUBJECT AND CONTENT SPECIFICATION
- B) SCHOOL ADMINISTRATION AND MANAGEMENT
- C) TEACHING AND LEARNING METHODS
- D) INEFFECTIVE AND LIMITED INITIAL AND IN-SERVICE TRAINING
- E) PARENT OR COMMUNITY ATTITUDE TOWARDS EXAMINATIONS

POSITION/OPINION

- A) There seem to be too many theoretical subjects which do not actually prepare children for life.
- B) Authoritarian leadership on the part of head teachers seems to be featured prominently in schools, making both the personal and professional development of teachers, as well as accountability, impossible.
- C) Teachers are often regarded as the only source of knowledge and children are seen to be containers waiting to be filled with selected knowledge.

- D) Preservice training is ineffective due to lack of materials and well qualified trainers. Inservice programmes are not only boring but are also not based on identified needs of teachers.
- E) A number of parents regard passing examinations as the only guarantee of a good education.

SUGGESTED SOLUTIONS

- A) Core curriculum is essential; History and Geography can be integrated to be called Social Studies; art and craft which are lacking in many primary schools should be added. The use of computers should, if necessary, be taught from Grade 2 onwards.
- B) Lack of delegation and consultation, as well as proper channels of positive communication, create an atmosphere not conducive to teaching or learning. Therefore, seminars conducted locally should put emphasis on this.
- C) Experiential, experimental, project and discovery methods should be emphasized. Teachers should be acquainted with these methods during preservice period.
- D) Preservice curriculum should put emphasis on practical subjects and practice teaching. Induction courses and school based inservice programmes, as well as mentorship, should be encouraged.
- E) Teachers must be encouraged to perform certain community roles such as teaching at night schools and helping to explain to parents the aims of National Education and how education is an agent of social, economic, and political change. Through this, parents may be made to understand that examinations or passing examinations is not an end in itself, but a means or process to an end.

11

WORKBOOK FOR GROUP AND PLENARY ACTIVITIES

Conrad Wesley Snyder, Jr. (Conference Organizer)

With independence recently attained in March 1990, there is an immediate need to consolidate educational energies and resources and develop a comprehensive and cohesive strategic plan for the development of these resources to best serve the education of Namibia's youth. Numerous assistance packages, ideas, and inclinations compete for consideration in the new planning process for wide-scale educational reform. The purpose of this workshop is to develop a *collective perspective* on the various areas of reform in education in terms of both the technical aspects of mass education (to develop learner-centred education with equitable access and efficiency) and the organizational development of the Ministry of Education and Culture (to deliver and sustain quality education).

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The vision of basic education in Namibia will be presented by the Minister of the MEC to the workshop plenary. In general terms, the vision will focus on:

The development and implementation of a learner-centred basic education system that is more effective, more equitable, but implicating lower cycle costs.

International visitors will present the experiences of other countries and their projects in educational reform in order to provide further information to the plenary. Specially formed task-force groups will define the various and contrasting choices that define the critical options for educational reform in Namibia. These choices are based on the major issues confronting basic education in the topical areas targeted for reform.

Two important products of the workshop will be the articulation of issues for the consideration of investment opportunities, and a profile of proposed reform choices specifying investment intents, together with the underlying arguments justifying these choices. Once these products are available for review, proposed initiatives can be examined for holistic validity (that is, does each initiative fit into the overall schema of reform?). A third product will be the resulting 'collective' profile of initiatives. This constitutes the first consultative step in the development of the Ministry's primary education reform strategy.

Following the workshop, additional efforts will be made to document the framework of issues and strategic blueprint that best reflect conference suggestions. This will involve further consultation with senior Ministry personnel and donors. Lastly, to ensure an effective and communicative process, the workshop should develop a strategy for the dissemination of this document and its ideas.

The following pages lay out the conference procedures. **BEST WISHES!**

Section I

INSTRUCTIONS AND ADVICE TO PARTICIPANTS

This section contains three parts. The first briefly describes the nature of the activities you will be taking part in. The second provides you with some suggestions which will help you work more productively and enjoyably in your small groups. The third will help you to contribute better ideas to the conference and make better use of other people's ideas.

Participative Planning Conference

The purpose of this workbook is to guide you through the 'participative planning conference.' It is the intent of the conference that we shall begin to develop directions and strategies for the next five years in Namibian primary educational reform.

To think about reform, we need to explore likely future developments in education in Namibia, specify desirable future achievements, and consider ways for bringing those achievements about.

The conference begins by setting the scene. We first try to identify current trends in society and to predict the likely shape of the future. In other words, we begin by developing a description of the environment in which the education system operates. The environment that you will try to identify will be both broad and set in the future. You will then gradually narrow your focus as you work back from this broad future to the present.

The reasons for beginning with the future are threefold:

- A lot of planning disregards the effect of likely future changes. By outlining the likely future at the outset, we shall be sure to take it into account in our planning.
- The future cannot be defined in precise terms. Trying to see ahead is a useful exercise in imaginative thinking. This frame of mind can then be carried over into the later workshop sessions. As a result, you are likely to deal more creatively with the issues you consider.

- When groups first meet, they often give most attention to disagreements, perhaps to the extent that agreements are not even recognized. Yet, in most groups there is broad agreement (in general terms) on the 'what' that is being pursued, even if there is disagreement about the 'why' of pursuing it. Therefore, we first seek to identify the agreed ultimate goals of the group. We then work backward from that agreement, trying to gain consensus on ways of achieving them (that is, the reform strategies).

Overview of Programme

There are seven phases to the conference.

1. Welcome, general mission statement, and invited talk
2. Presentation of information on educational reform from other countries
3. Identification of probable future developments in society and the primary education system
4. Identification by participants of those aspects of the educational future offering the most room for improvement – remembering the criteria for reform: effectiveness, equity, and lower cycle costs
5. Development by participants of suggestions for action which will help to move the primary education system in the desired direction
6. Intergroup debates on views to seek ways to merge ideas and suggestions
7. Presentation of options to the larger group for discussion, recommendations, time frame, and planning for future consultative efforts

Within the last five phases, you will be asked to try to answer a number of questions. Each question will move you closer to the development of a strategy for reform, which is the real purpose of the workshop.

Some of the Provided Materials

Angula, N. (Hon.) (1990). *Change with Continuity*. Windhoek: Ministry of Education, Culture, Youth, and Sport.

Morgan, R. M. (1990). Systems Design and Educational Improvement. In D. W. Chapman, & C. A. Carrier, *Improving Educational Quality*. New York: Greenwood Press.

Snyder, C. W., Jr., & Ramatsui, P. T. (Eds.). (1990). *Curriculum in the Classroom*. Gaborone, Botswana: Macmillan.

USAID Sector Review Team (1990). *Education Sector Review Report*. Windhoek: USAID/Namibia.

Working Effectively

You will spend part of the conference working within a small group of about eight people. A group leader has been selected to help your group stay on track and operate efficiently. The group leaders, in turn, will work with a facilitator to ensure support for your group. We shall stay in touch, as much as possible, with the group leaders and facilitators. Please let us know if there's anything we can do to enhance the activity environment for your group. There will be other guests at the lodge, so there are some limits on space and facilities. However, we shall do everything possible to support your efforts and requests.

The outcome of the day's work may depend greatly on the ideas generated in the small groups. This depends, in turn, on how effectively your group works together. It is also influenced by the imagination and creativity you show in your group discussions and individual work. This section of the workbook is to help describe how you can achieve that effectiveness. The following section deals with creativity.

When people come together in groups, there are ways of behaving that make it hard for the group to function effectively. Six of the behaviours that are most likely to get in the way are described immediately below.

1. **People pursue their own goals.** Some members of the group place achievement of their own goals above the achievement of overall group goals. Or they pursue sectional interests rather than trying to do what is best for the group as a whole.
2. **Uneven participation.** Some people attempt to hold the floor at every opportunity and to speak at greater length than the topic deserves. Others give up hope of making their views known and withdraw from the conversation. Typically, in a group of four to six people, one or two people may account for three-quarters of the talk. This is rarely an efficient use of the skills and knowledge of those present.
3. **Poor listening.** When one person has the floor, the others (or some of them) may be so busy with their own thoughts or with preparing their own next speech that they do not give much attention to what the speaker is saying. Listening is perhaps seen as a passive process (soaking up information the way a sponge soaks up water). But this is not so. To listen well requires that a lot of attention be given to the speaker and that the listener tries to understand what the speaker really intends.
4. **Criticizing ideas.** Each of us probably sees our own criticism as 'constructive.' Others may not see it that way. One of the best measures of how cooperatively a group functions is the way ideas are treated. If each new idea is met by objections, such as "That won't work because ..." or "The trouble with that is ..." or something like that, then competition within the group is probably interfering with both creativity and effectiveness. In cooperative groups, people respond by looking for what is good in ideas and for ways of building those ideas into the ongoing group plans. There will be opportunity for debate at specific points in the conference.
5. **Hidden agendas.** The hidden motives in a group discussion are often the interesting ones. But it is hard for a group to work well together if some of its members have motives which they do not disclose to the other members of the group. Motives

can only be dealt with if they are known to the group. The most harmful motives are those we act on but keep to ourselves.

6. **Poor leadership.** In the early stages of a group's dynamics, there is often a competition to see who will lead. When leadership has been decided (as in this case), the other members of the group may do little to keep the group effective. It is as if we see leadership as something that only one person can do. But leadership is whatever needs to be done to make a group effective. It can be provided by more than one person at a time. One aspect of leadership is seeing that group members behave in constructive ways and do not instead indulge in the behaviours described above. If all members of the group try to behave constructively and try to help other group members to do the same, the group will be more effective.

These behaviours, and some more constructive alternatives, can be summarized as follows (you can use this table as a quick reminder).

unconstructive behaviours	constructive behaviours
pursue private goals	agree on and pursue common goals
monopolize and dominate, or withdraw	share time and decisions
ignore others, or listen passively	attend to others and listen for understanding
criticize ideas	build on ideas
act on hidden motives and assumptions	reveal assumptions and motives before acting on them
fight for leadership, or leave responsibility to others	all take responsibility for group's effectiveness

The small groups in the conference are composed of people with varying backgrounds and experience in education. In this way, each group has the opportunity of forging a set of reform notions based on a wide range of perspectives. At a later stage, there is the opportunity for groups who may have found other ways of merging ideas on differences to debate and discuss their positions. This exposes everyone to a much richer, and more useful, set of ideas. Remember, the purpose is to develop a set of strategies for reform that everyone can identify with as the best possible way to go about reform – noting of course that there is no perfect way. We use the large resource of people in the conference to build a ‘workable plan.’

Creativity

Being creative and being rational require different frames of mind. Yet both creativity and rationality are needed if planning is to be effective. If plans are developed uncreatively, they may not adequately address the complexity of the problems, and people are likely to look for better ways of doing the same things. It is more useful to find the best way we can at the outset or at least to outline all the dimensions of the problem and the many ways of going about managing it. This requires creativity.

This workbook tries to take this into account. You will find that the process usually alternates between stages where ideas are to be produced, and where those ideas are evaluated for their usefulness. You can therefore give your creativity free rein during the ‘idea generation’ stages of your group work. You will know that there will later be a rational evaluation of the ideas in the ‘debate’ stage.

You are encouraged, therefore, to adopt whichever frame of mind is most appropriate for the task of the moment. As you are probably well practised at being rational, you may find adopting a creative frame of mind difficult. If so, there are some helpful suggestions below.

You have probably noticed that young children tend to be more imaginative than adults. They have not yet been subjected to a schooling system which encourages rationality, often at the cost of

creativity. Children tend to be more imaginative when they are alone than when adults are present. They fear that adults will judge or criticize or evaluate.

The 'idea generation' stages in the small work groups will proceed more effectively if you can all recapture some of your childhood creativity. Try to use the 'child' within you for creativity. Avoid censoring or criticizing any ideas during these stages. The ideas of the group will be richer if you do. Save your rational 'adult' self for when you are assessing the ideas.

To help achieve this style of creative functioning, here are the ground rules. If you can follow these during those parts of the conference when creativity is required, they will help you keep your 'adult' quiet. Here they are.

-
- | | |
|------------------------|--|
| Don't criticize | Do not criticize or censor or pass judgment on any ideas during idea-generation, whether the ideas are your own or someone else's. |
| Anything goes | If any idea occurs to you, say it, or follow it up with another idea. Let your mind go wherever it wishes to go. Let the ideas of other people spark off ideas in your own mind too. |
-

When ideas are to be evaluated later, it doesn't really matter how strange they are. They may be found to have advantages that you didn't think of. Or they may suggest other ideas. At the very least, they help others to maintain the frame of mind that is most encouraging for creativity. During the idea-generating stages of the conference, you may find that it helps to look back over this list.

Section II

WORKING PROCEDURES

On the following pages, the procedures and approaches of the conference are explained. You'll notice quickly that there is a lot to be done. There is not very much time to do it. So the programme is a busy one. You will be asked to do a lot of work, and often to work quickly. Despite this, there is enough time if you follow the instructions and apply your many talents. Also, most people find the procedures interesting and often exciting despite the hard work. The conference will be more effective and more interesting if you enjoy yourself. We hope you are able to do so.

Purposes, Difficulties, and Criteria

What do we hope to accomplish?

There are several tangible outputs from the conference that are planned: the list of issues collected in pre-conference interviews; the list of future conditions which mark the context of reform in Namibian education; the several 'idealized' futures for education; the areas of improvement that appear to be critical to reform in order to be effective, equitable, and economical; and the conference-selected strategies for reform. Following the conference, additional interviews in the Ministry will attempt to refine the reform package. That package can then be formalized and used in further consultations and discussions around the country. This conference is just the start.

Of course, we hope to accomplish far more than words. The conference is an initial attempt at using participation to build a reform programme that has wide support and is based on the views of the key stakeholders in Namibian primary education. In other words, we hope that we can build the basis for consensus and a positive experience for working together on an appropriate and practical plan for educational reform. In this area, the conference is also just a start.

Are there solutions?

Few of the pressing and important problems that confront education today are simple or directly soluble. The problems have 'organized

complexity.’ That is, if you address one area of education, you find that the problem set actually becomes more complicated. For this reason, we call the problems in education, *wicked*. They are an ensnarled web of problems, highly interconnected, complicated, uncertain and ambiguous; depend on negotiations among powerful interests; and must be engaged within societal constraints. These characteristics cause considerable difficulties for policymakers and programme developers. Wicked problems cannot be solved, only managed, and management requires vigilance, good information, and new methods of problem solving.

This is important to our process at this conference, and even afterwards. It means that when we think we have a ‘solution’ to a particular problem, we must consider the potential relationship with all other problems (and solutions being attempted by others). For our conference, this underlines the need to listen to others who have other perspectives on the problems and other ideas for solutions. The implications should be clear:

- We need broad participation of those possibly affected by decisions in the policy-making process; and
- Policies must be based on a wide spectrum of information gathered from an appropriate range of diverse sources.

What are the components of the conference?

There are four components (embedded in the seven phases mentioned earlier) designed to facilitate the work of the conference.

1. Information for participants (materials, talks, and discussions)
2. Small group work to develop cohesive reform plans within the constraints of the present and future context
3. Debate among small groups to clarify the weaknesses in plans and forge the best alternatives
4. Plenary discussion to view reform strategies holistically, suggest priorities and timing, and propose a further communication with the wider education community

There are many ways to go about the business of this conference. We must remember that no single discussion or event will adequately address the complex problem set of education. Over time it would be wise to try many different approaches to develop and refine aspects of the reform programme. We look forward to your cooperation and effort to make this conference the best that it can be, and we ask at the end for new ideas to begin the planning and arrangements for future discussions and communication on these important matters.

Timing difficulties

Because of the urgencies of educational problems, this conference had to be organized as quickly as possible. For that reason, it was impossible to get the masses of information that would have been useful to this process out to the participants before the conference. We have to work with what you know at present and recognize that we shall all 'grow' with interaction and further engagement. There is no perfect way to address real-life 'complexly organized' problems. But we must get on with the task. We can't wait until some ideal time; real problems don't wait – we need to get into it. There is no question but that we shall have better ideas as a result of getting together in this first national consultative conference, and there is no doubt that further communication amongst the participants and others will be essential to a useful and effective reform strategy.

Criteria

Please remember that ideal plans require ideal contexts – which don't exist anywhere. We can't propose a strategy that entails extensive resources, that requires drastic changes in behaviours, or that assumes values and practices that don't presently exist. It is important to keep the criteria for reform in mind at all times:

EFFECTIVENESS

EQUITY

LOWER CYCLE COSTS

Plans and processes that do not meet these criteria will not serve the purposes of reform. Of course, we may fail with some proposals, but

at least we want to know that we have subjected ideas to the most extensive and detailed assessment that we can. Our job is to do the best we can with our 'thought experiments' in educational reform.

Group Workbook

This section will explain the step-by-step procedure for the conference work groups. At this point in the conference, you will be working in small groups. There are five steps, outlined below.

Step 1. Defining the probable future

We shall go about this first as individuals and then with group collation of the information.

1. What will Namibia be like over the next five years or so? What constraints and requirements will be faced by Namibian education?
2. Collate the ideas in the small work group.
3. In the work group, define those people who have a stake in how the education system operates over the next five years.

At the end of this step, we shall have defined some of the possible futures and listed the people and organizations who have some interest in how the education system functions. Keep this information in mind as you work on the next steps.

Step 2. Choosing the best areas and strategies for improvement in the primary education system

First, we identify the strengths of the education system. We don't want to create the impression that everything needs improvement. Once we know the strengths, then we can better assess the needs.

1. Identify those areas in the education system where in your judgment there is the least need for improvement.
2. List the five or six items that in your judgment offer room for improvement and where that improvement is worth trying to achieve. Remember, your aim is to choose the improve-

ments that will be best for the education system and for others who are affected by changes in that system. This is an important task.

3. Collate in the group the strengths and weaknesses in the system. Then agree on the most important items for attention in the reform programme.

You have now assembled a lot of information and a lot of attitudes and judgments. You know what your colleagues believe are:

- the most likely future changes in the primary education system and its context,
- the people and organizations who have a stake in the effective operation of the primary education system

and, you also know:

- what your colleagues think about the sort of future those in your community and organization should strive to bring about.

Step 3. Planning for action

In this step you will use the prior material to begin to develop plans of action. You can help to make this a more effective activity if you:

- Try to keep in mind the information already produced; and
 - Are willing to set aside or modify some of your own ideas and interests to help develop plans that use everyone's ideas and are for the good of the community and the education system as a whole.
1. Look back over the lists that have been compiled in the previous sessions of your group. As you do, think of things that could be done to help the education system move towards a better future. Remember, that we are seeking changes that lead to a more effective educational programme which is more equitable and less costly. The more creative your ideas, the more likely you are to come up with a variety of goals to choose from. Again, look back over your list of things that could be

from. Again, look back over your list of things that could be done and choose items which are particularly useful, relevant, potentially exciting, or creative.

2. Collate in the group.
3. Decide who can do what about these things. There are people and groups of people who can do something to bring some of these things about. They probably include Government and organizations and groups with whom you have contact. They may also include unions, suppliers, other Ministries, other interest groups, the community, etc. Of course, include yourself and your colleagues, if relevant.
4. Collate in the group.
5. Looking back over the group's set of suggestions, indicate who can do what (this specifies the actions and those responsible to get things done). Make a sheet with these headings:

WHO	can do	WHAT
-----	--------	------

This is your overall strategy for reform. Refine it as much as you can. Recognize that these are the 'main' things. This is the beginning.

Step 4. Debate

Other groups in the conference are likely to think of things that you may have overlooked or, perhaps, things that you wouldn't have thought of because you're starting from different assumptions about the system. Remember, in your group you have been working with individuals who are somewhat like-minded. Now it's time to 'defend' your ideas.

We don't want to end up with idealistic but unworkable ideas and strategies. We must now put some limits on our creativity and subject each notion to 'doubt.' For every thing that we want to do, there are always at least two choices that can be made about what to do. We need to weigh the pros and cons. For 'solutions' to wicked problems,

the method of doubt is the best guarantor that we have available in our rationalistic arsenal.

1. Group A presents its plan of Who does What.
2. Group B presents its plan.
3. Group A counters those aspects of B's plan that it feels are not consistent with its own ideas.
4. Group B counters.
5. The groups work together to build a 'common plan' or at least indicate those areas of agreement and the differences that are irreconcilable in the time available. In the process of discussing the plan, we add to the heading "Who can do What" the words "By When." This step is another way to keep us realistic, so that we really are developing a reform strategy that focuses on the near future and real possibilities.

 WHO can do WHAT BY WHEN

This 'common plan' will be presented to the plenary and contrasted with the work of other combined groups. These sets of strategies will be the information taken from the conference and further discussed.

Step 5. Plenary

1. Present the 'common plans.'
2. Discuss the plans holistically in terms of existing resources and current political environment.
3. Articulate the priorities of the areas that cut across the variety of plans.
4. Discuss how these plans can be communicated to the larger community; what are the next steps?

There is no doubt that we shall have accomplished a great deal in the conference. There is also no doubt that we can do more. Please offer your suggestions for better conferences and better ways of getting participation in the reform planning process.

Some Final Thoughts

The success of a strategy or set of strategies depends in large measure on the capabilities of the organizations which are involved in the reform process. We can summarize some of the things that are essential to successful reform:

- We must continually reevaluate our missions, purposes, etc.; we must have the capability in management to translate these changes into programmes of action and reform; and we must have the spirit, dedication, and commitment from those necessary to secure our intentions.
- We must have the resources we intend to use to accomplish our missions; the management must allocate the resources effectively; and those who receive the resources must employ them effectively and equitably.
- We must have the capacity to acquire or produce new information about the education system; the right information must be transmitted to the right people at the right time; and those who receive the information must have the abilities to deal with it.
- We must be able to secure the cooperation and support of all stakeholders in the education system and community.

If a strategy lacks even one of these criteria, it will be unsuccessful. We must remain flexible in approach and attitude, take account of our resources and use them effectively and equitably, carry out research and use it appropriately, and make sure that we have maximum participation and cooperation in the reform process. As indicated earlier, the conference is a beginning – let's not stop with Etosha.

Thank you.

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Notes

The planning of this conference was based upon approaches tried in other situations, including our experiences in national conferences in Botswana and Liberia.

The workbook was prepared by Wes Snyder, based primarily on Bob Dick's *Search* notes and general approach. Bob is an organizational psychologist at the University of Queensland and former colleague of Wes Snyder.

Special thanks to Michael Mambo (Zimbabwe) for ideas, comments, and assistance in putting together this document.

12

NOTES, AGENDA, PERSONNEL, AND WORKSHEETS FOR CONFERENCE WORK

Conrad Wesley Snyder, Jr. (Conference Organizer)

This chapter illustrates the instructions given at the conference for group activities. The conference was highly structured at the outset, but groups assumed complete control over their own activities during the conference. Certain outputs were expected, however, related to the "steps" in the conference workbook, in order to accomplish the means for a synthesis of ideas and suggestions. That is, the structure enabled groups to talk to one another in a similar format. The results of the group work appear in the next section; this chapter deals only with the process of the conference.

Attendees at the conference were either local participants or foreign experts. Participants were cast as either group members or group leaders, and the visiting experts served as facilitators.

The following notes are those given to the facilitators and group leaders so that they could carry out their respective roles. Regular meetings with group leaders and facilitators were held throughout the conference to answer questions, address new problems, and go over the next features of the conference.

In terms of the actual work of the conference, the groups followed the steps outlined in the workbook, which were summarized in worksheets. Immediately after the notes for facilitators and group leaders, the outline of each step for the group work is given. These served as the instructions to the groups.

INSTRUCTIONS TO GROUP FACILITATORS

The role of a group facilitator is to help the assigned work group to accomplish their tasks as well as possible. You will be with the group, get to know them, assist them as a resource person, and serve as a link to our administrative section. Your contact person is Ms. Aleta Jarrett (Room 201). She will get your material typed or find materials and supplies for you. If you need assistance in logistics (room setup, materials, etc.), please contact Mr. Leon Kruger (Room 204). He will help you get assistance from the hotel staff if conditions for the group work are not right or you need new arrangements.

The group tasks are difficult and very general. We are asking a lot of the groups in a short time. It is important that we get some product from each group. Please help the group leader get as much from each group as possible. Also, work with the group leader and the recorder to make sure the written material is clear and appropriately reflects the group discussions and decisions. Keep the written work as succinct, yet representative, as possible.

For each session, you will:

1. work with the group as a potential resource person,
2. work with the group leader and recorder to make sure that there is a written product from the group on each task,

3. liaise with Jarrett or Kruger on behalf of the group to make sure that everything is done to help the group in its work and its delivery of results, and
4. serve as the chairperson or recorder in the intergroup debates.

Let's say a little more about this last task. As the groups complete their preliminary reform packages, they will come together (in pairs) to debate their respective positions. If there is agreement on most points, then of course there will be minimal debate. The purpose here is to make sure that each group has thought of all the possible weaknesses of their plan. Then, we want to begin the synthesis of ideas through the combination of the two groups' plans. At the plenary we shall deal with the larger integration, if possible. There is one facilitator for each group, so there will be two for the debate. One of you will serve as chairperson and the other as recorder for the debate. The presenters for each group, or another designate as decided by the group, will be the group leaders — please organize this early on before the debate so that the presenter is well-organized. We expect the ensuing discussion to be very important to the development of the best plan we can get from the two groups. Since the combined group will now be about 16 people, it will take more time to get individual inputs to the discussion and more organization to assure representative opinions and attitudes.

The debates are scheduled to take place in the smaller conference rooms. You may make other arrangements if you want — be sure to check with Mr. Kruger to make any changes or to schedule your particular meeting in the rooms.

If you have any general difficulties or need additional assistance, please contact Patrick Simataa (Room 204). We shall request a meeting of the facilitators from time to time, so please stay in touch with Wes during the course of the conference. Your feedback about the quality of conference activities is important. If something is not going quite right, we want to respond immediately. So don't wait if you see a problem — let us know!

Good Luck. Your job is a difficult one. Thank you for your effort!

INSTRUCTIONS TO GROUP LEADERS

The role of a group leader is to keep the assigned group organized and on target in terms of the task at hand. There is a lot of work to be done and minimal time to accomplish difficult tasks, some of which could no doubt take far more time than is available to address to everyone's satisfaction. In other words, a great deal is expected of the group and the group leader must keep the group focused on the task.

At the end of each day there will be a short meeting of the group leaders to go over any problems or questions. Mr. Jan Visser is the coordinator. Please be as familiar as you can with the Conference Workbook and Worksheets. These are your guides.

A group facilitator is assigned to each group. This person can serve as a resource person, helper, and link with our secretarial and administrative section. We hope that we can provide you with neatly prepared summary documents of your task results as soon as possible. Please get to know your facilitators and rely upon them to take care of your contacts outside of the group.

Your task for each session can be outlined as follows:

1. Encourage everyone in the group to read the workbook in order to become familiar with the general terms and activities of the conference.
2. Set the task for the group each session in terms of the work-book-associated worksheets.
3. Try to keep the group on target and on time so that the discussion is not just 'talk' but is directed at some outcome for the task.
4. Appoint a recorder for each session. Have the recorder summarize the group's response to each task. That is, the recorder will not necessarily take down everything that is said. The report will contain the outline of the outcomes, with summarized process information.

5. Try to get everyone in the group to contribute – some people are less assertive and must be encouraged to make their contribution. The more representative the group product is, the richer and more effective it is also likely to be.
6. Work with the recorder to produce all written material for the group.
7. Work with the group facilitator to get all written material typed and reproduced as soon as possible. We'd like everyone to have the results of their group's work so that they can review their progress. Sometimes further reflection will fine tune the results of previous sessions.
8. Keep the group on task. We have little time. We have no time for debates about 'how' things should be done. We only have time for debates about substantive issues within each of the tasks. Work for some substantive output for the group.
9. Present the group results in the intergroup debates and to the plenary, when necessary. The group leader represents the group. It is understood that you will not always personally agree with everything your group produces. However, your task is to represent the wider view as well as possible.
10. Good luck! We wish you a productive and meaningful conference.

Thank you.

WELCOME TO PARTICIPANTS AND CONFERENCE SCHEDULE

Welcome to the first national consultative conference on basic education reform. We hope your stay at Mokuti Lodge is enjoyable and productive. Please let us know if there's anything we can do for you. The conference will run from the afternoon of 08 April to the early afternoon of 12 April. If you require accommodation after the conference, please organize that as soon as possible for your own account. We have scheduled some events to take advantage of this

beautiful setting and its unique wildlife. We shall be asking you to work very hard during the conference. No one can do that for an indefinite time, so we have also arranged for some recreational visits to the game park and TV in the evenings. Of course, the free time is also good for just relaxing or making and renewing friendships among your colleagues. Part of the purpose of the conference, or any conference in fact, is learning to work together. We hope that this conference will be a good start to further cooperative and consultative activities in Ministry planning.

There are lots of materials to read and many people to talk to. Our international guests will be remaining through the conference so that you may discuss areas of interest on a more personal basis. They will serve as the facilitators of the conference and be available to work with your groups. The conference schedule, suggested timings for group activities, and contact names follow. Have a good conference!

CONFERENCE SCHEDULE

MONDAY, 08 APRIL 1991

- | | |
|---------------|----------------------------|
| 12h00 - 13h00 | Arrival and check-in |
| 13h00 - 14h00 | Informal lunch around pool |
| 14h00 - 17h00 | Opening (Onduli Room) |

Introduction: Johnson
Welcome from USA Ambassador
Vision for Educational Reform: Minister Address
Invited Speaker: Minister for Zimbabwe
Plenary Discussion
Overview of Conference Agenda: Snyder

- | | |
|---------------|--|
| 18h30 - 19h30 | Reception(Marula Lounge) |
| 19h30 - 21h00 | Dinner (Boma) |
| 21h00 - 23h00 | Television news and videos (Onduno Room) |

TUESDAY, 09 APRIL 1991

07h00 - 08h00 Breakfast (Tambuti Room)
08h00 - 10h00 Second Session (Onduli Room)

Introduction: Johnson
Invited Speakers: Morgan and Huh
Plenary Discussion

10h00 - 10h30 Coffee/Tea Break (Terrace, Onduli Room)
10h30 - 12h30 Continuation of Invited Speakers

Invited Speakers: Coleman, Mambo and Johnson
Plenary Discussion

12h30 - 14h00 Pub Lunch (Marula Lounge)
14h00 - 16h00 Group Work (Onduli Room)

Conference Information: Snyder
Group Assembly
Initiation of Group Work

16h15 - 18h30 Game Drive - Etosha Pan (drinks provided)
19h30 - 21h00 Dinner (Boma)
21h00 - 23h00 Television news and videos (Onduno Room)

WEDNESDAY, 10 APRIL 1991

07h00 - 08h00 Breakfast (Tambuti Room)
08h00 - 10h00 Group Work Continuation

Group Work (Onduli Room)
Debate Groups (Onduno, Lounge, Pool Area)

10h30 Arrival of His Excellency, the President,
Dr. Sam Nujoma
Refreshments

Formal opening of the Conference.

**Introductory remarks: Honourable Minister of
Education & Culture, Mr. Nahas Angula, MP
Address of His Excellency, the President,
Dr. Sam Nujoma**

Informal meetings with participants

13h00 - 14h30	Lunch (Tambuti Room)
14h30	Departure of His Excellency, the President, Dr. Sam Nujoma
14h30 - 16h00	Group Work Continuation (as above)
16h00 - 16h30	Coffee/Tea Break (Terrace, Onduli Room)
16h30 - 18h30	Group Work continued
19h30 - 21h00	Dinner (Boma)
21h00 - 23h00	Language Forum (Onduno Room)

THURSDAY, 11 APRIL 1991

07h00 - 08h0	Breakfast (Tambuti Room)
08h00 - 10h00	Group Work Continuation
10h00 - 10h30	Coffee/Tea Break (Terrace, Onduli Room)
10h30 - 12h30	Group Work Continuation (as above)
12h30 - 14h00	Pub Lunch (Marula Lounge)
14h00 - 16h00	Group Work (preparation)
16h00 - 16h30	Coffee/Tea Break (Terrace, Onduli Room)
16h30 - 18h30	Plenary Discussion
19h30 - 21h00	Dinner (Pool Area)
21h00 - 23h00	Donors Forum

FRIDAY, 12 APRIL 1991

06h30 - 07h00	Breakfast
07h30 - 08h30	International Forum
09h00 - 10h30	Closing Plenary

Plenary Discussion
Closing - Deputy Minister

10h30	Departure
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NOTE that some groups may find that they cannot strictly follow these time guidelines. There is flexibility. In fact, the group should decide how it wants to proceed. However, we do need to have all debates and combined group reports for the presentations on the afternoon of 11 April. Let us know if there's anything that we can do to help you along the way. It's always possible to discuss these educational areas for a long time. We need to reach some closure and agreements. There will be other chances for the expression of viewpoints. Help us get to the draft of a reform strategy. Do your best to stay on target and on time.

Thank you.

Conference Personnel

Professor Wes Snyder	–	Florida State University Conference Coordinator
Ms. Aleta Jarrett	–	Florida State University Conference Administrative Associate
Secretariat Jan Visser	–	Coordinator
Janine Ruthven Michelle Crawford Eileen Ferris	–	Secretaries
Jack Lambert Dick Chamberlain Patrick Simataa Ambrosius Agapitus	–	Committee

- | | | |
|----------------|---|---|
| Leon Kruger | – | Ministry Conference Logistics Associate |
| Jan Visser | – | Coordinator for group leaders |
| Stephan Wacker | – | Lodge General Manager |

Please don't hesitate to contact any of these people to help you in any aspect of your stay and participation at the conference. We are at your service – you are the conference!

Steps in the Group Work

Worksheet 1

Step 1. Defining the probable future (90 minutes)

We shall go about this first as individuals and then with group collation of the information.

1. What will Namibia be like over the next five years or so?

What are the Constraints to be faced by any reform?

List key changes over the next five years: (e.g., you may want to take into account the present trends in population makeup, technology, lifestyles, politics, economics, industry and commerce, energy, etc.) (15 minutes)

Mark 'X' the most important six items for group discussion. What constraints and requirements will be faced by Namibian education? (15 minutes)

2. Collate the ideas in the small work group. (40 minutes)

Choose your most important items in each section above. Go around the group to add items to the group list. After listing them, discuss the key trends, needs, and constraints.

3. In the workgroup, define those people who have a stake in how the education system operates over the next five years. First, work alone to list the stakeholders as you see them and then compare and compile your list in the group. (20 minutes)

At the end of this step, we shall have defined some of the possible futures and listed the people and organizations who have some interest in how the education system functions. Keep this information in mind as you work on the next steps.

Worksheet 2

Step 2. Choosing the best areas and strategies for improvement in the education system (120 minutes)

First, we identify the strengths of the education system. We don't want to create the impression that everything needs improvement. Once we know the strengths, then we can better assess the needs.

1. Identify those areas in the education system where in your judgment there is the least need for improvement. Work alone first and then compare in the group. (30 minutes)
2. List the five or six items that in your judgment offer room for improvement and where that improvement is worth trying to achieve. Remember, your aim is to choose the improvements that will be best for the education system and for others who are affected by changes in that system. This is an important task. Work alone first and then compare in the group. (30 minutes)
3. Collate in the group the strengths and weaknesses in the system. Then agree on the most important items for attention in the reform programme and on the areas on which you can rely that high quality will be maintained or achieved. (60 minutes)

You have now assembled a lot of information and a lot of attitudes and judgments. You know what your colleagues believe are:

- the most likely future changes in the education system and its context,
- the people and organizations who have a stake in the effective operation of the education system

and, you also know:

- what your colleagues think about the sort of future those in your community and organization should strive to bring about.

Worksheet 3

Step 3. Planning for action (120 minutes)

This step will use the prior material to begin to develop plans of action. You can help to make this a more effective activity if you:

- try to keep in mind the information already produced, and
- are willing to abandon some of your own ideas and interests to help develop plans that use everyone's ideas and are for the good of the community and the education system as a whole.

1. Look back over the lists that have been compiled in the previous sessions of your group. As you do, think of things that could be done to help the education system move towards a better future - remember that we are seeking changes that lead to a more effective educational program, which is more equitable and less costly. The more creative your ideas, the more likely you are to come up with a variety of goals to choose from. Again, look back over your list of things that could be done; choose items which are particularly useful, relevant, potentially exciting, or creative. (30 minutes)
2. Collate in the group.

3. Decide who can do what about these things. There are people and groups of people who can do something to bring some of these things about. They probably include government and organizations and groups with whom you have contact. They may also include unions, suppliers, other Ministries, other interest groups, the community, etc. Of course include yourself and your colleagues, if relevant. (30 minutes)
4. Collate in the group.
5. Looking back over the group's set of suggestions, indicate who can do what (this specifies the actions and those responsible to get things done). Make a sheet like this: (60 minutes)

WHO	can do	WHAT
-----	--------	------

This is your overall strategy for reform. Refine it as much as you can. Recognize that these are the 'main' things. This is the beginning.

Worksheet 4

Step 4. Debate (120 minutes)

Other groups in the conference are likely to think of things that you may have overlooked or, perhaps, things that you wouldn't have thought of because you're starting from different assumptions about the system. Remember, in your group, you have been working with individuals who are somewhat like-minded. Now, it's time to 'defend' your ideas.

We don't want to end up with idealistic but unworkable ideas and strategies. We must now put some limits on our creativity and subject each notion to 'doubt.' For every thing that we want to do, there are

always at least two choices that can be made about what to do. We need to weigh the pros and cons. For 'solutions' to wicked problems, the method of doubt is the best guarantor that we have available in our rationalistic arsenal.

1. Group A presents its plan of Who does What.
2. Group B presents its plan.
3. Group A counters those aspects of B's plan that it feels are not consistent with its own ideas.
4. Group B counters.
5. The groups work together to build a 'common plan' or at least to indicate those areas of agreement and the differences that are irreconcilable in the time available. In the process of discussing the plan, we add to the heading **Who can do What "By When."** This then is another way to keep us realistic, so that we really are developing a reform strategy that focuses on the near future and real possibilities.

WHO	can do	WHAT	BY WHEN
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PART III: Consensus Building

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207

13

CONTEXT OF CHANGE FOR NAMIBIAN EDUCATION

Worksheet 1

GROUP 1

1. PROBABLE FUTURE

Population Make-up

- Increased population growth through – higher nativity
– lower mortality
- Increase bigger in lower income groups, white sector will decrease proportionally
- Increase in geographic mobility/urbanization

Technology

- Increase in tertiary education

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- Improved infrastructure (roads, electricity, water supply, etc.)
- Improved communication (radio, TV, information in general)
- Faster modernization of rural areas

BUT the changes will not be too drastic

Lifestyles

- Decreased standard of living for the first two years while GRN is restructuring, but after that a slight improvement
- Higher demand on higher education
- Devaluation of education
- Lifestyle will be dependent on income groups and not racial groups
- Women will start to take their rightful place in society
- Increased visible poverty because of less dependence on enlarged family system and urbanization
- Increased criminality and social unrest, due to unemployment and increased awareness of social disparities
- Increased juvenile unemployment will increase
- Increased urban/rural polarization

Politics

- Western donors' guarantee for multiparty democracy
- A guarantee is also Namibia's place in the world community
- Namibians will be more united, with a greater national feeling
- Ruling party will be returned to power
- No more fear of the unknown
- Walvis Bay will be returned to Namibia

Economics and Industry and Commerce

- Namibia's own currency will give better trade deals
- Fishing industry might increase, depending on foreign investments in sector, while mining will probably go down
- There will be a slight improvement in the economy,
- but the public spending will have to increase more

- Namibia will be member of all significant international organizations, thus making Namibia a part of the international economic world
- Government's capital investments will, to a certain extent, be dependent on foreign aid
- Tax base will continue to be narrow; the personal income tax base will not increase significantly
- Investors have confidence in Namibia

BUT when South Africa gains majority rule, that will have serious implications for investments in and trade with Namibia.

2. CONSTRAINTS/REQUIREMENTS FACED BY EDUCATION

Key Trends

- Urbanization, regional mobilization
- Limited economic growth
- Growing national conscience
- Population growth and increasing demand for public services
- Political stability
- Partial continued dependence on aid from outside
- Improved communications
- Increased juvenile unemployment and some social disorganization

Needs

- Improvements in basic health and nutrition might increase demands for and availability of schooling
- More schools in some areas
- Better qualified teachers
- Better materials and other support systems
- Literacy and adult education

Constraints

The demands for relevancy, equity, equality, and unification are restricted by physical factors, logistics factors, and attitudes, which constitutes some constraints, such as the following.

- Limited funds, narrow fiscal base
- Unavailability of expertise
- Facility shortages
- Material shortages
- Absence of community involvement
- Increased frustration caused by higher expectations
- Demographic/geographic constraints (isolation)
- Infrastructural deficiencies (roads, telephones etc.)

3. STAKEHOLDERS IN EDUCATION

- Children of Namibia
- Teachers
 - Qualified
 - Unqualified
 - Prospective
- Parents
- Employers and private sector at large
- Government
 - As the Public Service (employer)
 - Various ministries, e.g., Ministry of Labor
- Ministry of Education, as a bureaucracy
- Teachers unions
- Churches
- NGOs
- Donor agencies
- Social services, e.g., Ministry of Health
- Institutions of higher education
- Local communities
- Commercial interests, e.g. publishers of textbooks and distributors of materials
- Foreign investors

GROUP 2

1. PROBABLE FUTURE

- The economic growth rate will be low and lower than the population growth rate
- Government will have to be more forceful in implementing reform
- There will be a shift in the economy, becoming slightly more industrialized
- A national development will probably be in place, indicating the intention of the government to develop the different sectors of the country
- The lifestyle of the people of the country will probably change because of less cultural disparity and better services
- There will be an increase in the use of energy in the country
- More people will move to urban areas and there will be an increase in the crime rate
- Peace and democracy will hopefully still prevail
- Hope of general improvement because of
 - Political settlement in South Africa
 - Settlement of the Walvis Bay issue
 - Recovery and utilisation of fish resources
 - Possible discovery of new mineral resources and oil
 Because of more intensive exploration
- Better communication network on national and international levels

2. CONSTRAINTS/REQUIREMENTS FACED BY EDUCATION

- Curriculum problem – to integrate the needs of a diversified society, subject knowledge and the needs of a variety of learners into the curriculum
- There will still be resistance to reform because of a lack of consensus on the benefits of reform

- There will be a lack of appropriately equipped and experienced people in strategic positions within the Ministry of Education
- Lack of funds
- Need for flexibility within the system
- The newness of the participatory approach in education
- Lack of facilities (classrooms, housing, vocational education)
- The time to acquire language skills will not be enough
- Constraints because of inequalities will still be real
 - Urban and rural
 - Haves and have nots
- Constraints because of a lack of long- and short-term educational development plans will be there
- The education profession will still have a low status, resulting in a shortage of teachers

3. STAKEHOLDERS IN EDUCATION

- Learners
- Teachers
- Principals
- Community leaders
- Parents
- Churches
- Universities and Teacher Training Colleges
- Political parties
- Taxpayers
- Business community
- Trade unions
- Social support services
- Education professionals and the Ministry of Education
- Curriculum and material developers
- Donor agencies
- Administrative and education support staff

GROUP 3**1. PROBABLE FUTURE**

- Population increase 3 percent (2 million)
- Increase in urban population
- Migration (rural-urban)
- Increased poor population

Technology

- Increased appropriate technology
- Increased poor communication
- Development of small-scale industries
- Global technological development and its impact on Namibia

Lifestyle

- Other cultures/diverse grouping
- Internal cross-fertilization (contact)
- Improved standard
- Housing ?!

Politics

- Same party
- Multiparty tolerance and harmony

Industry and Commerce

- Number of companies
 - Mining
 - Gas/oil
 - Fishing
 - Tourism
 - Agriculture
 - Light industry
- Infrastructure
- More value industries (added informal economic industry)

214 CONSULTATION ON CHANGE

- Small business
- Trade with other countries
- South African trade

Economy

- Multinational control
- Production increase
 - Okavango
 - Caprivi
- Informal economic section
 - Adjustment social-economic
 - Short term
- Inflation
- Farm/Fish/Mine

Energy

- Rural electrification
- Gas/Oil
- Atomic

2. CONSTRAINTS/REQUIREMENTS FACED BY EDUCATION

- Money–Salaries !
- Skilled manpower
- Common languages
- Harmonious process → objectives
- 5 percent achievement of ministry/infrastructure
- Community (parents) support
- Lack of teachers/headmasters
- Facilities
- Research
- Material
- Time
- Expectations
- Increased school enrollment

Requirements

- Money

Key Trends

- Consultative participatory process

Needs

- Training → study tours
- Adaptation
- Research
- Cooperation
- Target regional educational development to projected economic needs
- Entrepreneurial skills/life skills
- Population education – family
- English language training

3. STAKEHOLDERS IN EDUCATION

- Parents
- Ministry
- Government
- Children
- Political parties
- Teachers/ Professional unions
- Private sector colleges
 - Public sector
 - NGO

GROUP 4

1. PROBABLE FUTURE

Generally the group reached consensus on a number of broad issues. In addition the members felt that there would be a number of

difficulties experienced in the first five years of a new nation; however there are sufficient indicators at this stage that allow for optimism when defining a probable future.

Broadly speaking the issues fall into two categories:

- Education
- Socioeconomic

Education

- Uniform education system, democratic and decentralised in character
- Increase in number of learners
- Demand for more qualified teachers
- Increased mobility of teachers and learners as a result of the cessation of ethnic-based structures
- Better utilization of schools
- Namibian-based curricula and learning materials
- Stabilisation of pre-primary education
- Increased professionalism of teaching cadre
- Additional schools, training centres and accommodation

Socioeconomic

- Increase in population
- Added pressures to social problems
- More people trained for marketable job skills
- Visible results of reconciliation and nation building
- Strengthening ties in the subregion
- Economic advancement of lower income groups
- Introduction of structural adjustment policies
- Increased importance of agricultural sector and food security
- Possible increase of unemployment amongst literates

2. CONSTRAINTS/REQUIREMENTS FACED BY EDUCATION

Asked to list the constraints and requirements to be faced by education in Namibia, the group noted that the one did not preclude

the other, and that where a constraint existed, a requirement was created.

- Expected shortage of teachers (quality as well as quantity)
- Constant need for finances
- Debate of tradition vs. innovation
- Lack of infrastructure and physical facilities
- Need for more consultation at all levels
- Debate of rural vs. urban development
- Cost in all resources of establishing a new curriculum and system
- Language development
- Development of materials and equipment
- Supply of books and library services
- Time constraints and pressures placed on Ministry
- Discipline
- No structured pre-primary programme
- Lack of trained, skilled management
- Need for more guidance opportunities for teachers
- No Education Act
- Equality of all types of educational institutions

3. STAKEHOLDERS IN EDUCATION

- Overall government and policymakers
- Ministry of Education and Culture
- Other ministries
 - Local government and housing
 - Labour
 - Agriculture
 - Health
 - Information and broadcasting
 - Wildlife and conservation
- Parents and communities
- Teachers
- Learners
- Private sector
- Donor organisations
- Church groups

- NGOs
- Teacher unions
- Student organisations

GROUP 5

1. PROBABLE FUTURE

- Integration of schools
- Increase of population – growth of school population (+ 2 percent)
- Increased drug and alcohol abuse
- Increased demand for Mathematics, Science and technical subjects
- Migration from rural to urban areas skewing the supply and demand of schooling facilities
- High unemployment rate, population growth and compulsory education producing more unemployed school-leavers
- Shortage of resources (e.g. funds, teachers, materials)
- Improved agricultural production at the small holder-level
- More teachers who are better qualified
- Decentralization of government functions

2. CONSTRAINTS/REQUIREMENTS FACED BY EDUCATION

- Infrastructure — lack of roads, electricity, classrooms and teachers' housing
- Large numbers of unqualified teachers
- Insufficient funds to sustain the reform process
- Overcrowded schools
- Shortage of teaching materials
- Resistance to change in some communities
- Outdated assessment system
- Absence of an Education Act
- Lack of a sense of nationhood
- Mother tongue instruction used in town and farm schools
- Ownership of reform - process not by the people

- Community involvement necessary
- Poor planning and execution of reform process
- Lack of research and collection of information
- Lack of monitoring
- Lack of coordination among interested parties
- Lack of understanding and exposure of education systems around the world

Requirements

- Education Act must be enacted as soon as possible
- Equal distribution of services
- Qualified, motivated, committed staff provided to schools
- Proper assessment system to be established
- Sufficient physical facilities to be provided
- Sufficient financial resources to sustain reform
- Management and administrative training
- Involvement of the community in the reform process
- Supervision of all steps in the process
- Learner-centered approach

3. STAKEHOLDERS IN EDUCATION

- Government/Ruling party
- Other political parties
- Parents
- Teachers
- Learners
- Churches
- GRN – Planning Unit
- Other ministries
- Donors and international agencies
- Trade unions
- Student organisations
- Employers/private sector
- Institutions of higher learning
- Different socioeconomic groups
- Minorities/different language groups

GROUP 6

1. PROBABLE FUTURE

Economy

The sources of the productive sector might have increased but probably not sufficiently.

- More people will join the labour force
- The national economy will not provide for enough job opportunities
- However, the economic development will very much depend on the success of the government
- Namibia might be strongly involved in regional and international economic cooperation

Education

Education will have expanded to all corners of Namibia but there will be a number of shortcomings.

- Still a lack of qualified teachers
- Still a need for more and better classrooms
- A lack of teaching and learning materials
- In rural areas education might be better in general; on the other hand standards might possibly have gone down

Culture

A Namibian culture might have emerged from the different cultures presently in Namibia.

- The Namibian churches will work together closely
- The various backgrounds of the Namibian population might still create problems in regard to integration
- On the other hand, a national Namibian culture will have benefitted from the variety of cultures and the experiences of Namibians who have lived all over the world

- Namibians will be more mobile within Namibia and will have more contacts with neighbouring countries, such as Botswana, Angola and Zimbabwe
- More cultural liaison with South Africa (as a then hopefully democratic state)

Social Development

Social problems would have increased.

- One main reason might be increased urbanization
- People might have built up a "culture of aspiration" which cannot be sufficiently satisfied by the economy
- Originality might have increased

Politics

Namibia will still have a multiparty system; traditional types of local government and forms of benefitting from governmental income (like nepotism) might create problems

Urban/Rural Development

The rural areas will have been developed; at the same time there might be a strong movement of rural peoples towards the centres.

- All rural areas might be electrified, broadly provided with clean water, with health facilities, better roads, etc. – however, disparities between centre and periphery will continue
- In the rural areas a number of people might have benefitted from NGO educational projects

2. CONSTRAINTS/REQUIREMENTS FACED BY EDUCATION

- Budgetary constraints
- Lack of qualified teachers
- Lack of educational materials and facilities
- Distances between students' homes and schools
- Rural/urban imbalance
- Administrative constraints

222 CONSULTATION ON CHANGE

- Constraints by cultural background (resistance against change)
- Weak collaboration between educational leadership, teachers and learners
- A lack of communication and collaboration between school, parents and community

3. STAKEHOLDERS IN EDUCATION

- Parents
- Pupils
- Classroom teachers
- Legislators
- National educational leadership
- Trade unions and associations
- Employers (public and private)
- NGOs (CCN, etc.)

GROUP 7

1. PROBABLE FUTURE

- Unified system of education
- Improved relationship among groups
- Many problems solved
- Increased population
- Increased urban population
- Increased need for food, work, housing
- Need for expertise
- Negative economic growth
- Big public service
- Weak government
- Erasing of social justice
- Increasing of accommodation
- More trained teachers
- Curriculum developed fully
- Improvement of school facilities
- Braindrain

- Overcrowded cities
- Decreased teaching force
- Loss of cultural identity
- Improvement of infrastructures
- Improvement of agriculture
- Distribution of some of the farms
- Integration of urban schools
- Less resources in school
- High educational expectations
- Laying new foundation for values and skills
- Development of new curricula and examinations
- Physical expansion
- New calibre of manpower, related to teachers, planners, inspection and administration
- Demand for manpower
- Effective education
- Great difficulty to get teachers for the profession
- More part of Africa and world outside
- More frustration due to higher expectation

Most Important

- Increase of population in urban areas
- High education expectation leading to frustrations
- Need for expertise (teacher/economic/managerial)
- Big public service leading to capacity of the government to provide expectation and needs

2. CONSTRAINTS/REQUIREMENTS FACED BY EDUCATION

- Lack of trained teachers
- Lack of finance
- Lack of accommodations and language problems
- Inadequate scientific-based planning and statistics
- Lack of teaching and learning resources
- Negative attitudes towards change
- Lack of change
- Lack of employment for graduates

- Excessive and uncoordinated material development by donors
- Absence of appointments of senior personnel due to slowness of appointment
- Lack of expertise to make maximum use of external support
- Unrealistic expectations of reform
- Lack of trust in the reform process

Group discussion

- Lack of financial material and human resources
- Language problems
- Conservatism and inertia of education system

3. STAKEHOLDERS IN EDUCATION

- Students
- Parents
- Employers, government, private sector
- Teachers
- Education administrators
- Teacher trainers and University
- Politicians
- Community leaders
- Policymakers
- Teachers Union
- NGOs
- Church organizations
- Sport organizations
- Subject associations
- Professional associations
- Parliament
- Local community
- PTAs
- School committee

GROUP 8

1. PROBABLE FUTURE

- Enough qualified teachers (at primary level)
- Trend established so that number of pupils will have increased significantly
- Rapid shift and increase in urban schooling
- Economy not keeping pace with the implicit demands
- Rising unemployment because of limited resource base and regional and other inequalities; also caused by inadequately trained school leavers
- Overall political stability in Southern Africa – trade-offs economically for Namibia
- Increase in size of black middle class – a new resource potential for government revenue
- Improved rural electrification and water supply
- More realism about sociopolitical and other expectations and fears
- Improvement of educational facilities in the so-called neglected areas
- Numerous inservice teacher training programmes

2. CONSTRAINTS/REQUIREMENTS FACED BY EDUCATION

- Lack of resources and facilities
- New developments in society may lead to new priorities for government (health, agriculture, housing)
- Political expectations will remain high and will influence and force decisions that lack proper research/planning
- Teachers' lack skill to teach through the medium of English
- Lack of mutual and overall agreement as to reform
- Difficulties in designing reform policies in which everyone wins

3. STAKEHOLDERS IN EDUCATION

- Ministry (Government)
- Political parties
- Employers
- Parents
- Learners (number)
- Teachers
- NGOs
- Organized interested groups (including academics)
- School leavers
- Entire population

14

AREAS OF STRENGTH AND CONCERN

Worksheet 2

GROUP 1

1. STRENGTHS

- Junior Primary effective in certain areas; does not rely upon the least effective methods
- Some infrastructure needs no improvement, but better utilization
- Some well qualified teachers and resources
- Good college infrastructure and facilities
- Academy and senior secondary
- Strong administration infrastructure, financial management in MEC
- Established cooperation between NGOs and government Private sector interest strong

- Parents support need for schooling
- School calendar
- Private schools
- International backing
- Committed Ministry

2. NEEDED IMPROVEMENTS AND 3. FOCUS OF REFORM

Curriculum

- Relevant
 - Feasible
 - Learner-centred
- Developing reasoning
- Communication
 - Reading skills
- English/Mathematics/Science updating
- Automatic promotion
- Assessment
- Bridging junior and senior
- Preschool
- Drop-outs and adults
- Nonformal
- Materials

Management and Administration

- Community/parent involvement
- Communication/linkage
 - Expertise
 - Practitioner
- Administrative/professional support
- Professional attitude

Teachers

- Teacher training — quantity/quality
- Conditions
- Attitude
- Learner-centered education
- Communication/linkage

Support and Services

- Improve rural areas
- Improve infrastructure accessibility for underprivileged
- School meals/health education
- Libraries
- Teaching aids
- Publication/dissemination of information
- Improved data collection/analyses
- Centres of excellence

Policy and Legislation

- Education Act
- Finance
- Language policy/medium of instruction and implementation

Finance

- Sources of revenue
- Public/private
- Cash flow
- Distribution
- Accountability

GROUP 2

1. STRENGTHS

- Certain excellent schools in the system
- Some good facilities for training
- Core of good teachers
- Good relationship between principals and teachers in some schools
- Although the curriculum needs reform, certain subjects not priority for reform, e.g., mathematics and science
- High motivation for basic education
- International interest in the system
- Government willingness to fund reform
- Freedom of access to education

- Core of motivated professional educationals in the Ministry
- Strong interest in pre-primary education

2. NEEDED IMPROVEMENTS

- Teacher training
- Improvement of instructional materials
- Provision of furniture
- Encouragement of creative writing
- Provision of libraries for all schools
- Methodology
- Community involvement
- Curriculum reform
- Social recognition of teachers
- Remedial education
- Special education
- Leadership training (school principals, inspectors)
- Extension and improvement of subject head system
- More practical work for trainee teachers
- Need of friendly supported national educational aims and policy
- Encouragement of nonformal and distance education
- Education making contribution to nation building
- General support for rural schools
- Improvement of quality of English

3. FOCUS OF REFORM

- Teacher training
- Leadership management
- Curriculum reform (methodology)
- National education policy
- Organisation of the Ministry
- Community and parent involvement
- Nonformal and basic education
- Quality of English
- Instructional materials
- Provision of libraries

- Assessment and examinations
- Remedial education 1 and special education
- More practical work for teacher trainees
- Support for rural arts schools
- Extension of subject head system

GROUP 3

1. STRENGTHS

Teachers

- Capable inservice training
- Group of dedicated teachers

Infrastructure and Facilities

- Local publishing companies
- Good white schools
- Private school system
- Sound infrastructure in urban areas
- Communication infrastructure
- Academy and college for training

Administration and Management

- Top management
- Consultative strategy of MEC

Attitude and Commitment

- Common will to better education
- Commitment of community
- Commitment of politicians
- NGOs/Church commitment
- Donors' commitment

2. NEEDED IMPROVEMENTS

	IMPORTANCE (votes)				
	Most 1	2	3	4	Least 5
1. Admin. Mgmt.	75%	12%	12%		
2. Curricula (r)	12%	38%	38%	12%	
3. Teachers	12%	25%	38%	25%	
4. Attitude/ Commitment		25%		25%	50%
5. Infrastructure/ Facilities			12%	38%	50%

3. FOCUS OF REFORM

Administration and Management

- Top to bottom communication
- Administration and management of change
- Management: efficiency of administrative functions
- Management skills of administration and management
- Code of conduct (responsibilities and rights)

Curricula(r)

- Contents and relevance (life skills)
- Language
- Support material

Teachers

- Training
- Recruitment
- Placement
- Retention
- Upgrading
- Status
- Teacher - pupil ratio

Attitude and Commitment

- National cohesion and commitment
- Awareness of education mission (community, teacher, management, etc.)
- Community attitude of participation
- Industry/school relations

Infrastructure and facilities

- Research
- Libraries/AV/radio/etc.
- Schools/classrooms (standard quality)

GROUP 4**1. STRENGTHS**

The group noted that within a national context there were very few strengths that could be identified. However, accepting the disparities of the past, there were limited strengths that could be referred to and utilized during the process of reform.

- Certain identifiable schools do have resources
 - Qualified teachers
 - Administrative skills
 - Media centres
 - Pre-primary sections
 - Access to management training

- Functional school support communities
- Planning mechanisms
- Inservice training structures (school-based and central)
- There are teacher centres in some regions
 - 2 x Windhoek
 - 1 x Tsumeb
 - 1 x Otjiwarongo
 - 1 x Rundu
 - 1 x Ongwediva
- Structurally, schools are generally organized in grades 1 to 7 format
- There are a number of well-organized church schools
- A limited number of community-run early learning centres (ELC) in existence
- There is an overwhelming commitment to reform amongst parents, teachers, learners and government
- There are teacher training centers in existence
- Limited decentralization of education in the regions
- In general, there are teachers in place with skills and abilities
- Physical facilities in place are not too bad

- Supportive NGOs
- There is a system of free education

2. NEEDED IMPROVEMENTS

- Curriculum
- Language policy
- Teacher inservice training
- Strengthening of regions
- National preschool programme
- Transferring of existing strengths to disadvantaged areas
- Improved and expanded teacher centers
- Management skills

3. FOCUS OF REFORM

At this stage the group noted that cognizance should be taken of overall cost-effectiveness of the reform process, the acceptance of an overall learner-centred programme, and recognition that for the immediate, medium-term programme, double sessioning in many schools will still occur.

Curriculum

- Broad framework
- Content, creativity/expression
- Delivery system
- Relevance
- Balance, equity, diversity
- Materials
- Evaluation
- Reflect national aspirations
- Remedial provision

Language

- Medium of instruction
- Subject
- National policy through consultation

Teacher Education

- Inservice, preservice
- Conditions of employment
- Benefits, housing, etc.

Educational Leadership

Changing of attitudes

- Teachers
- Learners
- Administrators
- Parents

Physical Resources

GROUP 5

1. STRENGTHS

- Use of mother tongue in Junior Primary Schools
- Establishment of Inspectorate and subject advisors
- Use of Merit Evaluation System for promotion purposes
- Infrastructure - existence of regional offices
- Uniform curriculum (but different support systems)
- Some facilities of ex-administrations in good condition
- Awareness of education needs – no resistance to compulsory education
- Existence of strong NFE by NGOs and churches
- Existing parental involvement in education
- Diverse range of expertise (people) in system that could be used
- Well-established, existing teaching force that can be strengthened
- Existing free tuition (e.g., books free)
- RRR part of basic education system (Reading, Writing, Arithmetic)
- Existing bursary system
- Involvement of industry and private sector in education

2. NEEDED IMPROVEMENTS AND

3. FOCUS OF REFORM

Physical Facilities

- Classrooms
- Ablution blocks
- Hostels
- Electricity — telecommunications
- Teacher accommodation in rural areas
- Full utilization of all existing facilities without prerequisites or restrictive requirements

Support System

- Design
- Production
- Timely distribution of materials and supplies

Unified System

- Medium of instruction
- Curriculum
- Teaching force

Viable Schools Nearer Children

- Possibly small, multi-level village schools where one teacher teaches several levels

Management – Supervision

- Upgrade using coordinated needs-based inservice training

Assessment System

- That encourages new methodology and reduced drop-out rate

Curriculum

- NIED to be organized and put into plan as soon as possible
- Develop curriculum that is relevant to national needs
- Strengthen planning

Teachers

- Training
- Distribution
- Equitable pay
- Terms of service
- Housing in rural areas
- Salary and fringe benefits
- Incentives to serve in isolated or rural areas (bush pay or hardship allowance)

Pre-primary schools

- Development and establishment of pre-primary schools especially in rural areas

Adequate Financing of Basic Education System

GROUP 6

1. STRENGTHS

The group agreed that strengths of the educational system can only be seen with regard to the polarity of well-developed schools in the central regions and the underdeveloped regions, i.e., together with the weaknesses of the education system.

- The role of the inspectors and advisors needs to be improved
- Teacher training needs to be improved and expanded nationwide
- Already functioning organizational structures need to be adapted according to a unified national education system
- There are qualified and experienced people in the area of education coming more or less from one ethnic background, which is at the same time a crucial weakness for a unified educational system
- Few teacher centres and teacher training colleges exist, but they only cater to particular regions
- Pre-primary education has not to stick some regions only but to become universal
- Parents' involvement in school activities, building of schools, etc.
- The existing of a basic education "subject" package in certain schools

2. NEEDED IMPROVEMENTS

- Methods of teacher training
- Need for mobile units to assist local teacher training

- Irrelevance of the curriculum
- Lack of classrooms in the rural areas
- Lack of English language proficiency
- Disparities in regions: distribution of funds, availability of textbooks, educational facilities in general
- Lack of a thoroughly worked out plan of forced interaction between the privileged and underprivileged regions, with the aim of benefitting from each other
- Discrimination by ethnicity, race, and gender
- Unequitable allocation of teachers to regions and schools
- Forced immobility of educational administrators (advisors, etc.) within their regions, of classes to explore their environments, to meet for sport activities, etc., by lack of transport facilities
- Lack of an efficient national educational communication channel
- Advisors are not "master teachers" ("evaluation instead of instruction")

3. FOCUS OF REFORM

- Curriculum reform (with a learner-centred approach)
- Building up of regional structures
- Efficiency
- Teacher training
- More classrooms
- Allocation of teachers
- Qualification of teachers
- Change of the role of inspectors and advisors
- Instructional materials
- Mobile teaching and learning units
- Communication network
- English language proficiency
- Universal pre-primary education
- Special education

GROUP 7

1. STRENGTHS

- Adequate facilities in some areas
- Good design for educational structure
- Experienced administrators, teachers, teacher training, subject advisors
- Existing supervising, examination and planning structures
- Positive attitude towards education held by all Namibians
- Positive attitude of Ministry towards involvement of community in education matter
- Good classroom and school record keeping in some schools
- Sufficient textbooks in some schools
- Easy access to some schools
- Some motivated learners
- Good participation of some parents in school activities
- Involvement and support by outside agencies
- Good model school/coloured/regional authority schools, plus National Education
- Small population against strong economy

2. NEEDED IMPROVEMENTS

- Curriculum (school and teacher training)
- Rationalization of the distributors of resources
- UPE – Universal Primary Education
- Coordinated planning at national level
- Establishing effective administrative structure
- Rationalization of education qualifications
- Training of manpower/retraining (inservice)
- Promotion system (for learners)
- Methods of assessment
- Maintaining of school discipline
- Status of teaching profession
- Weak school principals/subject advisors/inspectors
- Shortage of inspectors/subject advisors/auxiliary personnel

- Adult and overage pupils in primary schools
- Returning mothers
- Unsuitable learning materials
- Shortage of teachers for special remedial education
- Medium of instruction

3. FOCUS OF REFORM

(Weaknesses will be addressed through the strengths noted above in section 1, wherever possible)

- Training of manpower/retraining (inservice)
 - Experienced administrators/teachers/ teacher training
 - Good model schools/coloured/regional
 - Involvement and support by outside agencies
- Curriculum/development and supply of relevant curriculum
 - Positive attitude towards education held by all Namibians
 - Good participation of some parents in school activities
 - Small population against strong economy
 - Positive attitude of Ministry towards involvement of community in educational matters
- Weak school principals/Subject Advisors/Inspectors
 - Adequate facilities in some areas
 - Involvement and support by outside groups
 - Good model schools/coloured/regional authority schools and National Education
- Adult and overage pupils in primary schools

GROUP 8

1. STRENGTHS

- Medium of instruction (mother tongue) in early years of basic education
- Teachers and facilities in the better equipped schools
- Educational administrative capacity in the Ministry

- Selected schools are of international standard (supportive role of parents and environment)
- Strong demand for schooling
- System of manageable size (population)

2. IMPROVEMENTS

- Clearly defined mission for basic education with appropriate emphasis on out-of-school youths and private sector participation
- More appropriate and systematically developed curriculum with clearly spelt out
 - Objectives
 - Content
 - Methods
 - Materials
 - Student assessment, and
 - teacher and community participation
- Teachers
 - Status
 - Selection
 - Educational Training
 - Qualification
 - Skills
- Improved physical facilities
- Community involvement in all facets of the development of basic education

-243-

15

INITIAL GROUP REFORM AGENDAS

Worksheet 3

GROUP 1

WHO	WHAT	WHEN
MEC LOCAL EXPERTS COMMUNITY NGOs PRIVATE SECTOR	CURRICULUM <ul style="list-style-type: none"> • Set up a National Curriculum Committee • Develop alternative learning systems to provide for disadvantaged learners 	
MEC PUBLIC SERVICE COMMISSION TRAINING EXPERTS CHURCHES NGOs CABINET	MANAGEMENT AND ADMINISTRATION <ul style="list-style-type: none"> • Develop skills in management and administration for administrators and headmasters at local and required levels • Mobilize and enhance community involvement and participation in basic education • Develop better vertical and horizontal communication within and among Ministries, with special attention to MEC 	

WHO	WHAT	WHEN
MEC UNIONS PUBLIC SERVICE COMMISSION	TEACHERS <ul style="list-style-type: none"> • Establish a Teachers' Service Commission to improve the image and status of teachers • Provide immediately incentives for teachers to serve in rural and other disadvantaged areas • Provide alternative means for teacher training and delivery systems 	
MEC MINISTRY OF WORKERS MINISTRY OF HEALTH AND SOCIAL SERVICES UNICEF	SUPPORT SERVICES <ul style="list-style-type: none"> • Set minimum standards for physical facilities in all schools with target dates for achievement, utilizing community resources where possible • Establish health and nutrition services to primary school children • Establish teacher centers and other forms of professional support, providing teacher resources and training for teachers 	
MINISTRY COMMUNITY	POLICY AND LEGISLATION <ul style="list-style-type: none"> • Formulate language policy in basic education • Develop and formulate interim directives to ensure smooth running of education, pending establishment of the National Education Act 	
NATIONAL PLANNING COMMISSION MEC	FINANCE <ul style="list-style-type: none"> • Mobilize and coordinate external resources • Optimize the use of own and external resources 	

GROUP 2

WHO	WHAT ACTION	WHEN
TEACHER TRAINING BODIES ACADEMY COLLEGES	<ul style="list-style-type: none"> • Run holiday courses in: teaching survival skills, methodology and subject skills, general enrichment on a decentralized basis (inservice) • Provide more practical classwork during pre-service learning • The principal and senior staff should provide one-week induction courses for new teachers, before the term starts • Principals can appoint subject heads and arrange subject groups • Teachers can be assisted to diagnose their own training needs 	
REGIONAL OFFICES	<ul style="list-style-type: none"> • They can use education data to identify weaknesses in areas that need training 	
MINISTRY	<ul style="list-style-type: none"> • Provide distance education for some aspects • Ensure that subject advisors and inspectors are properly trained 	
NIFED	<ul style="list-style-type: none"> • Train inservice teacher trainers in the region 	
LOCAL COMMUNITY BUSINESS PEOPLE	<ul style="list-style-type: none"> • Assist with catering for short courses and seminars for teachers 	
TASK FORCE/ COMMITTEE MINISTRY	<p>NATIONAL EDUCATIONAL POLICY AND LEGISLATION</p> <ul style="list-style-type: none"> • Consult and formulate the draft National Education Policy • Draw an Educational Act based on the National Education Policy 	

WHO	WHAT ACTION	WHEN
MINISTRY	<p>CURRICULUM REFORM</p> <ul style="list-style-type: none"> • Establish a representative task force, foreign expertise included, to develop a new rationale for basic education according to the principles suggested by Dr. Morgan, USA, and others, as appropriate for Namibia • Subject panels should be established to develop subject curriculae in a democratic way 	
NIED LEADING COMPANIES NGOs REGIONAL OFFICE	<p>LEADERSHIP MANAGEMENT</p> <ul style="list-style-type: none"> • Develop leadership training courses for school principals • Assist NIED with management • Assist to provide expert trainers • Arrange for principal or candidates for principaships to understudy successful principals for one term 	
GRN NBC GRN ABACUS VOLUNTEER AGENCIES NGOs INDIVIDUALS	<p>ENGLISH</p> <ul style="list-style-type: none"> • Set target dates by when teachers should have achieved certain levels of proficiency in English • Utilize radio and other distance education for well-prepared campaigns for learning English • Publish comic strips helpful in teaching English • Place native English speakers in rural areas • Form self-help study groups 	

WHO	WHAT ACTION	WHEN
<p>CHURCHES REGIONAL COMMISSIONER HEADMASTER MINISTRY COMMUNITY NGOs</p>	<p>COMMUNITY INVOLVEMENT</p> <ul style="list-style-type: none"> • Help disseminate information and encourage parents to participate • Agree standard contracts for the building of classroom and teacher houses • Provide adult and nonformal education which will reinforce the schools' education programme for the health of children 	
<p>MINISTRY</p>	<p>ASSESSMENT AND EXAMINATIONS</p> <ul style="list-style-type: none"> • Develop strategies for remedial education within schools, so that those who fall behind in the learning programme are not rejected. (Most are discomforted with the idea of automatic promotion) 	

GROUP 3

WHO	WHAT ACTION	WHEN
MINISTER	<p>ADMINISTRATION AND MANAGEMENT Top/Bottom Communication</p> <ul style="list-style-type: none">• Guidelines/policy for communication• Framework• Define mission• Delegate to others• Consultative meetings with parents• Consultative meetings with community leaders• Consultative meetings with teachers• Fill positions/recruitment within MEC asap• Clear job descriptions for MEC staff	PRIORITY 1

WHO	WHAT ACTION	WHEN
MINISTRY (HQ) REGIONAL SCHOOL PARENTS/COMMUNITY ASSOCIATIONS TEACHERS BUSINESS TRADE	Administrators <ul style="list-style-type: none"> • Familiarize with guidelines/policy/procedures • Accept/adopt policy guidelines/procedures • Familiarize with formal lines of communication • Frequent contact with school authorities based upon administration channels • Establish communication with community/parents/formal organizations/associations • Mobilize/organize and represent community/parent/teacher/association 	PRIORITY 1

WHO	WHAT ACTION	WHEN
<p>PRESIDENT PRIME MINISTER</p> <p>MINISTRY</p> <p>REGIONS/SCHOOLS</p>	<p>Administration and Management of Change</p> <ul style="list-style-type: none"> • Mobilize popular support for change • Define clear strategy how change is to be implemented • Enact National Education Act/Bill • Create administration structure to implement strategy • Ensure mechanism for assessing feedback • Prepare regions and schools for change • Ensure adequate resource/input (financial, human, infrastructure) to implement strategy • Develop appropriate time frame 91-96 • Recruit manpower to implement change • Involve Public Service Commission in implementing change • Ensure proper control and assessment of the change process • Provide proper feedback 	<p>PRIORITY 1</p>

WHO	WHAT ACTION	WHEN
<p>MINISTRY OFFICIALS REGIONS</p> <p>SCHOOLS</p>	<p>Management: Efficiency of Administrative Functions</p> <ul style="list-style-type: none"> • Fill vacant positions as soon as possible • Clear job descriptions and responsibility/accountability • Ensure appropriate placement • Supervision and control • Training and skills upgrading • Define clear career path • Provide guidelines for restructuring of school administration <ul style="list-style-type: none"> • Implement restructuring of school administration • Other as above 	<p>PRIORITY 1</p>
<p>TOP MANAGEMENT/ SENIOR MEC OFFICIALS</p>	<p>Management: Skills</p> <ul style="list-style-type: none"> • Policy makers need exposure to management skills. 	<p>PRIORITY 1</p>
<p>MINISTRY/SENIOR MEC OFFICIALS</p> <p>TEACHERS/PUPILS</p> <p>SCHOOL BOARDS</p>	<p>Codes of Conduct</p> <ul style="list-style-type: none"> • Develop, clarify, and enforce proper code of conduct • Clear definition of rights and responsibilities • Clear disciplinary code for teachers/pupils • Clear grievance procedure 	

WHO	WHAT ACTION	WHEN
MINISTRY CDU MINISTRY	CURRICULA(R) <ul style="list-style-type: none"> • Establish Curriculum Development Unit (CDU) • Establish framework for CDU activities • Develop curriculum with relevant content • Develop support materials for "new" curriculum • Determine medium of instruction and place of mother tongue through consultative process 	PRIORITY 2
MINISTRY	TEACHERS Training and Upgrading <ul style="list-style-type: none"> • Develop national/regional teacher training programme • Develop national inservice training programme • Establish certification procedure for above 	PRIORITY 3
MINISTRY PUBLIC SERVICE COMMISSION INDUSTRY NGO COMMUNITY	Recruitment, Placement, Retention <ul style="list-style-type: none"> ◦ Recruit teachers in accordance with regional and subject needs • Expand quantity of teachers • Retain teachers with incentives/merit/career path 	PRIORITY 3

WHO	WHAT ACTION	WHEN
TEACHERS MINISTRY NGO INDUSTRY COMMUNITY	Status <ul style="list-style-type: none"> • Establish professional council with official recognition • Promote image of teachers • Increase incentive/benefits 	PRIORITY 3
PRESIDENT PRIME MINISTER MINISTER MINISTRY COMMUNITIES: PARENTS, TEACHERS INDUSTRY NGOS CHURCHES	Attitude, Cohesion, and Commitment <ul style="list-style-type: none"> • "Mobilize" popular support for educational mission and change • Advise government of needs, i.e., what is relevant in education 	PRIORITY 4
GOVERNMENT MINISTRY NGO INDUSTRY DONOR AGENCY COMMUNITY	INFRASTRUCTURE/FACILITIES <ul style="list-style-type: none"> • Establish and support development of research units/institutions • Upgrade and establish libraries, teacher resource units for schools and communities to meet acceptable standards • Comprehensive facility study (mapping exercise) • Establish standards for schools, classrooms, extracurricular faculties, and hostels/teachers' houses 	PRIORITY 5

GROUP 5

WHO	WHAT ACTION	WHEN
<p>DONORS GOVERNMENT MINISTRY PLANNING UNIT UNIVERSITY NIED</p>	<p>Research/needs assessment of facilities and equipment. Updating of existing Schools Information System to be used by the Planning Unit of the Ministry of Education</p>	<p>Before end 1991</p>
<p>GRIV ALL STAKEHOLDERS</p>	<p>Policy guidelines to be incorporated into an Education Act (desegregation/unification, re-organization of primary schools, adequate financing of education system must be guaranteed)</p>	<p>Before end 1991</p>
<p>GOVERNMENT COMMUNITY</p>	<p>Rather take schools to the children to avoid hostels for primary school children except special cases, e.g., where floods would affect the school-going</p>	<p>1992 – 1993 (Model: New School Model: Columbia)</p>
<p>GOVERNMENT NGO's UNION DONORS</p>	<p>The inservice THINK TANK should have the authority to act, provide guidelines, co-ordinate and take initiatives. Teacher Training and upgrading through courses locally as well as outside the borders. This would also apply to the school-level management</p>	<p>ASAP Immediately</p>

WHO	WHAT ACTION	WHEN
GRN MEC	Examination and Assessment Authority to be established so we can seriously look into our assessment system after studying the different assessment systems	ASAP Immediately
GRN – NIED ALL STAKEHOLDERS DONORS	Curriculum development unit in NIED should consist of subject specialists and a representative panel of a cross section of stakeholders relevant to the particular subject	ASAP Immediately
GRN PRINCIPALS UNIONS	There should be a neutral body, e.g., a Civil Service Staffing Commission, to be responsible for the appointment of, e.g., teachers	ASAP Immediately
GOVERNMENT TEACHER UNIONS PARENTS STUDENT ORGAN.	A Teaching Service Commission to be established to look into improved service conditions of teachers	ASAP Immediately
LOCAL GOVERNMENT & HOUSING MINISTRY OF EDUCATION NGO's TEACHER UNIONS PARENTS DONORS	Local government to establish pre-primary schools, with the Ministry of Education also having a finger in this pie, e.g., training the teachers	Jan. 1992

WHO	WHAT ACTION	WHEN
GRN CO-OPS DONORS TEACHERS UNION	Establishment of revolving loan fund for teachers with a certain length of service to be able to go on studies, get housing loans, car loans, etc.	By 1992
PRIVATE SECTOR DONORS	Establish supporting system. Supply of equipment, books, etc. Tenders to be given to the private sector for supply. Schools do orders directly	By 1992

GROUP 6

WHO	CAN DO	WHAT ACTION	WHEN
TEACHER TRAIN. COLLEGES TEACHER TRAIN. CENTRES UNIVERSITIES MEC CONSULTANTS NGOS	Analyze Design Develop Implement Control	TEACHER INSERVICE TRAINING A cost-effective inservice teacher training package to be used in all regions ("self-instructional" module; serving for training at the colleges/centres; courses during holidays; supervised during the school terms)	Within 1 year
TEACHER TRAIN. COLLEGES TEACHER TRAIN. CENTRES MEC SUBJECT ADVISOR CONSULTANTS	Develop Implement	A mobile teacher training unit (as a mobile team approach) to support the implementation of the teacher training package and disseminate materials, information, etc.; preferably composed of teachers from different regions	Within 1 year

WHO	CAN DO	WHAT ACTION	WHEN
MEC NIED TEACHER CENTRES INDIVIDUAL TEACHERS HEADMASTERS PARENTS UNIVERSITIES LECTURERS PEOPLE OF THE COMMUNITIES NGOS	Analyze Design Develop Implement Control	CURRICULUM REFORM Curriculum reform with special reference to low-cost instructional materials to be provided to all schools Curriculum reform with special reference to the creative use of the environment for learning and teaching	Within 3 years
MEC PARENTS COMMUNITY LEADERS NATIONAL ASSEMBLY SCHOOL INSPECTORS EDUCATION DIRECTORS REGIONAL COMMISSION	Advocate Legalize Execute	UTILIZATION OF PHYSICAL FACILITIES Equitable distribution of school population	Within 6 months

WHO	CAN DO	WHAT ACTION	WHEN
<p>MEC PUBLIC SERVICE COMMISSION EDUCATION DIRECTOR PARENTS TEACHERS UNION PUBLIC SERVICE UNION UNIVERSITIES</p>	<p>Develop criteria and provide guidelines for selection and retention</p> <p>Recommend</p>	<p>INSPECTORATE AND ADVISORY SERVICES</p> <p>Changing the role of the inspectors and advisors. (No appointments would be made until all criteria are adopted)</p>	<p>Within 6 months</p>

GROUP 7

WHO	WHAT	WHEN
<p>MEC STAFF POLICY MAKERS TEACHER TRAINERS GOVERNMENT</p> <p>LOCAL COMMUNITY UNIVERSITY EDUCATION ADMIN. CHURCHES</p> <p>SPORT BODIES SUBJECT ASSOCIATIONS TEACHER UNIONS EMPLOYERS PARLIAMENT PARENTS SCHOOL COMMITTEE PTA COMMUNITY LEADERS NGOs</p>	<p>CURRICULUM</p> <ul style="list-style-type: none"> • Forming committee or panel • Needs analysis and review of old curriculum • Involvement of the community • Identification of experienced teachers <ul style="list-style-type: none"> • Appointment of curriculum task force to plan project • Consultants local / foreign • Ministry personnel (senior and curriculum experts) <ul style="list-style-type: none"> • To make decisions on the following: <ul style="list-style-type: none"> - Need assessment - Design - Implementation 	<p>Before the end of 1991</p> <p>Before June 1991</p> <p>Before July 1991</p>

WHO	WHAT	WHEN
<p>ADMINISTRATORS TEACHER TRAINERS AND UNIVERSITY SUBJECT ASSOCIATION CHURCHES EMPLOYERS MODEL SCHOOL TEACHER NGOs SPORT BODIES DONOR AGENCIES NBC DISTANCE EDUCATION AND CORRESPONDENCE TEACHER CENTRES</p>	<p>TRAINING OF MANPOWER</p> <ul style="list-style-type: none"> • Retraining of inspectors, principals, teachers, curriculum specialist through short courses (regional) outside the country • Inservice training (local facilities available) 	<p>End of 1992</p>

WHO	WHAT	WHEN
<p>NGOs POLICY MAKERS SOCIAL SERVICES MINISTRIES STUDENTS TEACHERS/SCHOOL LOCAL COMMUNITY STUDENT TEACHERS</p> <p>CHURCHES NBC DISTANCE EDUCATION AND CORRESPONDENCE DONOR AGENCIES</p> <p>NEWS MEDIA (PRINT)</p>	<p>ADULT AND OVERAGE LEARNERS IN SCHOOLS</p> <ul style="list-style-type: none"> • Nonformal education <ul style="list-style-type: none"> - Basic literacy - Functional literacy - Continuing education - Define and identify recipients - Ministry and regional offices - Policy makers • Task force <ul style="list-style-type: none"> - Ministry officials and regional consultants - Community leaders - NGOs and churches • Terms of reference <ul style="list-style-type: none"> - Methodology - Content - Manpower - Funding - Facilities - Certification 	<p>1991</p> <p>1992</p>

GROUP 8

WHO: INITIATORS	WHO: COLLABORATORS	WHAT ACTION	WHEN
MEC	ALL STAKEHOLDERS	MISSION <ul style="list-style-type: none"> • A more intensive and extensive continuation of the Etozia exercise in order to formulate a national policy on basic education 	1991
MEC		<ul style="list-style-type: none"> • Appointment of a technical committee to draft a national policy document 	1991
MEC	MIN. OF JUSTICE	<ul style="list-style-type: none"> • Taking the document through the legislative process (further information required) 	1992

WHO: INITIATORS	WHO: COLLABORATORS	WHAT ACTION	WHEN
<p>MEC</p> <p>MEC</p>	<p>EMPLOYERS</p> <p>PARENTS</p> <p>LEARNERS</p> <p>TEACHERS</p> <p>ORGANIZED INTEREST GROUP</p> <p>MIN. OF LABOUR</p>	<p>CURRICULUM</p> <ul style="list-style-type: none"> • Activate the institutional framework for basic education development • Establish an appropriate committee on the following areas: student assessment; instructional material; teaching methods; subject content/orientation; curriculum objectives (immediate supplementation of existing curriculum and national capacity building for curriculum development in the long term) 	<p>1991</p> <p>1991 – 1995</p>

WHO: INITIATORS	WHO: COLLABORATORS	WHAT ACTION	WHEN
MEC		TEACHERS	
MEC TEACHERS ORGAN.	TRAINING INST. NGC TEACHERS ORGAN.	<ul style="list-style-type: none"> • Activate the proposed teachers training component of the Ministry • Reorganise teacher education in order to provide learner-centred education; improve teacher training pedagogy; unify national programme; cope with the medium of instruction; cope with changing demands 	1991 1992
MEC	MIN. OF LABOUR PUBL. SERV. COMM. TEACHERS ORGAN. TRAINING INST.	<ul style="list-style-type: none"> • Develop appropriate and integrated inservice education programs for teachers • Develop, in consultation with relevant bodies, appropriate criteria for the evaluation of teachers qualifications 	1992-93 1995
MEC	TRAINING INST. PUBL.SERV.COMM	<ul style="list-style-type: none"> • Establish a teaching service commission 	

WHO: INITIATORS	WHO: COLLABORATORS	WHAT ACTION	WHEN
<p>MEC</p> <p>MEC MIN.OF WORKS</p>	<p>NGOs NAT.PLAN.COMM.</p> <p>RELEVANT PROFESSIONAL ASSOC.</p>	<p>PHYSICAL FACILITIES</p> <ul style="list-style-type: none"> • Initiate school mapping exercise • Establish a revised minimum construction standard for schools buildings, teachers houses and hostel facilities • Encourage community participation in school mapping; construction and use of buildings; maintenance • Set priorities for five years and build / improve according to set standards 	<p>1991</p> <p>1991</p> <p>1991-95</p> <p>1992</p>
<p>MEC NGOs TEACHERS ORGAN.</p>	<p>COMMUNITY GROUPS HEADMASTER TEACHERS ORGAN.</p>	<p>COMMUNITY INVOLVEMENT</p> <ul style="list-style-type: none"> • Activate cooperation between schools and communities by building on existing mechanisms and orient school management accordingly 	<p>1991 -95</p>

16

DEBATE AND SYNTHESIS

Combined Plan of Action

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COMBINED PLAN OF ACTION — GROUPS 1 and 8

WHO: INITIATORS	WHO: COLLABORATORS	WHAT ACTION	WHEN
MEC	ALL STAKEHOLDERS	POLICY AND LEGISLATION <ul style="list-style-type: none"> • A more intensive and extensive continuation of the Etosha exercise in order to formulate a national policy on basic education, including language policy • Develop and formulate interim directives to ensure smooth running of education 	1991 1991
MEC		<ul style="list-style-type: none"> • Appointment of a technical committee to draft an interim national policy document 	1991
MEC	MIN. OF JUSTICE	<ul style="list-style-type: none"> • Establishment of appropriate legislation 	1992

WHO: INITIATORS	WHO: COLLABORATORS	WHAT ACTION	WHEN
MEC	STAKEHOLDERS EMPLOYERS PARENTS LEARNERS TEACHERS ORGANIZED INTEREST GROUP M. LABOUR	CURRICULUM <ul style="list-style-type: none"> • Activate the institutional framework for basic education development • Establish a national curriculum committee to work on the following areas: student assessment; instructional material; teaching methods; subject content/orientation; curriculum objectives. • Develop alternative learning systems for disadvantaged learners, remedial education, and drop-outs • Immediate supplementation of existing curriculum and national capacity building for systematic curriculum development in the long term 	1991
MEC			1991-95
MEC			1992
MEC			1991-95

WHO: INITIATORS	WHO: COLLABORATORS	WHAT ACTION	WHEN
MEC		<p>TEACHERS</p> <ul style="list-style-type: none"> • Provide immediate incentives for teachers to serve in rural and other disadvantaged areas • Activate the proposed teachers training component of the Ministry 	<p>1991</p> <p>1991</p>
MEC TEACHERS ORGAN.	TRAINING INST. NGO's TEACHERS ORGAN.	<ul style="list-style-type: none"> • Reorganise teacher education in order to provide learner-centred education; improve teacher training pedagogy; unified national programme; cope with the medium of instruction; management skills; cope with changed demand • Develop appropriate and integrated inservice education programs for teachers and provide alternative means for teacher training and delivery systems 	<p>1992</p> <p>1991 - 92</p>
MEC	MIN. OF LAB, P.S.C. TEACHERS ORG.AN. TRAINING INST.	<ul style="list-style-type: none"> • Develop, in consultation with relevant bodies, appropriate criteria for the evaluation of teachers qualifications 	<p>1992 - 93</p> <p>1995</p>
MEC	TRAINING INST. P.S.C.	<ul style="list-style-type: none"> • Establish a Teachers Service Commission to improve the image and status of teachers • Reinforce existing and establish new teacher centres and other forms of professional support, providing teacher resources and training for teachers 	<p>1991 - 92</p> <p>1991</p>

WHO: INITIATORS	WHO: COLLABORATORS	WHAT ACTION	WHEN
MEC MHS	NGOs NAT.PLAN.COMM. RELEVANT PROFESSIONAL ASSOC.	PHYSICAL FACILITIES AND SUPPORT SERVICES	
MEC		<ul style="list-style-type: none"> • Improve and establish health and nutrition services for primary school children, especially in disadvantaged areas 	1991-92
MEC MIN. OF WORKS		<ul style="list-style-type: none"> • Initiate school mapping exercise • Set minimum standards for physical facilities in all schools with target dates for achievement, utilizing community resources where possible • Encourage community participation in school mapping; construction and use of buildings; maintenance 	1991 1991 1991-95
MEC NGOs TEACHERS ORGAN.		MANAGEMENT AND ADMINISTRATION	
	COMMUNITY GROUPS HEADMASTERS TEACHERS ORGAN.	<ul style="list-style-type: none"> • Activate cooperation between schools and communities by building on existing mechanisms and orient school management accordingly • Develop skills in management administration for administrators and headmasters at local and regional levels • Develop better vertical and horizontal information and communication within and among Ministries, with special attention to MEC, and other stakeholders 	1991-95 1991 1991-95
NPC MEC MF TREASURY	DONORS NGOs COMM. GROUPS PRIVATE SECTOR	RESOURCES	
		<ul style="list-style-type: none"> • Conduct financial projection • Mobilize and coordinate external resources • Optimize the use of own and external resources 	1991 1991 1992

WHO	WHAT ACTION	WHEN
MINISTRY	ASSESSMENT AND EVALUATION <ul style="list-style-type: none"> • Develop strategies for remedial education within schools, so that those who fall behind in the learning programme are not rejected. (Most are discomforted with the idea of automatic promotion) 	Continuous
REGIONAL OFFICES SCHOOL MANAGERS NGOs SUBJECT ADVISORS	MANAGEMENT STRUCTURE TO FACILITATE REFORMS	Nov 1991, then onwards (continuous)
CHURCHES REGIONAL COMMISSIONER HEADMAN MINISTRY COMMUNITY NGOs	COMMUNITY INVOLVEMENT <ul style="list-style-type: none"> • Help disseminate information and encourage parents to participate • Agree on standard contracts for the building of classroom and teacher houses • Provide adult and nonformal education which will reinforce the schools' education programme for the health of children 	Continuous
MEC PRINCIPALS INSPECTORS SCHOOL BOARDS	TEACHER ALLOCATION AND RESOURCES	Continuous

WHO	WHAT ACTION	WHEN
MEC MEDIA PRIVATE SECTOR DONORS	EDUCATIONAL INFORMATION CAMPAIGN	When necessary
COMMUNITY NATION MEDIA PRIVATE SECTOR	NATIONAL TEACHERS' DAY	Annually , starting 1992

WHO	WHAT ACTION	WHEN
<p>TEACHER TRAINING COLLEGES ACADEMY</p> <p>REGIONAL OFFICES MINISTRY</p> <p>NIED CHURCHES LOCAL COMMUNITY BUSINESS PEOPLE</p> <p>NGOs TEACHERS COMMUNITY SCHOOL MANAGEMENT</p>	<p>STAFF DEVELOPMENT</p> <p>Teacher Training</p> <ul style="list-style-type: none"> • Run holiday courses in teaching survival skills, methodology and subject skills, general enrichment on a decentralized basis (inservice) • Provide more practical classwork during preservice learning • The principal and senior staff should provide one-week induction courses for new teachers, before the term starts • Principals can appoint subject heads and arrange subject groups • Teachers can be assisted to diagnose their own training needs • They can use education data to identify weaknesses that need training • Provide distance education for some aspects • Ensure that subject advisors and inspectors are properly trained • Train inservice teacher trainers in the region • Assist with catering for short courses and seminars for teachers, i.e., catering, etc. <ul style="list-style-type: none"> • Changing of attitudes 	<p>Start July 1991 , then continuous</p>

WHO	WHAT ACTION	WHEN
NIED LEADING COMPANIES NGOs REGIONAL OFFICE	LEADERSHIP AND MANAGEMENT TRAINING <ul style="list-style-type: none"> • Develop leadership training courses for school principals • Assist NIED with management • Assist to provide expert trainers • Arrange for principal or candidates for principalships to understudy successful principals for one term 	Start 1991, then continuous
MEC COMMUNITY REGIONAL SERVICES	SUPPORT SERVICES <ul style="list-style-type: none"> • Clerical support for teachers • Training of secretaries, etc. 	Continuous
MEC NGOs CHURCHES OTHER MINISTRIES	ADULT EDUCATION CENTRES Addendum: See Language Section	Continuous

WHO	WHAT ACTION	WHEN
MEC DONORS COMMUNITY CHURCHES PRIVATE SECTOR	PHYSICAL RESOURCES <ul style="list-style-type: none"> • School, classrooms, hostels, toilet facilities, accommodation, transport 	Nov 1991
MEC DONORS	<ul style="list-style-type: none"> • Material, equipment 	Continuous
MEC PRIVATE SECTOR COMMUNITY DONORS	<ul style="list-style-type: none"> • Media centers 	Start negotiations 1991

WHO	WHAT ACTION	WHEN
GRN COMMUNITY	LANGUAGE <ul style="list-style-type: none"> • Policy 	1991
MEC COMMUNITY SUBJECT SPECIALISTS	<ul style="list-style-type: none"> • Medium of instruction 	1991
TEACHERS NIED CDU NGOs DONORS MEDIA TTCs UNIVERSITY	<ul style="list-style-type: none"> • Teacher competency in English 	Continuous
GRN	<ul style="list-style-type: none"> • Set target dates by when teachers should have achieved certain levels of proficiency in English 	Ongoing process
NBC GRN ABACUS VOLUNTEER AGENCIES NGOs INDIVIDUALS	<ul style="list-style-type: none"> • Utilize radio and other distance education for well-prepared campaigns for learning English • Publish comic strips helpful in teaching English • Place native English speakers in rural areas • Form self-help study groups 	Continuous

COMBINED PLAN OF ACTION — GROUPS 3 and 5

WHO	WHAT ACTION	WHEN
<p>PRESIDENT PRIME MINISTER MINISTER</p>	<p>ADMINISTRATION AND MANAGEMENT</p> <p>Management of Change</p> <ul style="list-style-type: none"> • Mobilize popular support for change • Define clear strategy how change is to be implemented • Enact education act / bill • Determine medium of instruction and place of mother tongue through consultative process. • Create administration structure to implement strategy (including Inservice Think Tank) • Ensure mechanism for assessing feedback (EMIS, etc.). • Prepare regions and schools for change • Ensure adequate resource / input (financial, human, infrastructure) to implement strategy • Develop appropriate time frame • Recruit manpower to implement change • Involve Public Service Commission in implementing change 	<p>1991 – 96</p> <p>1991 – 92</p> <p>1991 – 92</p> <p>1991 – 92</p> <p>1991 – 96</p> <p>1991 – 96</p> <p>1991 – 93</p> <p>1991 – 96</p> <p>1991 – 96</p> <p>1991 – 92</p>
	<p>REGIONS/SCHOOLS</p>	<ul style="list-style-type: none"> • Ensure proper control and assessment of the change process • Provide proper feedback

WHO	WHAT ACTION	WHEN
<p>MINISTER MINISTRY</p>	<p>Top/Bottom Communication</p> <ul style="list-style-type: none"> • Guideline/policy for communication • Framework • Define mission • Delegate to others • Consultative meetings with parents • Consultative meetings with community leaders • Consultative meetings with teachers • Fill positions/recruitment within MEC ASAP • Clear job descriptions for MEC staff 	<p>1991-92 1991 1991 1991 - 96 1991 - 96 1991 - 96 1991 - 92 1991</p>
<p>MINISTRY (HQ) REGIONAL</p>	<ul style="list-style-type: none"> • Familiarize with guidelines/policy/procedures • Accept / adopt policy guidelines/procedures • Familiarize with formal lines of communication • Frequent contact with school authorities based upon administration channels 	<p>1991 1991 - 96 1991 - 96 1991 - 96</p>
<p>SCHOOL PARENTS/COMMUNITY UNIONS TEACHERS BUSINESS</p>	<ul style="list-style-type: none"> • Establish communication with community/parents/formal organizations/associations • Mobilize/organize and represent community/parent/teacher unions 	<p>1991 - 96</p>

WHO	WHAT ACTION	WHEN
<p>MINISTRY OFFICIALS REGIONS</p> <p>SCHOOLS</p> <p>PRIVATE SECTOR SCHOOL ADMIN. DONOR</p>	<p>Management: Efficiency of Administrative Functions</p> <ul style="list-style-type: none"> • Fill vacant position as soon as possible • Clear job descriptions and responsibility/accountability • Ensure appropriate placement – supervision and control • Training and skills upgrading – define clear career path • Provide guidelines for restructuring of school administration <ul style="list-style-type: none"> • Updating of existing School Information System • Implement restructuring of school administration and other, as above <ul style="list-style-type: none"> • Establish supporting system. Supply of equipment, books, etc. Tenders to be given to the private sector for supply. Schools do orders directly 	<p>1991 – 92</p> <p>1991</p> <p>1991 – 92</p> <p>1991 – 96</p> <p>1991 – 96</p> <p>1991 – 92</p> <p>1991 – 92</p> <p>1991 – 96</p> <p>1992 –</p> <p>1991 – 96</p>
<p>MINISTRY</p>	<p>Management: Skills</p> <ul style="list-style-type: none"> • Policy makers need exposure to management skills, head teachers, school administrators 	<p>1991 – 96</p>

WHO	WHAT ACTION	WHEN
MINISTRY / SENIOR MEC OFFICIALS TEACHERS / PUPILS SCHOOL BOARDS	Codes of Conduct <ul style="list-style-type: none"> • Develop, clarify and administer proper code of conduct • Clear definition of rights and responsibilities • Clear disciplinary code for teachers/pupils • Clear grievance procedure 	1991 – 96 1991 – 92 1991 – 92 1991 – 92
MINISTRY CDU MINISTRY	CURRICULA(R) <ul style="list-style-type: none"> • Establish Curriculum Development Unit (CDU) • Establish framework for CDU activities which includes subject panels consisting of a cross section of stakeholders • Develop curriculum with relevant content • Develop support materials for 'new' curriculum • Establish an Examination and Assessment Authority • Establish framework for Examination and Assessment Authority which includes investigation of assessment systems in the establishment of a National System 	1991 1991 – 96 1991 – 96 1991 – 96 1991 1991 – 96
MINISTRY NGOs, DONORS, INDUSTRY	TEACHERS <ul style="list-style-type: none"> • Inservice Think Tank – authorize to provide guidelines, coordinate and take initiatives • Establish a Teaching Service Commission to look into items below 	1991

WHO	WHAT ACTION	WHEN
MINISTRY	<p>Training and Upgrading</p> <ul style="list-style-type: none"> • Develop national / regional teacher training programmes, which incorporate internal and external inputs and study opportunities • Develop national in- service training programme • Establish certification procedure for above 	1991 – 96
MINISTRY PUBLIC SERVICE COMMISSION INDUSTRY NGO	<p>Recruitment, Placement, Retention</p> <ul style="list-style-type: none"> • Recruit teachers in accordance with regional and subject needs • Expand quantity of teachers • Retain teachers with incentives / merit / career path 	1991 – 96
COMMUNITY TEACHERS MINISTRY NGO INDUSTRY COMMUNITY TEACHERS UNIONS	<p>Status</p> <ul style="list-style-type: none"> • Promote image of teachers • Increase incentives/benefits e.g., establish revolving fund to assist teachers in furthering studies, home and car loans 	1991 – 96

WHO	WHAT ACTION	WHEN
PRESIDENT PRIME MINISTER MINISTER MINISTRY COMMUNITIES PARENTS,NGOs TEACHERS INDUSTRY CHURCHES	Attitude, Cohesion, and Commitment <ul style="list-style-type: none"> • "Mobilize" popular support for educational mission and change • Advise government of needs, i.e., what is relevant in education 	1991 – 96
GOVERNMENT MINISTRY NGO INDUSTRY DONOR AGENCY COMMUNITY	INFRASTRUCTURE / FACILITIES <ul style="list-style-type: none"> • Establish and support development of research units / institutions • Upgrade and establish libraries, teacher resource units for schools and communities to meet acceptable standards • Establish criteria for community-based school development through comprehensive facilities study (mapping exercise) • Establish standards for schools, classrooms, extracurricular facilities and hostels/teachers' houses • Upgrade and establish schools, classrooms and hostels / teachers' houses 	1991 – 92 1991 – 96 1991 – 96 1992 1991 – 96

WHO	WHAT ACTION	WHEN
LOCAL GOVERNMENT COMMUNITY MINISTRY	PRE-SCHOOL EDUCATION <ul style="list-style-type: none"> • Infrastructure 	1991 – 96
LOCAL GOVERNMENT FINANCING	<ul style="list-style-type: none"> • Curriculum development 	1991 – 96
LOCAL GOVERNMENT COMMUNITY MINISTRY	<ul style="list-style-type: none"> • Support materials for the curriculum implementation 	1992 --

COMBINED PLAN OF ACTION — GROUPS 6 and 7

WHO	ACTION	WHAT	WHEN
<p>MEC MEC MINISTRY OF JUSTICE</p>		<p>BASIS OF REFORM</p> <ul style="list-style-type: none"> • Philosophy of education based on a learner-centred approach • Education act 	<p>Within 1 year Within 1 year</p>
<p>MEC NIED TEACHER CENTRES TEACHERS PRINCIPALS PARENTS UNIVERSITIES LECTURERS COMMUNITY LEADERS NGOs</p>	<p>Analyze Design Develop Implement Control</p>	<p>AREAS OF CONCERN</p> <p>Curriculum Reform</p> <ul style="list-style-type: none"> • Special reference to be given to <ul style="list-style-type: none"> – Low-cost instructional materials – Creative use of the environment for learning and teaching – Marginalized/unique groups, e.g. San groups, handicapped 	<p>within 3 years</p>

WHO	ACTION	WHAT	WHEN
MEC	Appoint	Curriculum Reform (continued) <ul style="list-style-type: none"> • Appointment of curriculum task force to plan project 	June 1991
NIED POLICY MAKERS TEACHER TRAINERS LOCAL COMMUNITIES UNIVERSITIES	Recommend	<ul style="list-style-type: none"> • Recommendation to Minister on <ul style="list-style-type: none"> - Needs assessment - Design and development - Implementation - Evaluation 	July 1991
CHURCHES SPORT BODIES SUBJECT ASSOCIATIONS TEACHER UNIONS EMPLOYERS NATIONAL ASSEMBLY PARENTS SCHOOL COMMITTEES PTAs COMMUNITY LEADERS NGOs TEACHER CENTRES	Establish	<ul style="list-style-type: none"> • Establishment of working committee on curriculum reform <ul style="list-style-type: none"> - Needs assessment - Curriculum design - Trials and implementation - Creating infrastructure - Subject committees - Engaging consultants, donors, support teams 	August 1991 December 1991 December 1992 1993 ff December 1991

WHO	ACTION	WHAT	WHEN
<p>MEC ADMINISTRATORS TEACHER TRAINERS UNIVERSITIES SUBJECT ASSO.C CHURCHES EMPLOYERS MODEL SCHOOLS TEACHERS NGOs SPORT BODIES DONOR AGENCIES NBC DISTANCE EDUCATION/ CORRESPONDENCE TEACHER CENTRES PSC TRAINERS LOCAL COMMUNITY CONSULTANTS PUBLIC SERVICE MANAGEMENT</p>	<p>Retain</p> <p>Develop criteria Provide guidelines for selection and retention</p> <p>Recommend</p>	<p>Development of Human Resources</p> <ul style="list-style-type: none"> Retaining of curriculum specialists, curriculum planners, inspectors, advisors, principals, teachers, school management, administrators, support services at the head office and the local schools (No appointment of subject advisors should be made until criteria are adopted.) 	<p>ASAP</p>

WHO	ACTION	WHAT	WHEN
TEACHER TRAINING COLLEGES TEACHER TRAINING CENTRES UNIVERSITIES MEC CONSULTANTS NGOs NED SUBJECT ADVISORS	Analyze design Develop impiement Evaluate develop Implement	Development of Human Resources (continued) <ul style="list-style-type: none"> • Teacher inservice training <ul style="list-style-type: none"> - A low-cost inservice teacher training package ("self-instructional module"; serving for training at colleges and centers; courses during holidays; supervised during school terms) - A mobile teacher training unit (as a mobile team approach; to support the implementation of the teacher training package and disseminate materials information, etc.; the unit preferably be composed of teachers from different regions) 	Within 1 year Within 1 year

WHO	ACTION	WHAT	WHEN
NGOs POLICY MAKERS SOCIAL SERVICES MINISTRIES STUDENTS TEACHERS SCHOOLS LOCAL COMMUNITIES STUDENT TEACHERS CHURCHES NEC DISTANCE EDUCATION CORRESPONDENCE DONOR AGENCIES NEWS MEDIA (PRINT)	Recognize Analyze Design Develop Implement Evaluate Define Identify Establish	<p>Adult and Overage Learners</p> <ul style="list-style-type: none"> • It is strongly recommended that nonformal education recognizes the problem of adult and overage which exist and will continue to exist in the Namibian education system. Nonformal programmes will provide opportunities through <ul style="list-style-type: none"> - Basic literacy - Functional literacy - Continuing education programmes 	End of September 1991
MINISTRIES REGIONAL OFFICERS POLICY MAKERS		<ul style="list-style-type: none"> • Define and identify the target groups 	End of September 1991

WHO	ACTION	WHAT	WHEN
MINISTRY OFFICIALS REGIONAL OFFICIALS CONSULTANTS COMMUNITY LEADERS NGOs CHURCHES		Adult and Overage Learners (continued) <ul style="list-style-type: none"> • Ministry is asked to establish a task force whose terms of reference: <ul style="list-style-type: none"> - Devise methodology - Design content - Provide human resources - Solicit funding - Provide facilities - Facilitate certification 	1991
MEC PRINCIPALS PARENTS COMMUNITY LEADERS NATIONAL ASSEMBLY SCHOOL INSPECTORS EDUCATION DIRECTORS REGIONAL COMMISSIONERS	Advocate Legalize Execute	Utilization of Human and Physical Resources <ul style="list-style-type: none"> • Equitable distribution by <ul style="list-style-type: none"> - Deployment of staff and learners - Opening facilities to all - Distribution of surplus materials 	Within 2 years

295

17

CLOSING ADDRESS

**Honourable Deputy Minister of Education and Culture
Buddy Wentworth**

Those of my colleagues in the Ministry who attended our end-of-year function in December may remember my remarks on that occasion. I said that if you thought you had been working hard up to then, just wait until the new year began. I think you have now realized what I meant, and some of you may be feeling that what you need right now is to stay on here at this magnificent Mokuti Lodge for just a few days of rest. I am, however, sure that all of you in education know that you have to return to your tasks and start preparing to put into effect, for the entire country, the ideas which you have developed here.

When I think of all the different interests and energies that have been brought together into this historic conference, I am filled with pride and confidence in the rich variety of partnerships we Namibian educators enjoy. First, we all owe a debt of thanks to USAID and

Previous Page Blank

Florida State University, who have organized and paid for this First National Consultative Conference on Basic Education Reform. To Dr. and Mrs. Shortlidge, and to Professor Wes Snyder and his magnificent team, I wish to say thank you on behalf of the entire Ministry of Education and Culture. Also to her honour, Minister Fay Chung, and to all the eminent visiting educationalists and facilitators.

In the history of Namibian education, the Etosha Conference will be a term every Namibian educator will recognize with pride.

Next, let me thank our other partners from the past whose continued support gives us confidence in our ability not only to dream of a better future, but to dare to put those dreams into reality. To our friends from Finland, Denmark, Sweden, Germany, Norway, and Britain and to our brothers and sisters from Africa, a special thanks to you for joining with us again as you have done so often in the past. Special thanks also to our partners from the United Nations – UNICEF, UNDP and UNESCO. You share much of our government's past, and your place in its future is assured. My special thanks also to our partner from Korea.

These partnerships with friends from other countries are matched by old and close working relationships with Namibian groups represented here as well. I wish to thank our partners from the Council of Churches, from Rossing Foundation, and from church organizations throughout Namibia. You have been close to the heart of Namibian education for generations and you will be closer to its reform, both now and in the future. Thank you also to my colleagues in the Ministry, both at headquarters and in the regions, and a most special thanks to the most important partners – the Namibian teachers and principals – my brothers and sisters in the classrooms across the country. As a group you had by far the biggest representation at this conference and that is as it should be. It is my prayer that this conference has served to brighten the light which you are required to shine, and that you leave this conference with greater understanding of the nature and enormity of our mutual task and with renewed vigour and commitment to fulfil your obligation to our children, our future and our nation.

In preparing to discharge this obligation, it is pertinent that we ask the question, "How do we proceed from here?" It is equally fitting that we be reminded that the ultimate goals of the reform and renewal process in basic education are to promote equity of educational opportunity for all Namibians, to enhance the efficiency of basic education processes and to improve the quality of those processes. The programme concepts, the changed methods and emphasis, the curriculum design elements, etc., which will come from the conference must all be set in a very practical framework so that present Namibian parents, teachers and principals can and will put them into practice.

What we do not want is an idealized reform and renewal which simply cannot be realized in present day Namibia. In the reform of basic education, as in all reform or revolutionary processes, the "perfect" is the enemy of the "good"; the "best" is frequently the enemy of the "possible." What Namibian children and their teachers need are results that happen in the actual classrooms, in the actual hearts and minds of individual learners. Our first task, therefore, is to engineer our way, step by realistic step, toward practical and feasible programme objectives that we can measure and build upon.

Next, we need to remind ourselves that the end of this conference is actually the beginning of something more important—the beginning of a process of involving grass roots Namibians in the reform of basic education. To do this, to ensure the greatest possible democratization of this reform and renewal, we must build consensus for the already expressed ultimate goals. This means that we must communicate widely and extensively about what we are doing, so that as we make our first steps toward the changes that are necessary, our actions and policies will be genuinely transparent, and will have the support of the communities where our schools actually exist. In short, we must begin to develop consensus—first within the Ministry and the regions, and then within the school communities themselves.

Finally, we must bear in mind that the new Namibian basic education, while internationally "midwife assisted," has been born from a truly representative national conference. We have here representatives from industry, from commerce, from churches, from community

organizations and from government ministries other than Education and Culture. From this conference on, we must continually consult with our colleagues in other areas of government, with employers, unions and community leaders, not only to get their ideas and suggestions, but to ask for their practical help in supporting our programmes.

The old colonial bureaucracies restricted education to formal school activities where harsh control could be easily managed. We want to set the new Namibian education in an open, democratic environment where both the formal and the nonformal processes of basic education are truly integrated into the life of the community – economically, socially and culturally.

I began by saying to my colleagues in the Ministry that our real work is just beginning. Obviously it is. But because of the Etosha Conference; because of the participation of each and everyone of you present here today; because of the generous contribution of your time and energy, your imagination and knowledge, your courage and flexibility; because of the hard work you have already completed; we have a direction, a draft blueprint for the future. Let me once again emphasize the depth of our gratitude to each and everyone present here and to each and everyone who contributed to the success of this week, and that includes Mr. Wacker and the staff of Mokuti Lodge, for making our hard work here so comfortable and gracious.

Ladies and gentlemen, the coming days will flow past quickly, and we may not fulfil all of our expectations right away. We may come back in two or three years to Mokuti Lodge for Etosha Conference 2 to make further reform and renewal — but we can justly proceed with courage and pride, secure in the knowledge that we have made a splendid start here.

To all who have to travel, bon voyage. To those who are leaving our shores, return soon. And to all of us in education, let our educational battle-cry remain, *A Luta Continua – Vittoria E Certa.*

Thank you.