

# *Appendix A: Reports of the Working Groups*

## REPORT OF WORKING GROUP A

Chairman: Hon. R. Wickremesinghe, Minister of Education, Sri Lanka.

### The Cost-Effective Use of Resources

#### 1. Introduction

1.1 The group agreed that the term "cost-effectiveness" is not easy to define to the satisfaction of all and should not be restricted solely to financial considerations, i.e. saving money. Achievement of objectives, educational quality, and maximum use of facilities are of paramount importance.

1.2 The group recognised that problems differ from country to country, in some cases very much so. Recognising that the most appropriate use of alternatives to improve cost-effectiveness in education depends on many factors unique to national situations, the group decided to concentrate its attention on two aims. The first was to draw to the attention of governments various policies, projects, and experiences which appear promising as successful cost-effective innovations and deserve further study. The second was to suggest areas in which Commonwealth educational co-operation can play a useful role, and in particular to suggest specific projects of study, consultation and training for action by the Secretariat's Education Programme in both 1984-85 (for which £25,000 is available through funds provided by the Secretariat's Commonwealth Fund for Technical Co-operation) and subsequently. All suggestions below apply to all levels of education.

1.3 One of the observers in the group suggested that the discussion should be much more oriented to policy considerations and follow up the Secretary-General's comment that "the sad state of education budgets today can be traced rather directly ... to monetary and economic policies, and also to the resource-devouring defence policies of the world's wealthier and more powerful nations".

#### 2. The Design and Use of Educational Facilities

##### *Physical Facilities*

2.1 Many examples were put forward, including some variations on proposals in the country papers and the working papers.

2.2 In the design of schools, appropriate consideration should be given to factors such as climate and the use of local materials. For example, in dry climates certain classes can use the shade of a tree. Only a large wall is needed for protection from the sun at certain times of day. Besides being economical this can encourage harmony with nature.

2.3 It was recognised that ideally a single classroom should be used solely by one class. This would enable pupils to leave their books in school at night; also make greater use of blackboards etc. In areas as diverse as Cyprus, Tanzania, and New Brunswick in Canada, there has been experience in the use of schools as community centres, in particular of facilities such as auditoriums and playgrounds being used by community groups.

2.4 An expensive item may in the long run be more cost-effective than an apparently cheaper alternative. For example, in Malawi low-cost furniture introduced several years ago did not last very long. Malawi is now producing furniture with stronger structures so that it will have a longer life.

2.5 Common facilities can often be built on a smaller scale. For example, to reduce the size of dining rooms there can be shifts in the meal times of students.

2.6 A straightforward operation and maintenance service should be available.

#### *Shift Systems*

2.7 Shift systems have both educational and social penalties, though their contribution to cost saving is self-evident. The shift system has come to stay in Malawi.

2.8 Some school buildings can be used at night for teacher training, or for a shift starting in the late afternoon as well as in the morning. However, the experience in some countries has revealed that parents of children in the later shifts are not enthusiastic about their children going to school other than in the traditional time period.

2.9 The following recommendations were adopted:

*A.1 The Secretariat should assist member countries to develop more efficient and more appropriate building structures, which are neither expensive nor difficult to maintain and which emphasise greater use of local materials. In consultation with Unesco and other appropriate bodies, selective initiatives such as information dissemination or an experts meeting should be undertaken by the Secretariat.*

*A.2 The various experiences recorded in the country papers, and the suggestions put forward in the working papers and the discussions, should be developed into a comprehensive catalogue of essential information and references, and be published and distributed. (The format should be developed by the Secretariat.)*

*A.3 The Secretariat should undertake work in the area of the cost-effective use of educational resources on a long-term basis, including on the use of community resources, low-cost teaching equipment and ways by which the foreign exchange problems faced by member countries can be surmounted.*

*A.4 The Secretariat should assist member countries to strengthen their individual and collective planning and research capacities (including perhaps through regional bodies) in order to undertake the necessary development or greater use of improved physical facilities.*

### 3. The Role of Teachers

3.1 In view of the burden of teachers' salaries there may be a need to spend more money on equipment, training etc. so that the costs of teachers' salaries can become more cost-effective.

3.2 The working group agreed that any change, especially in the short term, in the cost of teachers' salaries and its very high proportion of recurrent educational expenditure, was virtually impossible to achieve. Therefore it becomes all the more important that teachers and educational managers become better able and more motivated to carry out tasks and make decisions which involve choices in the use of alternative techniques, and that appropriate training should be provided.

3.3 The proportion of their time that trained teachers devote to professional tasks should be maximised. Teacher auxiliaries/aides can often be used for certain roles which trained teachers have traditionally undertaken. Optimum cost-effective use of teacher aides involves their use in various levels of management and administrative tasks, including the management of resources at all levels.

3.4 It is important to assess teacher-pupil ratios in regard to the subjects being taught. Some subjects are easily communicated to large numbers of students at the same time. Others require group activities with teachers having a reduced role. Still others require individual teacher/student consultation.

3.5 Because many teachers, particularly those in primary schools, also teach in adult evening classes, they should be acquainted with adult education methodology.

3.6 The following recommendations were adopted:

*A.5 The Commonwealth Secretariat should study the expanding role of teachers and the potential of teacher aides and disseminate comprehensive information to member countries.*

*A.6 Special grants should be provided for upgrading training.*

*A.7 The Secretariat should assess the feasibility of instituting a special award (similar to the present CASTME award) to recognise proposals of teachers which actually lead to greater cost-effectiveness in educational provision.*

### 4. Alternative Learning Techniques

4.1 Distance learning should be viewed as an additional tool to assist in making teachers more effective, rather than as a substitute for teachers.

4.2 The group recognised the world-wide revolution in educational technology and its potential in developing member countries. For example,

in Jamaica more physics teachers can be trained through the use of video. However, it was recognised that although there is considerable potential in utilising new technologies, they are generally very expensive and have unforeseen consequences, and a backup service is necessary regarding operation and maintenance. Foreign exchange implications are substantial.

4.3 The educational outcomes of programmes directed at large sectors of the population through mass media should be reviewed, e.g. Botswana's extensive experience in the use of radio should be made available to other member countries.

4.4 An observer (from the Commonwealth Association of Science, Technology and Mathematics Educators - CASTME) referred to the information in the Jamaica country paper on the distance learning project being run in conjunction with the University of the West Indies and funded by a grant from the Commonwealth Foundation. He said that preliminary study by the UWI clearly indicated that the use of a satellite can reduce the cost of training teachers in the small island states of the Caribbean.

4.5 The following recommendations were adopted:

*A.8 The Secretariat should develop a bank of information and analysis of major alternative learning techniques introduced in member countries and elsewhere. This information should be widely disseminated to enable member countries to use and adapt it for their own needs and circumstances.*

*A.9 The Secretariat should undertake a study analysing fundamental issues relating to the introduction of distance education. These include:*

*(a) Why is distance education successful with highly motivated adults?*

*(b) Why is it that the major introduction of distance education in the Ivory Coast in the 1970's failed?*

*(c) What kinds of infrastructure (e.g. electricity telephone) are necessary preconditions for the successful implementation of distance education?*

*(d) To what extent does this approach and others rest on the mistaken view that good teaching is a process of one-way communication to a passive audience?*

*A.10 The Secretariat should provide technical assistance to enable developing member countries better to assess questions related to a decision to introduce new educational technology, including the new and revolutionary use of micro-electronics in communication.*

*A.11 The Secretariat should consider undertaking a feasibility study of the relevance to other Commonwealth regions of the CASTME/UWI project, if it proves to be cost-effective.*

## 5. Planning and Management Implications

5.1 Management skills are needed if existing resources are to be used in the most cost-effective way. This applies at all levels of education systems whether the administrative unit is a small school or a large

institution. Consideration needs to be given to the provision of additional opportunities for appropriate education and training for administrators in order that the most cost-effective use of resources, including human resources, is achieved.

5.2 The importance was stressed of analysis and appraisal of any suggested innovations or measures designed to improve cost-effectiveness. This is necessary in order to decide which is the most appropriate measure and under what kinds of circumstances.

5.3 The challenge is how to decide in a particular situation which measure is most cost-effective. Hence, there is a need for training in techniques necessary to acquire satisfactory judgement in the use of available and potential resources in the light of cost factors and the intended results.

5.4 Decision-making is very important in effective leadership, and is a necessary component in the training of educational managers to enable them to be able to make more cost-effective use of available educational resources.

5.5 In considering alternatives designed to improve cost-effectiveness in education, the group recognised the need for essential information in order to be certain that the promise of greater cost-effectiveness can be fulfilled. Ministers are always being asked if any particular innovation will be more efficient, and evidence is needed, including on alternatives. Ministries of Education must have a capacity to undertake the necessary analysis and research or be able to secure it.

5.6 The following recommendations were adopted:

*A.12 The Secretariat, in consultation with the Commonwealth Council for Educational Administration (CCEA), should survey the range of training possibilities on cost analysis for educational administration. (In order to assist member countries to improve their overall planning and management capacities, the survey should also include leadership skills, supervision, and decision-making abilities.) Theoretical studies leading to qualifications and "on the job" training should both be investigated, including the possibility of assigning a designated number of awards in the Commonwealth Scholarship and Fellowship Plan for administrators and managers at all levels of education systems.*

*A.13 The Secretariat should consider the possibility of assisting and facilitating initiatives for the exchange of administrators (including school principals, deputy principals and ministry personnel) between Commonwealth member countries, in order to exchange ideas, solve common problems and improve management skills.*

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## REPORT OF WORKING GROUP B

Chairman: Hon. T.R.B. Donahoe, Minister of Education, Nova Scotia, Canada.

### Additional Resources for Education

#### 1. Additional Government Resources

1.1 Recent economic recession has presented countries almost everywhere with problems of finance. For some the position has been aggravated by rising costs of goods and services, debt crises and disasters such as war, drought, famine, floods and hurricanes.

1.2 The cost of responding to such disasters and dealing with the human problems they bring has made unexpected calls on limited national resources and reduced what is available for education. In a number of cases this has led to repeated reductions in allocations to education. For many countries, rising birth rates and their consequences for education expenditure have made further demands and pointed to a future of economic stringency. Only in countries blessed with natural wealth and in those newly independent countries where educational expansion has received political priority have educational budgets increased significantly.

1.3 Since the need for increased educational resources is felt by most countries, but especially by those which currently have relatively low primary school enrolments, it is important to consider where these increased resources may be found.

1.4 One possibility is the raising of an educational tax. For example, Jamaica has instituted such a tax whereby everybody in employment pays 1.0 per cent of wages to an education fund. Another possibility lies in loans which governments may take out to establish educational projects which are income generating.

1.5 While it is possible to reduce the cost to education budgets by transferring some educational responsibilities to other ministries such as labour, agriculture, transport and works, health, social services, or even defence, such devices add no new money for government services; they simply transfer costs from one department to another. Similarly, any attempt to attract funds to education by undertaking responsibilities normally performed by other ministries can only achieve a book transfer of resources with no real gain to the government. That is not to say that rationalising what ministries of education do brings no benefits. Considerable savings are possible through processes of rationalisation of human and fiscal resources and it is true to say that 'a pound saved is a pound found'. In this regard, governments which do not already possess established systems for monitoring expenditure, should do so because of the effect they have on increased efficiency.

#### 2. Non-Government Resources

2.1 Many countries have found help with financing education from non-government sources as the following examples show.

2.2 *Lotteries.* Sri Lanka has national lotteries, proceeds from which contribute to scholarships for higher education.

2.3 *Loans.* An example of a different kind of non-government source of finance is to be found in Papua New Guinea where a Schools Board of Governors took out a private loan to purchase a coffee plantation which now generates a significant income from the cultivation and marketing of coffee and provides a work entrance facility for early school leavers. Private loans taken out by institutions and repayable student loans for higher education are increasingly common, but the latter only increase revenue to the government if they replace previous government grants or are not part of a government revolving loan fund. Clearly, revenue from such limited schemes is not likely to reduce greatly the heavy total cost of education to governments.

2.4 *Fee Payments.* A more significant contribution now comes from community sources. The reluctance of many governments, for reasons of equity, to charge fees for education has brought its own dilemmas. Increasing costs of education and static or reducing resources have forced on many countries the introduction of fees. Sometimes their introduction has come in the form of payments to the "education development fund" or as physical education or music charges. Elsewhere, the need for parents to share in the cost of their children's education has been recognised and there has been an acceptance of such requirements as the provision of pupils' textbooks and school stationery.

2.5 *Material and Financial Contributions by Communities.* Many countries have self-help programmes or arrangements by which local communities release resources not normally available to governments. The contribution that communities make varies enormously, including fund raising, the provision of labour and skills to build and maintain schools, and help in schools with administrative tasks and with teaching and non-teaching supervisory duties. While such co-operation is voluntary it must be admitted that the pressures on individuals to participate can sometimes be quite compelling.

2.6 *Community-Owned Schools.* While some communities have resented the introduction of fees for what once was enjoyed free, others have shown remarkable enthusiasm for contributing towards the cost of institutions with which they can identify. In several developing countries more than half the schools are funded privately. Outstanding in community-owned schools in Commonwealth countries has been the harambee movement in Kenya whereby local communities have voluntarily built and staffed hundreds of primary and secondary schools, village polytechnics and institutes of technology. It is difficult to quantify the contribution from local communities to the cost of education, but one estimate in Kenya puts the harambee element without teachers' salaries as high as 60 per cent.

2.7 *Matching Contributions.* On a national scale there are sound reasons for supporting pump priming practices such as Papua New Guinea's "kina for kina" scheme whereby the government adds one kina for every kina raised locally for particular educational projects.

2.8 *Supporting Associations.* Community action in support of education can take many forms and operate at different levels. At the level of groups of interested individuals, such as parents' or old students' associations, substantial funds have been raised to pay for new buildings, libraries, transport, equipment, supplies and amenities for schools. Community action can operate at institutional level where co-operation amongst institutions enables a spectrum of courses to be offered that would demand additional resources if offered by each institution. It can also operate at inter-governmental level enabling one country to

benefit from expenditure made by another. The principle of sharing amongst interested parties is an important one for enabling limited resources to go further.

2.9 *Churches and other Religious Bodies.* These have a long record as providers of education and are still a major component of private education in the Commonwealth. In a number of countries the proportion of non-government to government schools is increasing and would seem to reflect a growing willingness by governments to pass on, where possible, some of the financial burden of education.

2.10 *Firms.* Educational funding from private firms occurs in some member countries, taking the form of scholarship awards, prizes and the donation of equipment and teaching materials to schools. There would appear to be scope for more support of this kind by industrial and commercial firms, especially at secondary and post-secondary levels. It should also be noted that in many countries industrial and commercial firms have their own in-house training facilities to prepare technicians for their firms, thus making a substantial contribution to their countries' technical education provision. Some firms also identify future employees and prepare them for senior or specialist roles by scholarship awards in their own and other countries.

### 3. Generating Institutional Income

3.1 The most common cost-reducing step taken by residential institutions is to grow all or part of the food consumed by their students. The sale of crops also brings income to the institution as, for example, schools in Guyana have earned substantial amounts through the sale of farm products. But in this context it is important to note the possible conflict of competition with local producers. Cleaning, maintenance, and even building by students is also widely practised. It is important where considerable sums of income are handled by institutions that their accounts are audited so that students and other interested parties have full confidence in the accountability of the institutions.

3.2 The provision of manufactured products and other services by institutions as part of the educational process is a further development of the generation of institutional income. The Brigades of Botswana have been an outstanding example of this principle, some claiming to support themselves entirely from the proceeds of contracts. The Foundation for Education with Production (FEP) is an organisation now seeking to establish the principle in a number of countries in Africa and Europe. Critical to the success of enterprises of this kind is the quality of management and it should be no surprise to learn that most of those institutions that have succeeded have had people in charge who had fine leadership qualities and outstanding entrepreneurial talents.

### 4. Development Assistance

4.1 In many countries the educational sector experiences difficulty in attracting development assistance. In consequence the aid that comes is too little or too late.

4.2 In the past, development assistance has too often placed recurrent cost burdens on recipients. Both donors and recipients need to scrutinise very carefully the budgetary implications of any proposed project.

4.3 The problems that some countries face in getting the aid they need stems from a number of causes. In some cases, especially in small states with limited resources, the process of attracting aid could be improved if assistance was available with identifying appropriate aid agencies, in making their requirements known and in formulating project proposals.

## 5. Recommendations

5.1 Working Group B makes the following recommendations:

### *General*

*B.1 A study should be conducted on a cross-country basis of the experience within the Commonwealth of raising additional and alternative funds for education.*

*B.2 The Commonwealth Secretariat, at the invitation of and with the support of selected governments, should arrange for a study to be carried out which would identify and analyse the educational resource gaps that exist and suggest appropriate measures for bridging those gaps in specific situations.*

### *Development Assistance*

*B.3 In view of the continuing difficulties in the educational situation in many Commonwealth countries, development agencies should be urged to increase their contribution to member countries.*

*B.4 Associated with this, it is proposed that the Secretariat develop a register of particular kinds of assistance that member countries are prepared to offer, and identify, where appropriate, national and regional institutions that can contribute this assistance.*

*B.5 The Commonwealth Secretariat should investigate the needs of member countries for an aid brokerage service that would assist them in the successful attraction of the aid they need.*

*B.6 The Commonwealth Secretariat should devise means for assisting developing member countries in obtaining school equipment and materials which present import and currency exchange problems.*

*B.7 In some small countries used to centralised government educational funding, the need may be felt for updating administrations, including school administrations, in new management techniques concerning educational finance. The Commonwealth Secretariat should explore the possibility of arranging the assistance necessary for this, using Commonwealth funds.*

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## REPORT OF WORKING GROUP C

Chairman: Hon. Darrell E. Rolle, Minister of Education, The Bahamas.

### **Policy and Organisational Links Between Education and Employment**

#### 1. Education and Employment

1.1 The relationship between education and employment was examined. It was not a simple relationship. Education had a number of outcomes of which preparation for employment was only one. Furthermore, while education might be a necessary condition for employment it was not a sufficient one: solutions to the problems of unemployment had to be sought in the economic and political sectors and not merely in the educational sector. But education was an essential factor in preparing for employment.

1.2 Education should thus be seen as something which enabled the individual to lead a rewarding and productive life, but did not necessarily lead to employment in the modern sector. It was possible to distinguish four kinds of economic activity which individuals might take up on completing their education: employment in the modern sector; employment in the traditional sector (e.g. agriculture or fishing; self-employment; and working in a co-operative enterprise). In planning education it was necessary to keep these various possibilities in mind.

#### 2. Vocational Training and Work Experience at School

2.1 Work experience and vocational or prevocational training might be brought into schools in various ways which were conditioned by differences between educational systems. Some were highly pyramidal, with only a small proportion of the age group going from primary to secondary and tertiary education. Others had near or complete universal secondary education. Strategies in a particular country for relating education to work would depend on the nature of these education structures. Some secondary schools already had a strong vocational bias and curriculum arrangements provided that the vocational element should take up increasing proportions of the time in successive years of education.

2.2 Despite the differences in educational situation, there were strong arguments that schools should have a concern for the world of work. First, one of the functions of schools in any system was to prepare children for work. Second, it was a false dichotomy to separate learning from work, and it was necessary to counter the idea that the educated should not do manual work or that manual workers did not need education.

2.3 Nevertheless there were difficulties and dangers in seeking to make schools reflect too closely the demands of the labour market. The introduction of some pre-vocational and vocational elements and work experience into schools presented difficulties in terms of curriculum, organisation, and resources, as follows:

2.3.1 Too narrow a vocational education would not produce school graduates with the flexibility to enter a variety of different occupations.

2.3.2 If children were early divided into streams labelled "academic" and "vocational" the results would most probably be inequitable.

2.3.3 Children needed to learn basic skills at school in communication, in ordinary school subjects, in social skills, and in the sciences, which should take precedence over narrow vocational training.

2.3.4 Vocational training was likely to increase school costs.

2.4 In the light of these difficulties member governments should take note of the following principles:

2.4.1 A first priority was for children to receive a basic education, although the content of this would not necessarily follow completely traditional lines.

2.4.2 There were advantages in introducing some prevocational education into schools but vocational training was also the responsibility of post-school agencies, including employers, employers' associations, apprenticeship schemes, and tertiary institutions.

2.5 A number of different ways of relating schools more closely to the world of work and of introducing work experience to schools had been tried in various Commonwealth countries. These included, for example, arranging for interaction between trade union and employer representatives and schools; careers guidance for school children; attempts to influence attitudes of parents and children to the relation between education and work; the creation of production units within schools; and the integration of work experience with formal education. But while experience of this kind was important, and experiments had been carried out in a number of countries, it was a relatively uncharted area.

2.6 There were, in many countries, particular problems in offering vocational and prevocational education to girls, including in some countries problems over attitudes. There was even a danger that an increasing focus on prevocational education might increase the relative educational disadvantage of girls.

2.7 The following recommendations were made:

*C.1 A study should be made, with reference to prevocational and vocational education, of different approaches to the provision of work experience in schools.*

*C.2 An enquiry should be made into the particular needs for vocational and prevocational education for girls which would open wider opportunities to them and for strategies to meet these needs.*

### 3. Job Creation

3.1 Education would not, of itself, create jobs but it could provide conditions in which their creation was made easier. In many countries, job creation had to relate to the rural sector and not merely to the urban. The role of schools was one of facilitator rather than prime mover.

3.2 In some countries the scale of the problem of creating jobs and providing educational and training services related to them was such that national initiatives were seen as being the prime way of solving the problems. But the role of non-government organisations in these areas was important and in a number of countries there was experience of successful schemes by non-government organisations. Such experience could more readily be multiplied if it were better documented.

3.3 The following recommendation was made on job creation:

*C.3 A study should be made, based on both case studies and analysis, and taking account of the country papers submitted to the Conference, of successful schemes by non-government organisations to create jobs and provide associated training. This or a related study should also examine the role of schools in job creation.*

#### 4. Continuing Education and Education for Adults

4.1 Changing demands on schools put new responsibilities on teachers, who had to undertake new roles, come to terms with changes in information technology, and play a part in adult education. In some countries it was necessary for teachers to change their attitudes to both industrial and agricultural work. All these changes made continuing education for teachers a necessity.

4.2 Education out of school was important more generally for those who needed to acquire new skills, those who had left school early, those who had not obtained the kind of employment which they had been seeking and for which they had been trained. The shortage of resources for education meant that conventional forms of education could not be expanded to meet all these needs. Non-traditional methods including the use of mass media, distance teaching and informal study groups might be relevant here. Experiments in the use of such methods in both the urban and the rural sector should be encouraged.

4.3 It was recommended that:

*C.4 The Secretariat should carry out studies of the use of non-traditional methods of education, considering their methodology, effects, costs and relationship with conventional education.*

#### 5. Co-ordination

5.1 Bringing schools and work closer together created problems of co-ordination both nationally and at the level of the individual school or college. At the national level co-ordination was necessary between ministries where a ministry other than education had a training function, and with organisations of employers, trade unions, professionals and others. Various structures for such co-operation could be identified: their common feature was that to be effective they needed strong political backing. At local level there was a need for parallel structures which would include employers, trade unions and voluntary associations.

5.2 At the level of individual schools, it was in many countries necessary to achieve closer liaison with employers, trade unions, and non-government organisations, extension services and in some cases voluntary associations. It was recognised that it was sometimes difficult

to persuade employers to accept a responsibility for training. Persuasion, the writing of requirements to accept such responsibility into government contracts, and in some cases legislation had been used as strategies to ensure co-operation between the education and employment sectors. There was a need to recognise that some of the costs of training should rest with employers rather than with governments.

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## REPORT OF WORKING GROUP D

Chairman: Hon. Barry Blyth Holloway, KBE, Minister for Education,  
Papua New Guinea.

### **The Contribution of Education Systems (Formal and Non-Formal) in Improving Young People's Access to Work**

#### 1. Introduction

1.1 It is not easy to reach a common understanding as to the meaning of employment. Such is the economic, social and political diversity of the Commonwealth that terms such as employment, work and jobs require clarification if cross-national comparisons are to lead to useful conclusions.

1.2 The developing countries of the Commonwealth are predominantly rural. Up to 80 per cent of the population lead agricultural, semi-subsistence lives. For them life is work; work which encompasses many facets of life including food production, cash crop farming, home-care, house-building, road-mending etc. Salaried jobs are few. Those that are available are predominantly in towns and are usually restricted to people with paper qualifications.

1.3 In the industrialised countries of the Commonwealth, whilst there are those who work in the home or in an unpaid capacity, paid work is generally available. This may be through self-employment, through employment by public or private agency or, in some countries, in co-operative sharing activities.

1.4 These distinctions are not clear cut. In the developed countries there is growing evidence of alternative lifestyles which reject the world of regular salaries. In the developing Commonwealth the informal economy, urban and rural, gives rise to occasional, seasonal and irregular sources of monetary income. It is within this complex of contexts that the unemployment of young people in Commonwealth countries must be viewed.

1.5 To this backdrop must be added distinctive demographic contrasts. In the developing Commonwealth young people predominate, forming the broad base of a population pyramid. In some of the industrialised countries of the Commonwealth populations are ageing.

1.6 Within each of the Commonwealth countries young people have their own and distinctive aspirations. They have views on whether they wish to work in their home community, obtain a salaried job, or seek activity outside either of these traditional employment arenas. Unemployment will have different meanings according to national and local circumstance. That it is a widespread Commonwealth concern is evident, but its manifestations and causes are various.

1.7 The Working Group makes the following recommendation:

*D.1 The Secretariat should assist with the collection and dissemination of information on young people's perceptions of employment and employment opportunities.*

## 2. Schools

2.1 What can schools do to help young people towards gainful employment or productive activity? What are their limitations? What should be expected of them and not expected of them?

2.2 In the industrialised world most young people leave school after eight or nine years of compulsory education. In the developing countries of the Commonwealth the majority leave at the end of primary education after perhaps five, six or seven years of schooling.

2.3 During these crucial years it is vitally important that schooling prepares young people for a varied adult life in which they are able to develop personally and contribute to the community in which they live. It is important that they acquire a broad range of basic skills and knowledge and develop attitudes and values conducive to their effective application. With this in mind, schools should seek to provide a broad and basic education leading to numeracy and literacy, a social and personal awareness, a capacity to accept and initiate change and a set of basic manual skills which will equip young people to work in the community and give them the capacity to develop additional skills in a wage earning job.

2.4 However, the formulation of an appropriate curriculum to match these aims is far from easy. Primary and junior secondary education are the first stages for those who aspire to well paid jobs. In the developing countries, this basic level of education is the one and only stage for the majority whose future lies in a rural, semi-subsistence society. In the industrialised world the same educational ladder applies but many more jobs are available.

2.5 It is extremely difficult for schools in the developing countries to offer a meaningful preparation for rural living and at the same time provide a first stepping stone for salaried employment. In the minds of most students, teachers and parents, the school points unmistakably down the second road.

2.6 Schools must equip young people with a sense of realism in what they may expect of the world of employment. They must counter some of the wilder aspirations which arise in a world of television and instant communication. Attitudes such as these develop early. In some countries this realisation leads to prevocational education - the first step to establish a balanced view of the possibilities which the social economy may realistically offer.

2.7 Schools should inform and orient young people towards opportunities for gainful activity. This may be an inbuilt part of the curriculum. More overtly it may require guidance and counselling of students and parents alike; guidance towards employment opportunities, and help towards the establishment of self-employment activities. The objectives must be attainable. They must reflect what is possible and realistic.

2.8 In imparting skills of a technical or prevocational nature, schools must assess whether they are the best institutions to carry out the task. There is increasing concern over the expense involved in establishing technical education facilities at all levels of the education system. Equipment is expensive and teachers are scarce. Realism must imbue all such initiatives. Are prevocational skills best learnt on the job or in special training institutions? Will the image of technical education, its value and its purpose, have much chance of success if it is assigned to children of lesser academic attainment? Should basic technical skills be something which all children should be expected to acquire during their schooling experience as part of a broad and balanced curriculum?

2.9 An essential component of formal schooling is science. Science teaching, itself often handicapped by a shortage of equipment and facilities in schools, would gain from increased integration with technical and mathematics education. The introduction and maintenance of technical and vocational education is expensive and it often carries with it the stigma of being second class. Science has a much more positive public image and yet it has much to offer of a practical, forward-looking nature. The revival and improvement of science teaching should have high priority in developing and developed countries alike.

2.10 If schools are to provide basic skills and develop a sense of initiative, the role and nature of examinations will need to be analysed closely. Initiatives in some countries to define standards and competencies against which all students can be assessed will be watched with interest as will new forms of student record which emphasise achievement whatever the level of academic ability.

2.11 Schools should draw upon their local resources; upon the skills of local tradesmen, upon parents, upon local materials for building and for the construction of school equipment.

2.12 The school should not be an isolated institution; nor should its professional staff become conservative in their ways. Whilst schools cannot be blamed for unemployment, equally they cannot stand aside from their close involvement in the problem. They should welcome scrutiny from outside agencies, from employers, unions and the local community, in efforts to redefine objectives, roles and activities. Equally such bodies and institutions have a responsibility towards education; for it is they which benefit from the products of the school system.

2.13 Schools should develop a sense of the dignity of all forms of work - manual and cerebral - and, where possible, should undertake productive activity which has meaning for the individual and is related to the working life of the community in which the school is located.

2.14 In many member countries agricultural development is a major priority. The receptivity of rural populations to change is crucial if this aim is to be achieved. The majority of such people will have had at most a complete or partial primary education. For them their

experience in school, the skills they learnt, and the knowledge and the values they acquire, will be crucial in efforts to mobilise rural development activity. In the industrialised world the argument is equally valid. With a backdrop of job uncertainty it is all the more important that young people have the basic equipment to deal with uncertainty and change.

2.15 There is in this analysis thus far a measure of fatalism, a resignation to a world of limited job opportunities. For those who leave at the end of primary or junior secondary school in developing countries, are there other educational opportunities on which they could draw? What educational assistance might there be for those wishing to enhance their work and job opportunities? There is some evidence around the Commonwealth of projects with an educational component to help the primary school leaver. It is often the case that initiatives of this type are not the responsibility of Ministries of Education: rather they are the concern of Ministries of Youth, Labour Employment, or Industry. What evidence there is suggests the value of drawing together examples of projects - formal and non-formal in character - which cater in particular to the needs of unemployed young people. They may include youth service activity, brigades, the provision of extension education etc.

2.16 There may be merit in some countries in examining the labour laws in relation to youth unemployment especially in urban areas where many youngsters are school drop-outs. Equally there should be a consciousness of the dangers of exploitation.

2.17 If the previous paragraphs have dwelt on the problems of unemployment, so schooling must not ignore the opportunities afforded by new technologies in developed and developing countries alike. The computer and micro-chip open up new employment activities which it would be remiss to ignore. The effective utilisation of new technology will depend on the abilities of those with an education grounded in basic skills and receptive to ideas.

2.18 The Working Group makes the following recommendations:

*D.2 The Secretariat should continue its initiative of providing opportunities to discuss the integration of science, technical, vocational and mathematics education in schools.*

*D.3 The Secretariat should undertake studies which highlight the successes and failures of work experience schemes in Commonwealth countries.*

*D.4 The Secretariat should collect and disseminate information on formal and non-formal education programmes for the primary and secondary school leaver. A re-evaluation of national youth services in Commonwealth countries would also be useful in this connection.*

### 3. Post-Secondary Institutions

3.1 The post-secondary bracket includes a variety of institutions - technical colleges, vocational institutes, universities, polytechnics, community colleges etc.

3.2 A number of Commonwealth countries experience graduate unemployment which may take a variety of forms. Returnee graduates from overseas may have acquired skills and qualifications which they cannot use or are inappropriate to national need. Others may qualify in disciplines for which there is already an over-supply. Problems also arise from the differences which exist from country to country in the certification and validation of professional and technical qualifications.

3.3 There is bound to be a mismatch to some degree. Students have their own set of aspirations. Technological changes and fluctuations in the economy affect employment demand patterns. There is the inertia of education training institutions unable to react quickly to new manpower demands. There are changing political perceptions of where the tertiary sector should concentrate its activities. For these and other reasons, demand and supply are rarely in balance.

3.4 An example of one particular problem of imbalance is the teaching profession. Many countries report the unwillingness of graduates to enter teaching where there is a particular shortage in science. This reflects views of pay, conditions and alternative opportunities. If schools are to benefit from committed teachers so will the need for improved teacher training become even more crucial, especially for teachers capable of developing rural schools and for those with the ability to provide science, mathematics and technical education.

3.5 A process of continual review is one which some countries attempt but the statistical difficulties are daunting. Nevertheless tracer studies of the employed and the unemployed, of who changes job and for what reasons, would assist manpower planning.

3.6 The inability to find the job which matches a particular training course is not necessarily a loss to the individual or to the society in which he or she lives. The benefits of varied experience may be a positive contribution to personal and national development. This will be heightened if retraining opportunities exist but all too often it is difficult to provide retraining of the quick and flexible kind represented by short-term crash programmes.

3.7 Technical and vocational education and training responding to new industrial and technological needs is important in all countries. It is expensive. Systems cannot afford to change quickly and easily. There exists scope for determining common-core basic technical skills central to any technical and vocational programme.

3.8 Activities to link post-secondary institutions more directly with employment include sandwich programmes, work experience programmes and short crash courses. Where employment opportunities are absent, youth brigades, national service and extension courses may provide additional training and educational chances.

3.9 The Working Group makes the following recommendations on post-secondary institutions:

*D.5 The Commonwealth Secretariat should undertake comparative studies on graduate unemployment.*

*D.6 The Secretariat should provide assistance to help in the preparation of tracer studies of employed and unemployed youth to aid national manpower and educational planning.*

*D.7 An exchange, aided by the Secretariat, of Commonwealth experience on the provision of common-core basic technical skills curriculum would be valuable.*

#### 4. Non-Formal Education

4.1 Non-formal education is not amenable to a commonly acceptable definition. It is sufficient to recognise that there are individuals, institutions, churches, voluntary groups and other agencies - including those operating internationally - which offer educational opportunities for young people in the developing countries. This is often done on a local scale.

4.2 Some of the programmes provide young people with the chance to return to the mainstream of the educational system. There are dangers in this process in creating an alternative certificated route; it may merely provide a new dimension to the diploma disease. However there are also projects which concentrate on the provision of "life-skills" closely adapted to the requirements of young people and their home environments or which enhance skills learnt in the informal sector of the economy.

4.3 Such is the diversity and small-scale nature of many of these projects that little is known about them. Cross-national studies of the way in which they work, their objectives, their successes and their failures would be useful in guiding governments as to the ways by which they might learn from and build on this unco-ordinated sector.

4.4 The Working Group recommends that:

*D.8 Collaborative case studies should be undertaken which highlight the work of non-government organisations to assist young people for self employment.*

\* \* \* \* \*

#### **REPORT OF A WORKING GROUP ON THE COMMONWEALTH SCHOLARSHIP AND FELLOWSHIP PLAN**

1. As agreed by the meeting of Senior Officials and Professional Officers held on 22 July, a Working Group was convened of delegates with a special interest in the working of the Commonwealth Scholarship and Fellowship Plan. Those present were: Mr. E.E. Temple (Britain) in the Chair; Prof. Don Stranks (Australia); Mr. James Jackson (Australia); Mr. Ralph Boyce (Barbados); Mrs. Gail Larose (Canada); Mr. Symeon Matsis (Cyprus); Mr. Allan Munroe (Guyana); Mr. S.K. Khanna (India); Mr. J. Zammit-Mangion (Malta); Mrs. M.O.A. Olorunfunmi (Nigeria); and Mrs. Oredola C. Fewry (Sierra Leone).

2. It was noted that seven of the ten countries represented were awarding countries under the Plan.

3. The Working Group considered the replies from Commonwealth Scholarship agencies to a letter of 18 May 1984 circulated by the Association of Commonwealth Universities concerning possible amendments to the Administrative Handbook on the Commonwealth Scholarship and Fellowship Plan.

4. Of the 17 replies received, ten had "no comment" to make and three others stressed the importance of observing the provisions of the Handbook. With regard to the replies from the remaining agencies there was close discussion of the several points raised on which conclusions were reached as follows:

*Application Form (page 18)\**

The necessity had been questioned (Fiji) of the section at the end of the form "for Official Use Only". It was agreed however that there was a positive advantage in the nominating agency completing this section on the "top copy" of each nominee's application form. The Working Group therefore wished to retain unchanged this section of the form.

*Nomination Dates (page 17)*

It had been proposed (Mauritius) that, to fit the dates of the local announcement of examination results, the nomination dates should be set at a date later (by five months and three months respectively) than the two dates of 31 July and 31 December now in force. The Working Group stressed the value of not deviating from the agreed dates, and pointed out that it was normal practice in any event to allow nominations to be made subject to the subsequent announcement of satisfactory examination results.

*Selection (Timing) (page 10)*

It has been suggested (Mauritius) that three months would suffice rather than six months as the minimum period between final selection of scholars and the date of taking up awards. The Working Group nonetheless agreed that, though difficult in all cases to achieve in practice, it remained highly desirable to retain the rule that final selection of scholars should be made at least six months before the date of the beginning of the programmes to which their awards relate.

*Priority among Nominations (page 17)*

A plea had been made (Mauritius) that, in making selections, an awarding country should follow strictly the order of priority indicated by the nominating country. In discussion the Working Group recognised this was a matter of policy rather than routine administration. The meeting of Senior Officials and Professional Officers moreover had just recommended bringing into use a form of covering letter which would allow nominating agencies inter alia to state their priorities against the background of any national development objectives. It appeared to the Working Group reasonable to await evidence of the effectiveness of this covering letter before deciding on further action.

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\* Page references are to the Third Edition of the Administrative Handbook.

*Notification of Award (page 20)*

Mauritius had urged that a nominating agency should be notified of the offer of an award at the same time as the successful candidate. Guyana had expressed a preference for the offers of awards to be transmitted through the nominating agency. It was seen in discussion that the request of Mauritius was for the better observance of the rule to this effect which already existed, a proposal supported by a majority of those present. It was accepted that the particular needs of Guyana in this matter should be further discussed between the parties concerned.

## *Appendix B:* **Conference Documentation**

### **Preliminary Documentation**

9CCEM/ADM/1

### **Agenda Item I : Adoption of Agenda and Timetable**

9CCEM/ADM/A	Draft Agenda
9CCEM/ADM/B/ (rev)	Revised List of Conference Documentation
9CCEM/ADM/C/ (rev)	Revised Proposed Conference Schedule
9CCEM/ADM/D	Meetings of Officials and Professional Officers
9CCEM/ADM/E	Agenda: Meeting of Senior Officials and Professional Officers (22 July 1984).
9CCEM/ADM/F	Conference Agenda and Other Arrangements
9CCEM/ADM/G	Referrals from Other Commonwealth Ministerial Conferences: Notes from the Commonwealth Secretariat.  <ol style="list-style-type: none"><li>1. Health Ministers</li><li>2. Employment and Labour Ministers</li></ol>
9CCEM/ADM/H	Submissions from Non-Governmental Organisations: Notes from the Commonwealth Secretariat.  <ol style="list-style-type: none"><li>1. Association of Commonwealth Universities</li><li>2. Australian Union of Students (on behalf of the Conference of Commonwealth Students Organisations which it hosted in Melbourne in August 1983).</li><li>3. Commonwealth Association of Polytechnics in Africa.</li><li>4. Commonwealth Engineers Council</li></ol>

5. Council for Education in the Commonwealth

6. United Kingdom Council for Overseas  
Student Affairs

7. United World Colleges

9CCEM/ADM/J

Technical Co-operation in Education. The  
Role of the Commonwealth Secretariat Including  
the Commonwealth Fund for Technical Co-operation.  
Memorandum by the Commonwealth Secretariat.

**Agenda Item II : Resources for Education and Their Cost-Effective Use**

9CCEM/WP/II/A

Issues for Discussion: Note by the Commonwealth  
Secretariat.

9CCEM/WP/II/B

Locating Untapped Resources for Education.  
Working Paper by Professor Peter R.C. Williams.

9CCEM/WP/II/C

Possibilities for Reducing Cost Without Re-  
ducing the Quality of Education. Working  
Paper by Professor Sanya Onabamiro.

9CCEM/WP/II/D

Resources for Education and Their Cost-  
Effective Use. Lead Address by Professor  
Sanya Onabamiro.

9CCEM/CP/II/OVE

An Overview of the Country Papers: Memorandum  
by the Commonwealth Secretariat.

9CCEM/CP/II Vol 1

Country Papers

Bahamas	Cyprus	Seychelles
Barbados	Malaysia	Swaziland
Bermuda	Malta	Tanzania
Britain	New Zealand	Zimbabwe

9CCEM/CP/II Vol 2

Country Papers

Australia	Kenya	Solomon Islands
Botswana	Lesotho	Uganda
Guyana	Nigeria	Zambia
India	Sierra Leone	

9CCEM/CP/II Vol 3

Country Papers

Jamaica	Maldives	Papua New Guinea
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9CCEM/CP/II/Vol 4

Country Papers

Tonga	Nigeria	Kiribati
Brunei	Malawi	Trinidad
Canada	The Gambia	and Tobago
Sri Lanka	Bangladesh	Vanuatu

### **Agenda Item III : Education and Youth Unemployment**

- 9CCEM/WP/III/A Issues for Discussion. Note by the Commonwealth Secretariat.
- 9CCEM/WP/III/B Education and Youth Unemployment: Some Propositions. Working Paper by Dr. Kenneth King.
- 9CCEM/WP/III/C Co-operation Between the Education Programme and the Commonwealth Youth Programme: Note by the Commonwealth Secretariat.
- 9CCEM/WP/III/D Education and Youth Affairs. Lead Address by Professor Peter Karmel.
- 9CCEM/CP/III/OVE An Overview of the Country Papers: Memorandum by the Commonwealth Secretariat.
- 9CCEM/CP/III Vol 1 Country Papers
- |          |             |            |
|----------|-------------|------------|
| Bahamas  | Cyprus      | Seychelles |
| Barbados | Malaysia    | Swaziland  |
| Bermuda  | Malta       | Tanzania   |
| Britain  | New Zealand | Zimbabwe   |
- 9CCEM/CP/III Vol 2 Country Papers
- |           |              |                 |
|-----------|--------------|-----------------|
| Australia | Kenya        | Solomon Islands |
| Botswana  | Lesotho      | Uganda          |
| Guyana    | Mauritius    | Zambia          |
| India     | Sierra Leone |                 |
- 9CCEM/CP/III Vol 3 Country Papers
- |         |                  |  |
|---------|------------------|--|
| Jamaica | Papua New Guinea |  |
|---------|------------------|--|
- 9CCEM/CP/III Vol 4 Country Papers
- |           |            |            |
|-----------|------------|------------|
| Tonga     | Nigeria    | Kiribati   |
| Brunei    | Malawi     | Trinidad   |
| Canada    | The Gambia | and Tobago |
| Sri Lanka | Bangladesh | Vanuatu    |

### **Agenda Item IV : Student Mobility and the Proposed Commonwealth Higher Education Programme**

- 9CCEM/WP/IV/A Issues for Discussion: Note by the Commonwealth Secretariat.

Commonwealth Student Mobility: A Time for Action. Third Report of the Commonwealth Committee on Student Mobility - May 1984.

Towards a Commonwealth Higher Education Programme: Strategies for Action. Second Report of the Commonwealth Standing Committee on Student Mobility - June 1983.

Educational Interchange: A Commonwealth Perspective. First Report of the Commonwealth Standing Committee on Student Mobility - July 1982.

9CCEM/WP/IV/B                      Proposals for Implementing some Recommendations of the Commonwealth Standing Committee on Student Mobility: Memorandum by the Commonwealth Secretariat.

Commonwealth Scholarship and Fellowship Plan - Report of the Second Ten-Year Review Committee, London 2-5 March 1982.

Secretary-General's circular letter dated 23 February 1984 on the CSFP.

9CCEM/WP/IV/C                      Memorandum by the Commonwealth Secretariat on the Report of the Second Ten-Year Review Committee.

9CCEM/WP/IV/D                      Student Mobility and the Proposed Higher Education Programme: Lead Address by Sir Roy Marshall, Chairman, Commonwealth Standing Committee on Student Mobility.

**Agenda Item V : The Commonwealth Secretariat's Future Work Programme in Education**

9CCEM/BP/V/A                      Report on the Work Programme in Education since the Eighth Commonwealth Education Conference: Memorandum by the Commonwealth Secretariat.

9CCEM/WP/V/A                      The Proposed Future Work Programme for 1984-87: Memorandum by the Commonwealth Secretariat.

9CCEM/WP/V/B                      The Role of Commonwealth Desk Officers in Ministries of Education: Memorandum by the Commonwealth Secretariat.

**Records and Reports Prepared During the Conference**

9CCEM/R/1                      Record of the Meeting of Senior Officials and Professional Officers Sunday 22 July 1984, including Annex 1: Note of a Meeting of a Working Group on the Commonwealth Scholarship and Fellowship Plan.

9CCEM/R/2                      Agenda Item II. Resources for Education and their Cost-Effective Use. Attributed Record of the Plenary Session.

9CCEM/R/3                      Agenda Item III. Education and Youth Unemployment. Attributed Record of the Plenary Session.

- 9CCEM/R/4                      Agenda Item IV. Student Mobility and the Proposed Commonwealth Higher Education Programme. Attributed Record of the Morning Session.
- 9CCEM/R/5                      Agenda Item II. Resources for Education and their Cost-Effective Use. Report by Working Group A. The Cost-Effective Use of Resources.
- 9CCEM/R/6                      Agenda Item II. Resources for Education and their Cost-Effective Use. Report by Working Group B. Additional Resources for Education.
- 9CCEM/R/7                      Agenda Item III. Education and Youth Unemployment. Report by Working Group C. Policy and Organisational Links between Education and Employment.
- 9CCEM/R/8                      Agenda Item III. Education and Youth Unemployment. Report by Working Group D. The Contribution of Education Systems (Formal and Non-Formal) in Improving Young People's Access to Work.
- 9CCEM/R/9                      Agenda Item V. The Secretariat's Future Work Programme in Education. Attributed record.

Communiqué

## Appendix C: Conference Schedule

A.M.		P.M.	
SUNDAY 22 July	Registration	L	Registration Meeting of Officials/ Professional Officers
MONDAY 23 July	<p>Item I Opening Ceremony ADOPTION OF DRAFT AGENDA AND TIMETABLE</p> <p>Item II RESOURCES FOR EDUCATION AND THEIR COST - EFFECTIVE USE Lead Speaker and Discussion by Ministers</p>	U	Item II continued
TUESDAY 24 July	<p>Item III EDUCATION AND YOUTH UNEMPLOYMENT Lead Speaker and Discussions by Ministers</p>	N	Items II and III continued Further discussion in Working Groups to prepare draft reports and recommendations
WEDNESDAY 25 July	<p>Item IV STUDENT MOBILITY AND THE PROPOSED COMMONWEALTH HIGHER EDUCATION PROGRAMME Lead Speaker and Discussion by Ministers</p>	C	Item IV continued Working Groups to complete draft reports and recommendations
THURSDAY 26 July	<p>Item V COMMONWEALTH SECRETARIAT'S FUTURE WORK PROGRAMME IN EDUCATION Discussion by Ministers</p> <p>Item VI - CLOSED MEETING OF MINISTERS WITH SECRETARY-GENERAL Meeting of Senior Officials and Professional Officers</p>	H	Item VII DISCUSSION AND ADOPTION OF REPORTS ON ITEMS II - V
			Item VIII ANY OTHER BUSINESS Closure

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