Twelfth session
Agenda item 4

EXAMINATION OF ANNUAL REPORTS

OBSERVATIONS OF THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC
AND CULTURAL ORGANIZATION ON THE REPORTS ON THE TRUST
TERRITORIES OF WESTERN SAMOA, (1951) NEW GUINEA, NAURU AND
THE PACIFIC ISLANDS (1951-1952) AND SOMALILAND UNDER
ITALIAN ADMINISTRATION (1952)

Letter dated 15 June 1953 from the Acting-Director-General
of the United Nations Educational, Scientific and Cultural
Organization to the Secretary-General

I have the honour to enclose herewith, in accordance with resolution 47 (IV)
adopted by the Trusteeship Council during its Fourth Session, the observations of
the United Nations Educational, Scientific and Cultural Organization on the
four annual reports for 1951-1952 on the Trust Territories of the Pacific.

It is much regretted that the report on the administration of Western Samoa
for 1952 was received too late to prepare considered written comments.

As regards the Trust Territory of Somaliland, the Italian administration
invited a UNESCO expert in the territory early in 1953; he was able to study
the situation on the spot and also examined the draft report for 1952. The
enclosed observations have been prepared with his help.

These five reports were submitted to the Executive Board of UNESCO which,
during its 34th Session, approved them in their present form after careful study.

(Signed) John W. TAYLOR
I. WESTERN SAMOA

Administration

The 1951 Report reflects no important changes in the administration of education. The policy statement on page 58 describes the Administering Authority's intention to improve the quality of schooling in preference to any rapid expansion which might prove too heavy a burden for the Territory's economy. This may be taken as signalling a phase of consolidation after earlier advances. Some attempt is made in these comments to abstract from the Report the points most relevant to this question.

Financing education

The amount of the Territorial budget devoted to education has risen steadily, whether this be regarded as a total sum or as a percentage of Government expenditure.

<table>
<thead>
<tr>
<th>Year ending 31 March</th>
<th>March/Dec.</th>
<th>Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>1949</td>
<td>1950</td>
</tr>
<tr>
<td>Expenditure on education</td>
<td>£31,002</td>
<td>£46,855</td>
</tr>
<tr>
<td>% Territorial budget devoted to education</td>
<td>9</td>
<td>10</td>
</tr>
<tr>
<td>% rise on previous year's expenditure on education</td>
<td>-</td>
<td>51</td>
</tr>
</tbody>
</table>

This outlay is supplemented by grants and subsidies from the Administering Authority, particularly in respect of the building of Samoa College and of overseas scholarships - amounting in 1951 to a total of £40,358. There has been a steady rise in the amount of capital expenditure, and in 1951 the sum of £22,000 was devoted to the building programme. On the receipt side, it may be remarked that revenue from education is extremely low: Government schools charge no fees.
On the other hand, the total Territorial surplus continues to grow annually and comparison with other departments shows education in the third place, after public works and health.

The school system

The Samoan school system is based on a 4-4-5 plan, that is, three cycles respectively of four, four and five years' duration and termed primary, middle, secondary. The 1951 Report gives information on enrolments at each level (Appendix X (b) and (d) pages 72, 73) and UNESCO warmly welcomes these new data, which are essential to an understanding of the school system.

(a) Primary education

Both primary and middle cycles may be regarded as "primary education", with the first four-year course (the village primary school) serving as the base for Samoan schooling.

Examining quantitative aspects in the first place, the question may be put: to what extent is the child population accommodated in schools? At a rough estimate, allowing 12 1/2 per cent of total population in each of the 6 - 9 and 10 - 13 year age-groups, one can assume 10,000 children at each level. Government school enrolment in 1951 amounted to 8,525 in primary classes, 4,650 in middle. Government effort is supplemented by the Denominational Mission schools, of which there were 41 at primary level. It would thus seem that Western Samoa has enough school places for all children of the 6 - 9 year age-group, and places for more than half of the 10 - 13 year group.

The role of Denominational Mission schools appears important from two points of view. The primary and secondary schools of formal character increase the school resources of the territory. The large number of pastor or catechist schools (324 in 1951, with an enrolment of over 20,000) established to provide religious instruction for the whole community, including pupils at Government schools, also give the rudiments of formal education to children and adolescents who do not attend primary schools. Thanks to this latter activity, there is virtually no illiteracy in the Territory.
Trends in the expansion of the school system may be shown by the accompanying table. The figures apply to institutions at all levels.

<table>
<thead>
<tr>
<th>Year</th>
<th>Institutions</th>
<th>Teachers</th>
<th>Pupils</th>
<th>% female enrolled</th>
<th>Pupil Teacher ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>1947</td>
<td>105</td>
<td>286</td>
<td>12,115</td>
<td>50.1</td>
<td>42.4</td>
</tr>
<tr>
<td>1948</td>
<td>108</td>
<td>301</td>
<td>13,328</td>
<td>52.3</td>
<td>44.3</td>
</tr>
<tr>
<td>1949</td>
<td>112</td>
<td>358</td>
<td>14,046</td>
<td>48.9</td>
<td>39.2</td>
</tr>
<tr>
<td>1950</td>
<td>114</td>
<td>399</td>
<td>13,899</td>
<td>50.1</td>
<td>34.8</td>
</tr>
<tr>
<td>1951</td>
<td>115</td>
<td>395</td>
<td>13,693</td>
<td>...</td>
<td>34.5</td>
</tr>
</tbody>
</table>

The Government system shows a steady rise in enrolment in earlier years, with a recession in 1950 and 1951. This is accounted for entirely at the village primary school level, where the school entry age was raised to 6 years, thus reducing enrolment in the lowest class. UNESCO notes with interest this first step towards securing a better grouping of pupils by age, even though it was adopted partly as a measure of economy, because of teacher shortage. A parallel attempt to deal with the over-age pupil may be suggested as the next step. While the report gives no information about the age composition of classes, it is likely that children over a wide range are classed together, a situation which has a bearing on the Administering Authority's efforts to improve the quality of schooling.

A further trend shown by the table above is the steady improvement of the number of pupils per teacher. The 1951 ratio in Government schools appears very satisfactory to UNESCO.

1/ A large proportion of the children also attend government schools
2/ Of which 14,548 pupils not attending Government schools
3/ Of which 14,937 pupils not attending Government schools
The 1951 Report (page 51) describes the steps taken to co-ordinate curricula. A committee of Government and mission representatives has prepared syllabuses which will ensure uniform standards of instructions in the first six classes of all schools. Action by the Department of Education in preparing and issuing new primary textbooks is also described; this is an important contribution to the improvement of classroom work.

UNESCO notes with satisfaction that it has been possible to adopt Samoan as the medium of teaching throughout the primary stage. In this regard, attention should be drawn to the vernacular school journal Tusitala mo A'oga, published in New Zealand. Where little general or supplementary reading matter is available in a language, a periodical school journal with contents graded for difficulty may go far to supplying the lack. Copies of the Samoan journal have been sent to UNESCO by the Administering Authority, and the Secretariat has drawn them to the attention of other Member States with language problems of a similar character.

The curriculum for classes 5 to 8 has a practical bias. This would seem indispensable if a rounded and complete course of eight years' education is being planned for all young Samoans. In view of the fact that the Territory's economy is largely agricultural, it would be interesting to know whether the middle school prepares for rural living by teaching pupils to make better use of natural resources.

To conclude this survey of primary education, UNESCO believes that the time may be ripe for legislation introducing compulsory schooling in Western Samoa. The number of school places in the village primary schools appears adequate; and probably the first six years (6 - 12 age group) could be made obligatory if over-age pupils did not occupy too much space. While official policy is directed towards improving quality, it can be urged that statutory provisions for school-going contribute to this same end. With a fixed entry age, and a grouping of pupils in homogeneous classes, the task of the teacher becomes much easier.

There are, however, two sides to this argument. One of UNESCO's publications issued in 1952, Compulsory Education in New Zealand (a study initiated by the N.Z. National Commission for UNESCO) contains an analysis of this very problem in Western Samoa (pages 104-108) where the conclusion is
drawn that social and economic obstacles are still too great for compulsory schooling to be introduced. It is suggested that a careful study of the question based on data regarding the age composition of classes would be useful.

(b) Secondary and vocational education

Secondary education in the Territory comprises a five-year course based on eight years of primary schooling. The total enrolment in Government institutions (including teacher training) was 420 in 1951; to this must be added an unknown enrolment in four missionary secondary schools, and 63 students studying abroad. Progress in secondary education appears to be satisfactory, and with the completion in 1952 of Samoa College (page 50 of Report) the Territory should for the present have fairly adequate facilities. Vocational training is given in the upper classes of middle schools, and provision is made for practical streams in the secondary schools.

(c) Study abroad

The Administering Authority has consistently followed a policy of granting about ten scholarships a year for specialized secondary and higher education abroad. In the year under review, the total number of students in New Zealand has risen to 63 - of whom 46 were attending schools and 17 undertaking professional or higher studies (page 52 of Report). For the most part these studies are practical, and relate directly to the Territory's need for leadership. The number of scholarships makes an important addition to provisions for secondary education within the Territory; and it may be remarked that the cost of the scheme to the Administering Authority has progressively risen.
Teachers

Expansion of teacher-training in the Territory is one of the most significant aspects of its educational progress. The growth of the teacher training college has been as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Staff</th>
<th>Pupils</th>
<th>Percentage female enrolment</th>
<th>Pupil Teacher ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>1947</td>
<td>3</td>
<td>43</td>
<td>39.5</td>
<td>14.3</td>
</tr>
<tr>
<td>1948</td>
<td>3</td>
<td>92</td>
<td>52.2</td>
<td>30.7</td>
</tr>
<tr>
<td>1949</td>
<td>6</td>
<td>119</td>
<td>51.3</td>
<td>19.8</td>
</tr>
<tr>
<td>1950</td>
<td>6</td>
<td>119</td>
<td>52.1</td>
<td>19.8</td>
</tr>
<tr>
<td>1951</td>
<td>5</td>
<td>147</td>
<td>...</td>
<td>29.4</td>
</tr>
</tbody>
</table>

In 1951 there were 35 graduates (about 9 per cent of the number of teachers in Government service). To maintain an educational system requires a supply of new teachers each year amounting to roughly 10 per cent of the existing staff: the Western Samoan college has almost reached this level, but still does not provide the additional teachers needed for new classes (page 53 of Report). In 1952 the College was expected to reach its maximum enrolment of 170, so that the trend shown by the previous table is not likely to continue and a serious shortage of teachers may result.

On the qualitative side both the lengthening of the training course to three years and the curriculum now in force seem to UNESCO most satisfactory. As further aids to improved teaching the Report describes a teacher's journal (Tomatau) and the programme of school broadcasts.

It would be interesting to know whether the Department of Education plans any in-service training of teachers - by weekend or vacation courses - as another adjunct to the work of the teacher training college.

Adult and fundamental education

The pastor-catechist schools play an important part in the community education.

In addition, the adult high school provides the opportunity for young people to take examinations at secondary and professional levels.
While the Report refers to the considerable provision of broadcasts, mobile film units and reading matter (pages 54-55), it is not clear how far the several Government Departments concerned with improved community living (Agriculture, Health, Education) have a co-ordinated programme of adult education which these media might serve.

In the light of the experience gained in this field, UNESCO recommends the adoption of co-ordinated fundamental education programmes. In this way, two useful objectives are reached, adult groups, in detecting and overcoming difficulties which stand in the way of better living conditions, acquire an education more valuable than schooling; and correspondingly, the place of the school as a community institution is greatly strengthened.

Statistical reporting

For a thorough understanding of the educational system a comprehensive statistical statement is necessary. The report provides valuable statistics and the new class distribution table noted previously is welcomed. It is not practicable to expect a complete statistical report at this stage of development but UNESCO would welcome the following additional information.

(a) More detailed information on headings of financial expenditure particularly with respect to costs of salaries, teaching materials and capital expenditure and, if possible, subdivision of expenditure by level and type of instruction (primary, secondary and special).

(b) Information on the distribution of children in mission schools, comparable with the breakdown for administration schools, in particular showing the division between the pastor and catechist schools and the more formal schools, at both primary and secondary level.

(c) As much information as possible on the age, class and sex distributions of pupils in both administration and mission schools. (A knowledge of these distributions, considered with demographic data, is essential for the study of the effects and demands of compulsory attendance and other administrative problems.)
II/ NAURU

Educational administration

The Department of Education consists of a European director, four European teachers and 20 Nauruan teachers (page 34), that is, approximately the same staff as in the preceding year.

It is noted with satisfaction that schooling is compulsory for Nauruan children between the ages of 6 and 16 and that teaching and medical assistance to the pupils are free.

In the only private school of the territory, the level of studies is the same as in the Administration's schools; the programmes are identical and the school is subject to inspection by the Department of Education. The teaching staff consists of four qualified European mistresses. The establishment of secondary schools is subject to the conditions laid down in the Compulsory Education ordinance of 1921-51, supplemented in 1951 (ordinance No. 7 of 12 November, Gazette No. 49).

Finance

The education of Nauruans and the provision of fellowships for study abroad continue to be financed by the Nauru Royalty Trust Fund. In 1951-52, expenditure amounted to £11,179 against £5,935 in 1950-51, an increase of £5,243, or 88 per cent. This increase concerns in particular the salaries of the teaching staff and the budget for studies abroad.

The expenses for education of Europeans are borne by the Administration, as are the salary of the Director of Education and other general expenses. In 1951-52 these expenses amounted to £5,673, compared with £4,119 for the preceding year, that is, an increase of 37 per cent. The report does not indicate the distribution of this total between administrative services and the school for European children.

No grant is made to private schools.

The following table, which gives the total expenditure, in £ from 1947-48 to 1951-52, bears witness to the progressive increase in the budget for education:
Organization of education

1. Administration
   (a) Schools for natives

<table>
<thead>
<tr>
<th>Year</th>
<th>Schools</th>
<th>Teachers</th>
<th>Pupils</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>7</td>
<td>20</td>
<td>389</td>
</tr>
<tr>
<td>1949</td>
<td>7</td>
<td>26</td>
<td>289</td>
</tr>
<tr>
<td>1950</td>
<td>7</td>
<td>24</td>
<td>267</td>
</tr>
<tr>
<td>1951</td>
<td>8 (including one secondary school)</td>
<td>28</td>
<td>287 (including 30)</td>
</tr>
<tr>
<td>1952</td>
<td>8 (school)</td>
<td>27 (including 3 full-time teachers for secondary schooling)</td>
<td>341 (including 42 at the secondary school)</td>
</tr>
</tbody>
</table>

   (b) Schools for Europeans

<table>
<thead>
<tr>
<th>Year</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1952</td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>

   2. Missions

   For natives

<table>
<thead>
<tr>
<th>Year</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1949</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>1950</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>1951</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>1952</td>
<td>1</td>
<td>4</td>
</tr>
</tbody>
</table>

1/ There are also evening classes for adults and classes for apprentices.
3. Total number of schools (Administration plus Missions) for natives

<table>
<thead>
<tr>
<th>Year</th>
<th>Total number of schools</th>
<th>Total number of Nauruan pupils</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>7</td>
<td>389</td>
</tr>
<tr>
<td>1949</td>
<td>8</td>
<td>381</td>
</tr>
<tr>
<td>1950</td>
<td>8</td>
<td>385</td>
</tr>
<tr>
<td>1951</td>
<td>9 (incl. 1 secondary school)</td>
<td>380 (incl. 32 at sec. school)</td>
</tr>
<tr>
<td>1952</td>
<td>9</td>
<td>453 (incl. 56 at second. school)</td>
</tr>
</tbody>
</table>

In 1952, the school attendance increased by 73 pupils, that is by 19 per cent over 1951.

The only private school is attended by 112 Nauruans of whom 100 receive primary schooling; they represent 25 per cent of the children (397) attending schools at this level. Fifty-six pupils, or 12 per cent of the total number (453) receive secondary schooling.

Primary education

The primary education course lasts six years; the curriculum is based on that of Australian schools, thus ensuring adequate preparation for Australian secondary education. It would, however, be interesting to know to what extent this programme is fitted to the needs of Nauruans.

The language of instruction is English, in the absence of a written local language.

Secondary and vocational education

The curricula are based on those in use in Australian schools (forms I and II). The secondary school opened by the Administration in 1951 had 42 pupils (an increase of 10) in June 1952.

The Catholic mission opened in March a secondary class attended by 14 girls.

There are, therefore 24 more pupils receiving secondary education than in the preceding year. Up to the present this education is incomplete. Moreover, professional education is very limited. It would therefore be desirable to draw up a plan for providing complete instruction in these two fields and in particular to extend each year the secondary cycle already established.
Distribution by age-groups of children attending school.

<table>
<thead>
<tr>
<th>Age-groups</th>
<th>Nauruans and Gilbert Islanders</th>
<th>Europeans</th>
<th>Chinese</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 6 years</td>
<td>111</td>
<td>1</td>
<td>1</td>
<td>113</td>
</tr>
<tr>
<td>from 6 to 12 years</td>
<td>192</td>
<td>30</td>
<td>2</td>
<td>224</td>
</tr>
<tr>
<td>from 12 to 16 years</td>
<td>111</td>
<td>-</td>
<td>-</td>
<td>114</td>
</tr>
<tr>
<td>Over 16 years</td>
<td>39</td>
<td>-</td>
<td>-</td>
<td>39</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>453</strong></td>
<td><strong>31</strong></td>
<td><strong>3</strong></td>
<td><strong>487</strong> incl. 225 girls (46%)</td>
</tr>
</tbody>
</table>

From the above table it appears that 111 Nauruan and Gilbert Island children out of 453 (i.e., 24 per cent) are aged under 6 years and attend preparatory classes, which are also attended by 29 older children (Table C (a), page 71). This high proportion of children under 6 is doubtless due to the provisions of the new Compulsory Education ordinance which allows children "to attend school in the morning from the first day of the first school term of the year in which they reach the age of five."

Compulsory schooling and the school attendance raise two questions.

Firstly, the report indicates that school attendance is compulsory between 6 and 16 years, that is during a period of 10 years. However under the present school system, the primary schools keep the children for 6 years only and the secondary cycle consists of 2 years only, that is a total period of schooling of 8 years. What do the pupils do during the other 2 years and how many of them are exempted from compulsory schooling? To what extent and in what conditions is this exemption dependent on the Merit Certificate?

Secondly, the island of Nauru had, in 1951-52, 831 children under the age of 16 (cf. Annex I.C (i) and (ii), page 44). Even if 40 per cent of these children are under the age of 6, there remain some 500 spread between 6 and 16. But for the same year 305 children were attending school. What was the situation of the other 200 children? Had some of them been exempted on account of having the Merit Certificate? What is the exact or approximate number of children of school age attending no school and not at present receiving any schooling?
Retarded schooling

Further, according to table C(a) page 71, it would appear that a considerable number of children are in forms which would normally be occupied by younger children.

For example:

<table>
<thead>
<tr>
<th>Form</th>
<th>Pupils in Form</th>
<th>Age Over 7 (%)</th>
<th>Age Over 8</th>
<th>Age Over 9</th>
<th>Age Over 10</th>
<th>Age Over 11</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>22</td>
<td>(61%)</td>
<td>10</td>
<td>8</td>
<td></td>
<td></td>
</tr>
<tr>
<td>II</td>
<td>8</td>
<td>(80%)</td>
<td>10</td>
<td>8</td>
<td></td>
<td></td>
</tr>
<tr>
<td>III</td>
<td>39</td>
<td>(88%)</td>
<td>44</td>
<td>9</td>
<td></td>
<td></td>
</tr>
<tr>
<td>IV</td>
<td>55</td>
<td>(85%)</td>
<td>41</td>
<td>10</td>
<td></td>
<td></td>
</tr>
<tr>
<td>V</td>
<td>61</td>
<td>(91%)</td>
<td>57</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>VI</td>
<td>1</td>
<td>(100%)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Is this high percentage of educationally retarded children due to the quality of the teaching system, provided for the greater part by unqualified teachers, or to some other cause? It would be useful in this connexion to have precise information on the number of children not promoted from each form.

Teachers' training

The European teachers are qualified staff, but they are only eight, of whom four are in the mission schools. Courses given by European teachers are attended by 11 Nauruan teachers (of whom 4 are women).

The training of indigenous teachers is one of the weak points of the school system. The Nauruan staff should be given an adequate pedagogic and cultural training. In this connexion, the Trusteeship Council was informed that the Director of Education has organized a training course for Nauruan teachers (page 284 supplement No. 4 A/2150) as part of the programme for the introduction of secondary education in the island. Further, of the 18 Nauruan students in Australia, ten are attending teacher training courses (id. page 284). These measures should be emphasized, while expressing the hope that the Administration will continue to send abroad to continue their studies pupils preparing to be teachers at the primary or secondary levels, until such time as suitable courses have been opened in the island.

The increase in salaries of teaching staff should also be noted; this will tend to improve recruitment.
Education overseas

Twenty-three Nauruan students (including 4 girls) are studying abroad. With the exception of 2 medical students and 2 theological students, their studies are at the secondary level. Seventeen of them have received financial help from the Nauru Royalty Trust Fund, two from the missions and four from their own families. It is noted with interest that ten students - two more than in 1951 - are training to become teachers.

Adult education

It would be interesting to know the proportion of illiterates. Given the small population of the island, it should be possible to eliminate illiteracy fairly rapidly, by continuing the steps already taken in this direction.

Courses for adults are given every Saturday by the Director of Education. They included the showing of film-slides aimed at arousing the interest of Nauruans in education. In addition, the Administration organizes regional libraries. It is recommended that these various methods of educating adults should be more widely used.
III. NEW GUINEA

Educational administration

The Department of Education consists of the five main divisions existing previously. A reduction in the staff of the Department from 97 to 84 is noted, as also in the number of Education officers, from 82 to 70 (page 129).

Schooling is free but not compulsory. The Administration provides transport for certain pupils attending the Administration Boarding Schools and the Higher Training Institutions; it also provides textbooks and meals. These measures encourage the gradual extension of education to children of all communities. Given the present social conditions of a great part of the territory compulsory education for all children would seem to be rather a far off ideal. But since the declared aim of the Administering Authority is "universal literacy and as high a standard of general education as possible, for both males and females..." (page 103) it would seem advisable to establish not only the aims of an educational policy, but also graduated plans for the extension of school facilities. These plans should be co-ordinated with plans for economic development and with the gradual opening up of, and establishment of public security and order in the remoter parts of the territory. The plans would lead ultimately to the application of compulsory education first in the more accessible and developed areas and finally in remoter areas.

In this connexion benefit may be derived from experiences in this field in the countries and territories of the region which have been made available by UNESCO (see published studies on Compulsory Education in Australia, New Zealand, the Philippines and Thailand and the Recommendations of the Regional Conference on Free and Compulsory Education in South Asia and the Pacific held at Bombay in December, 1952, cf. document UNESCO/ED/125, 3 April 1953).

Besides the schools organized by the Administration and the missions, the report mentions for the first time schools set up by Village Councils, in accordance with the 1949 ordinance on Village Councils. This is an encouraging development especially for its future possibilities, where the village councils could plan an increasingly important part in the extension of education. It is to be hoped, therefore, that these councils will be developed further and encouraged to assume greater responsibilities for education.
The existence of an inspection service covering both Administration Schools and Mission schools is noted with satisfaction. Nevertheless, it is doubted whether the two inspectors mentioned in the report (page 132) are able to check effectively more than 3,500 schools, the teaching staff of which has increased.

The Administration and the Missions also provide school medical services.

Finance

The following table shows the total expenditure for education from 1948-49 to 1951-52.

<table>
<thead>
<tr>
<th>Year</th>
<th>Administration (incl. grants to missions)</th>
<th>&quot;Native Reconstruction Training Scheme&quot;</th>
<th>Missions</th>
<th>Total £</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948-49</td>
<td>£86,197</td>
<td>£149,952</td>
<td>£65,923</td>
<td>£348,592</td>
</tr>
<tr>
<td>1949-50</td>
<td>£132,717</td>
<td>£60,300</td>
<td>£63,605</td>
<td>£334,100</td>
</tr>
<tr>
<td>1950-51</td>
<td>£210,195</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1951-52</td>
<td>£286,030</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The total expenses of the Administration for 1951-52 amounted to £4,612,434 (including a subvention of £3,126,059 from the Commonwealth Government) (page 118). The expenditures for Education (page 202) not including those borne by the missions, amount for the same year to £345,814 (286,030 plus 59,784), that is, no more than 7.5 per cent.

Taking into account the contribution of the missions, the expenditures for 1951-52 (£456,852) show an increase of £102,752 or 25 per cent over those of the preceding year.

The grants made to the missions have decreased regularly since 1949: £82,310 for 1949-50; £63,650 for 1950-51; and £48,879 (page 102) for 1951-52. On the other hand, as the above table shows, the missions have increased their financial contribution and in 1951-52 spend £27,434 (or 43 per cent) more than in 1950-51.
Detailed study shows that for 1951-52 the increase in the Administration's expenditures concerns mainly transport of pupils (page 148), salaries of non-European teachers, school equipment and material for education of natives and audio-visual teaching, as well as maintenance of native pupils attending the Administration schools.

Organization of education

Emphasis should be placed on the efforts which the Administering Power has made towards attaining three principles adopted in the drawing-up and execution of its school programmes: making use of auxiliaries such as radio and films, developing manual work as part of a complementary programme for use in native schools, and promoting economic independence by linking school teaching closely to the implementation of agricultural and industrial development projects.

Schools

1. Administration

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of schools</th>
<th>Total No. of pupils</th>
<th>Girls</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>36</td>
<td>2,439</td>
<td>453</td>
</tr>
<tr>
<td>1949</td>
<td>44</td>
<td>2,869</td>
<td></td>
</tr>
<tr>
<td>1950</td>
<td>50</td>
<td>2,827</td>
<td>375</td>
</tr>
<tr>
<td>1951</td>
<td>65</td>
<td>3,675</td>
<td>656</td>
</tr>
<tr>
<td>1952</td>
<td>69</td>
<td>3,757</td>
<td>793</td>
</tr>
</tbody>
</table>

1/ In addition 47 students attended the Teacher Training Centre at Sogeri in Papua.

2/ The decrease in enrolment, despite the increase in number of schools, is attributed to the fact that "numbers of indigenous inhabitants of specific religious persuasion who formerly received instruction in Administration schools... now that more denominational schools have been established are attending the latter."
2. Missions

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Schools</th>
<th>Total No. of pupils</th>
<th>Girls</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>1,463</td>
<td>50,920</td>
<td>-</td>
</tr>
<tr>
<td>1949</td>
<td>1,718</td>
<td>64,516</td>
<td>-</td>
</tr>
<tr>
<td>1950</td>
<td>2,316</td>
<td>87,899</td>
<td>-</td>
</tr>
<tr>
<td>1951</td>
<td>2,407</td>
<td>87,134</td>
<td>-</td>
</tr>
<tr>
<td>1952</td>
<td>2,560</td>
<td>91,589</td>
<td>35,634</td>
</tr>
</tbody>
</table>

3. Total No. of schools (Administration and Missions)

<table>
<thead>
<tr>
<th>Year</th>
<th>Total No. of pupils</th>
</tr>
</thead>
<tbody>
<tr>
<td>1948</td>
<td>1,499</td>
</tr>
<tr>
<td>1949</td>
<td>1,790</td>
</tr>
<tr>
<td>1950</td>
<td>2,360</td>
</tr>
<tr>
<td>1951</td>
<td>2,472</td>
</tr>
<tr>
<td>1952</td>
<td>2,629</td>
</tr>
</tbody>
</table>

Examination of the above tables shows a regular increase in the numbers both of schools and of pupils. In 1951-52 there was an increase of 4,337 pupils (or 5 per cent) and of 157 schools (or 6 per cent) over the preceding period. In comparison with 1948 there has been an increase of 1,130 schools (or 76 per cent) and 41,787 pupils (or 78 per cent). Such progress is indeed remarkable.

If the number of children of school age is estimated to be 30 per cent of the population, or 325,000 children, the school population in the regions under the control or influence of the Administration (eight-tenths of that figure), represents 260,000 children.

It also appears that the Administration's schools represent only 2.6 per cent (69 out of 2,629) of the total number of schools and account for only 3.9 per cent (3,757 out of 95,146) of the pupils. This proportion is very low and measures should perhaps be considered for increasing it.

It may also be remarked that in 1952 in the Administration schools the proportion of boys (2,964) to girls (793) is 3.7 to 1, while in the Missions schools, with 55,755 boys and 35,634 girls, the proportion is 1.5 to 1. It would seem consequently that the Administration should endeavour to encourage the access of girls to education.

1/ Incomplete data.
2/ Information is not available on schools maintained by the Baptist New Guinea Mission (no schools at 30 June 1951).
3/ Information is not available on schools maintained by the North-west New Guinea Mission of Seventh Day Adventists (There were 2,050 pupils in these schools at 30 June 1950).
Elementary education

More than one type of school seems to exist for the elementary education of native children. All village schools are maintained by the missions except for five "station" schools maintained by the administration. These are four-year schools where teaching is in the vernacular and where "oral" English is introduced in the fourth year. Then there are village higher and "area" schools giving a four-year course and teaching in English. There follow a limited number of "central" or Higher Elementary Schools giving a course of two years. As regards mission schools the report speaks of "intermediate" schools which seem to be higher than the village schools but whose period of study is unspecified.

There is then a number of schools catering for the child of elementary school age. Their relationship to each other is not quite clear from the report, and there seems to be some overlapping between them. The Higher Village and Area Schools, for example, start from Standard II. Presumably the children before admission would have received instruction equivalent to Standard I (and perhaps pre-school education) elsewhere. Presumably also a considerable number of village school children who receive their education in the vernacular pass to the Higher Village Schools. How this transition is done and at what stage and whether any test is administered is not clear. Another point needing clarification is the relation between "Intermediate" mission schools and village schools on the one hand, and Higher Village and Central Schools on the other.

From the limited information at hand it would seem possible to have a more simplified educational ladder, with a correspondingly simplified school nomenclature.

There are also primary schools for Europeans, Elementary "A" schools for Asians and Elementary "B" schools for part-natives. A more extended description of these schools is needed, giving the relationships, if any between them, as well as with the native schools.

No statistics are given for the distribution of pupils by classes. Average total attendance or enrolment figures in each of the four classes of the village Vernacular Schools would give an idea of the holding power of these schools, of
the amount of "wastage" involved, and in general of the effectiveness of these schools. Similar figures for the other types of schools will fulfil the same function and bring to light some of the problems faced by the Administering Authority in this level of education.

Finally it is desirable that six-class primary schools should also be provided for native children, so as to give them preparation which would allow them to enter into Secondary teaching in the same conditions as non-native pupils.

Secondary education

In 1951 there were no secondary schools. In 1952 one secondary class was added to the Administration school for Asiatics and to the Catholic Mission School for Chinese children, both at Rabaul.

In order to fill this gap, financial help was given to the parents of 136 European children (page 105) to enable them to carry on their studies in Australia. Twenty-two Asiatic children are also studying in Australia. UNESCO believes that these measures, which are inadequate, should be extended to include the people of New Guinea.

Vocational training

Although there are no secondary schools, there are Higher Training Centres, the courses of which last three years. In each of these centres, a group of pupils follow a one-year preparation course in professional training for teaching, medicine, etc. The Administration plans to add a manual workshop to each central school.

In addition, there are technical sections (page 198), responsible to the Technical Division and in which manual work is performed, at Boram (24 pupils, 12-16 years), Dregerhafen (5 pupils, 17-30 years), Malaguna (100 pupils, 16-24 years), Buin (Bougainville Island) 106 pupils, 13-17 years).

1/ A note (see foot of table 3, page 197) indicates that grants are given to 155 children attending secondary schools in Australia. There is apparently some discrepancy between the figures quoted in this note and the reference to this matter on page 105.
In 1952 there were 28 vocational training centres with a total of 2,142 pupils, including 148 girls. It is to be hoped that the number of these centres will increase and that more and more young people (including girls) will receive in them vocational training suited to local needs.

Higher education

There is no higher education and the report does not mention any New Guinean pupil carrying on higher studies abroad.

Study abroad

Apart from the facilities mentioned above given to parents of non-indigenous children carrying on their studies in Australia, there are no fellowships for native pupils. Since the present educational situation does not give native pupils the chance to have a complete secondary education, still less, higher studies or to become really specialized in any profession or trade, it is to be desired that fellowships should also be provided for them.

In 1951, 193 European pupils (see foot of table 3, page 159 of report for 1951) received grants which enabled them to continue their secondary studies in Australia and 136 followed correspondence courses. In 1952 it is reported (note to table 3, page 197, report for 1952) that a group of 153 European children are carrying on their studies in Australia and that 113 are following correspondence courses. There is consequently a reduction of 40 pupils in the first case and 13 in the second. It would be interesting to know if the grants which are made cover completely or only partially the costs of the stay abroad.

Teaching staff

The European teachers are trained in Australia. There are 49 (the same number as in 1951) for the Administration schools and 205 (an increase of 8) for the mission schools.

It is noted with interest that the Dregerhafen and Keravat centres for the training of native teachers for the Administration have been reorganized in 1952 and the duration of the course increased from 2 to 3 years (page 107). These two
centres have 61 pupils, of whom 24 completed their studies in 1951 while 14 others should normally have completed theirs in 1952. The report mentions that 24 new teachers began work (page 107) but the statistical table of teaching staff does not show any corresponding increase.

One of the missions maintains a similar centre to that of Kerevat with the financial help of the Administration, which also provides it with a plan of studies so as to ensure uniformity of the teaching.

Various steps have been taken to improve the training of native teachers. Among these special mention may be made of promotion examinations and correspondence courses.

Nevertheless teacher training facilities seem to be extremely inadequate, especially for mission schools. As seen from the following table the latter have added 313 new teachers in 1952. Since 1948 mission schools have more than doubled their teaching staff, the teachers have increased from 1,493 to 3,261 or by 1,768 teachers. Given that only one mission teacher training centre exists and only two Administration training centres, it would seem that most of the teachers are unqualified and their standard of education is low. There is therefore an urgent need for new teacher training centres, whether maintained by the Administration or partially subsidized by it. There is also need for laying down a clear-cut policy with regard to types and standards of teacher training.
### Number of teachers

**Teachers at work in Administration and Mission Schools**

<table>
<thead>
<tr>
<th></th>
<th>1948</th>
<th>1949</th>
<th>1950</th>
<th>1951</th>
<th>1952</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Administration schools</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total No. of teachers</td>
<td>86</td>
<td>119</td>
<td>126</td>
<td>191</td>
<td>200</td>
</tr>
<tr>
<td>European</td>
<td>15</td>
<td>24</td>
<td>35</td>
<td>49</td>
<td>49</td>
</tr>
<tr>
<td>Asiatic</td>
<td>11</td>
<td>8</td>
<td>6</td>
<td>7</td>
<td>11</td>
</tr>
<tr>
<td>Native</td>
<td>60</td>
<td>85</td>
<td>80</td>
<td>130</td>
<td>138</td>
</tr>
<tr>
<td>Part-native</td>
<td></td>
<td>2</td>
<td>5</td>
<td>5</td>
<td>2</td>
</tr>
</tbody>
</table>

| **Mission schools** |      |      |      |      |      |
| No. of teachers     | 1,493| 2,421| 3,175| 2,948 | 3,261|
| European            | 53   | 71   | 143  | 197  | 205  |
| Asiatic             |      | 2    | 6    | 13   | 13   |
| Native              | 1,440| 2,348| 3,020| 2,751 | 3,043|
| Part-native         |      |      | 6    |      |      |

This table shows:

1. That the number of teachers is continually increasing although the increase may not be great in any one year.
2. That the mission schools employed in 1952 sixteen times more teachers than those of the Administration.
3. That native teachers (usually inadequately trained) are employed in a proportion of 7 out of 10 in the Administration Schools and 9 out of 10 in the Mission schools.
4. That in 1952 the total number of teachers was 3,461, an increase of 322 on the preceding year.

The total number of schools being 2,629 and the total number of pupils 95,146, there is an average of 1.3 teachers per school and 27 pupils per teacher.

---

1/ Not including 300 natives engaged in teaching, but reported as "not fulfilling full requirements of teachers".

2/ Including part-native teachers.
In 1952, there were 31 women teachers in the Administration schools out of a total of 200 and 155 in the Mission schools out of 3,261. It would be useful to expand the facilities for training of women teachers in order to reduce this disporportion.

Vernacular languages

The Administration recognizes that it is preferable that the children should be taught to read and write in the vernacular language and that the unification of the different dialects should be encouraged. It believes nevertheless that the use of English is the ultimate solution to the problems raised by the diversity of languages (page 104).

Except for the village schools where the vernacular is used for teaching, English is the sole language of instruction in schools; it is the Administration's policy to make English the universal language of the territory (page 105).

It is noted with interest that the publication of a linguistic map has been undertaken (page 109).

Adult education

There are daily broadcasts for the indigenous population in English, pidgin-English and various dialects. One hundred sixty-two receiving sets have been distributed. A regional library service covers about 40 villages. The number of 16 mm. film-slide projectors has been increased and there are 20 projectors for 35 mm. film. Newspapers are published in English and pidgin-English. In addition the Lutheran mission published two newspapers in vernacular, with a circulation of 1,000 copies.

It is to be hoped that such measures will be extended; their effectiveness would be increased if the different methods were put at the service of true fundamental education undertakings or of the community schools which the Administration proposes to establish on an experimental basis. They would thus contribute to advancing education within groups and so raising their standard of living.
IV. TRUST TERRITORY OF THE PACIFIC ISLANDS

Administration

At the beginning of the year 1951-52 the administration of the Trust Territory was transferred from the Department of the Navy to the Department of the Interior. The change took place smoothly. This first year of civil administration has been marked, in education, by a special effort to improve the quality of schooling.

The Education Department has a small headquarters staff under a Director. Each of the six districts has an educational administrator assisted by a Micronesian superintendent of schools who "takes over as many of the educational tasks of his district as he is prepared to assume". The policy of decentralizing responsibility for education has led to the creation of local school boards (p. 60 of the 1952 Report) which now function throughout the Territory, and to the setting-up of some 47 Parent-Teacher Associations. These administrative steps have been matched on the more technical front by conferences between the director, supervisors and teachers to ensure "such close interaction between the school and community that many learning experiences can develop out of community activities" (p. 54).

UNESCO notes with interest this all-round approach to educational development, and feels confident that it will contribute in a large measure to the advancement of the peoples of the Territory.

Financing education

The cost of public education is difficult to assess in terms of the Territory's economy: so large a proportion of the Territorial budget is represented by appropriations by the United States Congress that it is necessary to isolate for study both the local and the Administering Authority's contribution to the total. Data for the past five years, and estimates for 1953 are as follows, in thousands of dollars:
Year ending 30 June

<table>
<thead>
<tr>
<th>1948</th>
<th>1949</th>
<th>1950</th>
<th>1951</th>
<th>1952</th>
<th>1953 estimate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Revenue from local funds</td>
<td>...</td>
<td>275</td>
<td>605</td>
<td>467</td>
<td>846</td>
</tr>
<tr>
<td>Total expenditure</td>
<td>950</td>
<td>1,384</td>
<td>1,242</td>
<td>7,557</td>
<td>5,062</td>
</tr>
<tr>
<td>Expenditure on public education</td>
<td>168</td>
<td>338</td>
<td>377</td>
<td>407</td>
<td>431</td>
</tr>
<tr>
<td>Education as to % total expenditure</td>
<td>(18)</td>
<td>(24)</td>
<td>(30)</td>
<td>5</td>
<td>8</td>
</tr>
<tr>
<td>Education expenditure as % local revenue</td>
<td>...</td>
<td>123</td>
<td>62</td>
<td>87</td>
<td>51</td>
</tr>
<tr>
<td>2905</td>
<td>1872</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Note: In 1951 over $6 million of expenditure was derived from "other appropriations" not previously recorded. The 1952 local revenue included $244,239 transferred from the Navy.

This table permits of little more analysis than that the expenditure on education shows a steady, though slow, increase; and that, for the wealth of the Territory, a remarkably large sum is spent on education.

However, no information is available on the full extent of public support for education. Each municipality taxes itself to pay the salaries of its elementary school teachers; Government in 1952 subsidized municipalities to the extent of $3,300, but the total sum devoted to this item must be much higher. Real expenditure on education is therefore higher than the table above reflects, and the proportion of the cost borne by the indigenous population is correspondingly greater.

Further analysis of the cost of education, in relation to the ability of the local people to pay for the service, would be most interesting; and such a study might assist the administration policy commented upon above.

The School System

The Territory has a 6-3-2 school plan, that is six years of elementary, three years of intermediate, and two years of advanced and professional education. The 1952 Report provides full information about each level of the system.

(a) Elementary education

The public elementary schools, supported by municipalities and staffed by indigenous teachers, are the base of Micronesian education. There has been a progressive increase in the number of schools attaining the full course of
six years, but many incomplete schools remain. Of significance in the table below is the number of teachers, since this gives some measure of the extension of classes.

It is estimated (Report, p. 55) that enrolment amounts to 90 per cent of the children of school age. The subtraction of under and over-age pupils (amounting to 1,600 in 1952) would reduce the percentage. On the other hand a smaller but useful part, is played by missionary endeavour, and in general it might be concluded that school places exist in the Territory for virtually all children between 8 and 14 years of age.

The following composite table shows a slow rise in the number of schools, a pronounced rise in teachers, and a steady fall in school enrolment. The number of pupils per teacher is, in UNESCO's view, an extremely satisfactory one. The fall in enrolment is not explained by the Administering Authority: a possible interpretation is that over-age pupils are gradually being eliminated and that the schools are acquiring a better age-class distribution. However, no information on this topic is available. Finally, it may be remarked that the total number of children attending elementary school (6,171 plus 1,248) represents 13 per cent of the total population.

<table>
<thead>
<tr>
<th>Elementary Schools</th>
</tr>
</thead>
<tbody>
<tr>
<td>Type of School</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Public Elementary</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
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<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Private Elementary</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>

1/ Data for mission intermediate schools or classes becoming available this year, the figures here show a recession.
In regard to the quality of education, the 1952 Report provides information of much interest. The results of research into the medium of instruction have been embodied in official policy; and the statement on page 54 of the Report appears significant to UNESCO. Education begins "where the pupils begin", that is, in the mother tongue. The second language, English, is to be introduced orally, and subject to four clear conditions, namely, that pupils are literate in the mother tongue, that certified teachers are available, that a problem in communication is recognized by the people, and that a command of English is found to be a solution to that problem. The reorganization of the elementary school curriculum has been far-reaching. The objectives of schooling are stated in practical, human terms (Report, page 54) and lead to the adoption of classroom projects which are related to village interests and needs. A necessary complement to this effort to raise teaching standards is the preparation of literature and teaching aids. The Report, page 62, describes work done in the year under review. Specially graded readers in English and the Island vernaculars are now available to all schools. The English primer Three Children and the more advanced two books entitled Legends of Micronesia have kindly been sent to UNESCO by the Administering Authority; they are good examples of modern textbook construction applied to a region hitherto lacking such aids, and the Secretariat of UNESCO has found the books most useful in replying to Member States requests for sample materials which might serve as guides.

(b) Intermediate education

The three-year intermediate schools are sited in each of the six districts and provide a more advanced course for selected elementary school pupils. A liberal scholarship policy ensures that this type of education is accessible to all on the basis of merit.
The steady growth of enrolment is reflected in the table below:

<table>
<thead>
<tr>
<th>Type of School</th>
<th>Year</th>
<th>No. of Schools</th>
<th>Teachers</th>
<th>% female enrolled</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Intermediate</td>
<td>1948</td>
<td>6</td>
<td>...</td>
<td>...</td>
</tr>
<tr>
<td></td>
<td>1949</td>
<td>6</td>
<td>29</td>
<td>62</td>
</tr>
<tr>
<td></td>
<td>1950</td>
<td>6</td>
<td>46</td>
<td>35</td>
</tr>
<tr>
<td></td>
<td>1951</td>
<td>6</td>
<td>49</td>
<td>33</td>
</tr>
<tr>
<td></td>
<td>1952</td>
<td>6</td>
<td>57</td>
<td>30</td>
</tr>
<tr>
<td>Private</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Intermediate</td>
<td>1952</td>
<td>...</td>
<td>22</td>
<td>59</td>
</tr>
</tbody>
</table>

The effect of intermediate education may best be understood by relating it to the elementary school situation. From 1949 to 1952, for each 100 pupils in elementary schools, there were in intermediate schools respectively 7, 8, 9, 17 pupils. The upward trend of post-primary education is most important if the Micronesians are to produce the leadership required in their political, social and economic life.

The quality of intermediate education may be assessed from information on page 55 of the Report. The curriculum is realistic and gives a large place to social studies which are well suited to students in the 14-17 age group. Vocational subjects appear to be closely related to the needs of island economy.

(c) Advanced and vocational education

A two-year course at upper secondary level is available at the Pacific Islands Central School on Truk. This third rung of the educational level is again well provided with scholarships, so that capable intermediate school graduates from the entire Territory may reach it. The curriculum has four streams: general education and training for teaching, radio communications and agriculture.

Considerable use is also made of facilities for upper secondary and higher professional education outside the Territory. In 1952 there were

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1/ Note: Mission intermediate classes, presumably attached to elementary schools, reported for the first time in 1952.
154 students abroad, the majority holders of scholarships; added to the enrolment of 101 at the Pacific Islands Central School, this makes a total of 255 post-intermediate enrolment in the same year. These figures seem to UNESCO to indicate a satisfactory development of education at the upper level.

Teachers

The 1952 Report (page 59) mentions the education of teachers as the biggest educational problem facing the Territory. While the present situation may seem good from a quantitative point of view (see the pupil-teacher ratio above), the difficulty is to secure qualified teachers who will realize the ambitious goals set for elementary and intermediate schooling. The Pacific Islands Central School is the principal agency for training teachers; its graduates now represent almost one-quarter of the elementary teachers in service. As an interim measure intermediate schools also conduct teacher training classes.

One development of interest is the appointment of a teacher-trainer in each district (Report, page 59). In-service training is thus intensified. One example, communicated to UNESCO by the Administering Authority, is the summer school programme held at Majuro (Marshall Islands), 23 June - 1 August 1952. The programme was an intensive course in both theoretical and practical aspects of teaching, and use was made of visiting specialists from Truk and Hawaii. Similar courses are organized throughout the Territory; this effort to raise teaching standards also brings teachers together, breaking through the isolation of work in a village school, and appears to UNESCO one of the most significant aspects of educational advancement in the Territory.

Adult and fundamental education

UNESCO notes with interest that the approach of education in the Territory to fundamental education is substantially the same as that recommended by the Organization (Report, page 58). In addition to adult classes arranged by the Education Department (enrolling 430 in 1952), most other Government Departments provide opportunities for formal and informal education of the adult community.
The range of such work is wide. It is not clear, however, to what extent these several programmes are integrated, or how far the Education Department received the support of other departments in its community-school programme and in the preparation of reading material in the vernaculars. The establishment of an Advisory Committee on Fundamental Education, such as has been sponsored by several National Commissions for UNESCO, might well provide the Territory with a co-ordinating agency.
V. SOMALILAND UNDER ITALIAN ADMINISTRATION

The Italian Administration's Report on the Trust Territory of Somaliland gives an accurate idea both of the difficulties encountered by the Public Education Office and of the interesting reforms which the Administration has nevertheless managed to introduce.

In the space of three years, after tentative efforts and experiments which have not always been crowned with success, valuable work has been accomplished in the field of public education. There is no doubt that the present educational system is not perfect and could be improved in many ways; but it would be unfair to consider only the unfavourable side of the picture - or to approach the problem with a preconceived idea of what a complete and ideal educational system should be - and to emphasize the weakness of this or that part of the system in Somaliland.

Primary education

Primary education is given in so-called primary schools, which provide day courses for children and night courses for adults.

The number of primary classes has increased considerably and progressively, as shown in the reports for the years 1950, 1951 and 1952. On 1 April 1950, there were 29 primary schools with 69 primary teachers and some 2,850 pupils. In 1951-52 there were 70 primary schools and in 1952-53 there were 86, with a number of pupils which had risen to 5,666 for the day courses and 9,047 for the adult courses, i.e. a total of 14,713 pupils or, counting the nursery schools, 15,166 pupils.

Every town and village of any size has its school or schools. Even in some agricultural settlements a class has been opened. In their reports, Commissioners and Residents request the construction of new schools.

Whenever any specialized or even vocational education is organized, lessons forming part of the primary school curriculum are given in addition to practical work or technical instruction; the object of this is to fill the gaps in pupils' knowledge arising from the fact that primary education has been
introduced into Somaliland so recently. In the normal course of events, pupils should all be in the first three classes of primary schools, since the latter were established only three years ago; but there are already some pupils in the three higher classes, which proves that an effort has been made to reduce backwardness.

Special classes have been started to give a concentrated course of primary education to boys who are too old to be placed with five and six-year old children. All this helps to diminish the number of illiterates, of whom there is still a high percentage.

It should be emphasized, however, that the number of pupils enrolled does not correspond to the number actually attending school; in most places there is a discrepancy, whether great or small, and this is not peculiar to schools in Somaliland. Some children or adults leave school after a few months. There are probably many different reasons for this. Sometimes it is a question of money: children have to earn their living and their parents seize upon the slightest excuse to take them away from school. In other cases, the school itself may be responsible: that is to say, pupils may leave because of the curriculum or because of the language used in teaching.

Curricula

Curricula have had to be improvised; they are based on those obtaining in the corresponding schools in Italy, with a few adaptations introduced for the benefit of the local population (Arabic and religious instruction, hygiene, etc.).

The Administration now realizes that these adaptations are inadequate, and - following the advice of M. Grandjean, the technical adviser whom UNESCO sent upon request - it has recently decided to revise the curricula, which will henceforth be of several different types:

(1) Urban primary schools are to have a curriculum lightened as regards mathematics (particularly geometry), history (quite a few changes will be made in the choice of subjects), geography, etc. These schools will none the less aim at preparing pupils for entry into the junior intermediate schools.
(2) Rural primary schools - which will henceforth consist of two classes, each divided into three grades - will be partially divested of their over-intellectual and abstract character.

Teaching of grammar, parsing and geometry will be much reduced; on the other hand, there will be considerably more practical work, particularly in the fields of agriculture and cattle-breeding.

(3) Primary courses for adults will have new curricula, better adapted to the needs and interests of people who have passed the adolescent stage. In future, such courses will no longer duplicate day courses in urban primary schools.

The prime aim will be to eliminate illiteracy. This literacy campaign is, in fact, already well launched, since attendance at adult courses is compulsory for Somali servicemen, the police force, members of para-military organizations, etc.

Textbooks and teaching materials

As far as textbooks and teaching materials are concerned, the Administration has been obliged to use what it could procure in Italy and in Arabic-speaking countries. Italian textbooks are used for teaching Italian, arithmetic, geography and science. Textbooks in Arabic are Egyptian (8) or Lebanese (4); they are spelling-books, grammar-books and religious textbooks. There is one textbook (in Italian) that has been specially adapted for Somaliland. A second is being prepared; it will contain reading exercises in prose and verse, children's stories from history, elementary data on geography or astronomy, etc. Large consignments of geographical wall maps, and of books for school or classroom libraries, have been received; there was no such material at the outset. It is possible that the failure of certain pupils to attend school regularly is partly due to the lack of textbooks specially adapted to the intellectual level and interests of the Somalis.
**Languages used in teaching**

The Somali language is not written, though it is spoken by two million inhabitants, if one counts the population of Italian-administered Somaliland (1,250,000 inhabitants), British Somaliland (600,000 inhabitants) and the French Somali Coast. A special alphabet called "Osmaniye" was invented about twenty years ago, but it is little used.

The Arabic alphabet could be adapted to written Somali; Arabic is short of certain vowels, but they could be represented by diacritical signs. Somali can also be written in Roman script, as is proved by a small booklet published in Djibouti in 1951 and entitled "Wan Baraneya Akriska Somalida" (I learn to read Somali).

In any case, no agreement has so far been reached as to which alphabet should be used.

Lessons are therefore conducted in Italian and Arabic. It may be that the difficulty experienced by Somalis in following teaching in two languages, neither of which is their mother-tongue, is responsible for the withdrawal of some pupils from school.

Whether that is so or not, the situation could not have been avoided. Lessons in Somali could be given only by Somali teachers, and of these, for the time being, there are very few; the training of teachers is one of the greatest problems which the Administration has to face.

UNESCO has not been approached by the Administering Authority on the particular question of reducing the Somali language to written form, but would gladly consider the problem, if requested.

**School buildings**

School buildings are, on the whole, quite satisfactory. Within a very short time, a considerable number of schools have been built or repaired. Plans for new buildings are being studied. The main weakness is the lighting, which is sometimes inadequate for night classes. School furniture, simple but on occasion including even individual desks, is suitable. Blackboards in some schools are neither sufficiently large nor of good enough quality.

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By resorting to propaganda, the Administration has made a great effort to encourage the population, including girls, to acquire knowledge. The large number of pupils attending day or night courses raises certain difficulties, particularly because of the shortage of teachers. However, in view of the few years remaining before 1960, the Administration is obliged to proceed as quickly as possible.

It should be mentioned that the Italian primary schools, which are open to all autochthonous children without discrimination, are few in number and do not have many pupils (336, of whom 144 are girls).

Secondary education

In Somaliland, there are Italian secondary schools, open to autochthonous pupils and a nucleus of Somali secondary schools has been formed. At present, Somali secondary schools consist of the following:

The Junior Intermediate School, providing a three-year course of study. This school gives day and night courses. Owing however to the fact that so few pupils have completed their primary education, it has at present only 162 pupils, including 8 girls. The tendency is to make the Somali intermediate school a source of general education for an élite and, in any case, not to issue a superfluity of secondary school certificates which would very soon lose all value.

In order to enrol pupils for the Junior Intermediate School, entrance examinations have been introduced. For the first time, the school year 1952-53 closed with an examination for the Junior Intermediate School-Leaving Certificate.

The Senior Intermediate School will open at the beginning of the next school year in July 1953. During the next few years, it will have four school grades.

The School for Moslem Studies, where students train to become "cadis" and preachers, opened in the course of the past school year. Instruction is provided by teachers from the El Azhar University, kindly sent by the Egyptian Government.
Vocational training

There are already a few schools for vocational education; some of these are of quite recent date, having been established only during the school year 1952/53.

Existing facilities for vocational training are as follows:

Preparatory courses in industrial handicrafts (carpenters and fitters), which are well-equipped and are to be expanded under the Five Year Plan.

The School for Aviation Specialists, which at present trains radio fitters and radio telegraphists; in the case of the latter, very satisfactory results appear to have been obtained.

The Vocational Fishing and Navigation School - which is to train "padroni marittimi", i.e. men of junior officer rank in the Italian Merchant Navy - opened this year and its work so far appears very promising. Such training, which is to be developed under the Five Year Plan, can be extremely important in a country with a coastline of nearly 2,500 kilometres and where navigation, for the time being, is entirely conditioned by the monsoons.

The "El Mugne" Agricultural College near Merca has also recently been opened in very well arranged buildings. The only disadvantage is that the plantation area is at Genale, too far away from the boarding-house; but as Genale is a malaria zone, trainees could not be lodged there. Agricultural training also can do much to promote the economic development of Somaliland.

There are courses for typists, designed to train persons for junior posts in offices. Young Somalis can also follow courses at the Italian Commercial School at Mogadiscio.

Several schools, some of which have opened this year, already exist for vocational training in the field of health. These schools comprise:

five annual training courses for male and female nurses, serving as a preparation for the Junior Medical School, which provides a two-year course of training;

the School for Public Health Assistants;

the School for Laboratory Assistants.
Prior to admission to each of these schools, or those which follow from them, pupils must undergo periods of practical training.

A School for Midwives, providing a two-year course, also exists at Mogadiscio.

There are at present 213 pupils following medical training courses; this figure is much higher than was originally anticipated, and augurs well for the future development of this training, as provided for in the Five Year Plan.

Higher education

The Political and Administrative School can be considered as part of higher education, although its pupils, who must pass an entrance examination but are not required to hold any previous certificates, still have to be given primary or secondary instruction.

Certificates have been issued for the first time to pupils in this school, upon completion of their three years of study. The examinations have proved beyond all doubt that this training is extremely effective. It may be further expanded when it becomes possible to replace the so-called supplementary courses - providing pupils with a general education they have hitherto lacked - by more advanced legal studies. Cyclostyled courses, deposited at UNESCO, show the high standard of the instruction given by jurists.

Scholarships

Scholarships are at present granted by the Italian Administration to secondary school pupils. A special school has been established for them in Rome.

The Egyptian Government also has offered a series of scholarships to Somali pupils.

The number of scholarships may be increased when more pupils have completed their secondary education and are thus able to take advantage of them.

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One type of institution merits attention - the "College". In Italian educational terminology, a college is a boarding-house, open to students from other schools. There is a "Collegio" at Mogadiscio which houses students attending the Teachers' Training School and the Fishing and Navigation School. There is also a college for the sons of Somali servicemen, as well as the Agricultural College near Merca mentioned earlier.

It is planned to open a similar institution in the near future at Iscia Baidoa, an inland locality.

These colleges are in new stone buildings, with well-equipped dormitories, dining-rooms and studies. The pupils who are housed and fed in these institutions derive great benefit from them, from every point of view. They learn to live in the "Western" style and can do their work in the studies, whereas their fellow-pupils living at home have no suitable place to work.

These institutions of course cost the Administration much money, but they are a very great help in raising the standard of living and culture of the autochthonous population.

Teachers' training

In organizing teachers' training, a very great difficulty is the candidates' lack of general culture. Hitherto, candidates have had to be recruited by competitive examinations which have often produced disappointing results, and the Administration has been unable to enrol as many student-teachers as it would have wished. Concentrated courses are organized, in order to allow the essential professional knowledge to be assimilated within the shortest possible time. Unfortunately, it is impossible, in one year, to give future primary teachers all the secondary education and vocational training that they should receive if they are to become good teachers.

It is only by establishing a Teachers' Training School, with a three-year course of study, that Somali primary teachers can be properly trained. Such a school is to be opened in July 1953, and it will follow on from the Junior Intermediate School.
It may be hoped that the Teachers' Training School will provide Somali schools with efficient teachers; nevertheless, it is to be feared that, at least during the first years, the number of student-teachers entering the school will be inadequate to meet the country's needs.

The Administration will therefore have to continue to recruit, as it has done hitherto, Italian primary teachers coming from Italy or trained in Somaliland, as well as primary teachers from the Arabic-speaking countries (Libyans, Syrians, Lebanese, etc.).

Such recruitment of foreign primary teachers, not sufficiently familiar with the mentality of the autochthonous population, has certain disadvantages; on the other hand, it would be inadvisable to try to form, with undue haste, a body of autochthonous teachers who would not be equal to their task. The future of Somali schools depends upon the training of a body of capable teachers, and such training cannot be improvised.

With regard to secondary education, there can be no question, for the time being, of employing Somali teachers; the country is dependent, and will remain so for some time to come, on the recruitment of secondary teachers from other countries.

**Organization of the educational system**

The organization of the educational system in Somaliland has been completely transformed during the past year. The Public Education Office has been separated from the Department of Health; the former is responsible for all education (primary, secondary and vocational) with the exception of medical vocational training, which comes under the authority of the Health Department.
The reports upon which the preceding comments have been made come from trust territories in different stages of economic and social development. In appraising their educational progress general standards may properly be borne in mind but it would be unreasonable to expect that they could be applied in all circumstances with the same degree of facility.

Nevertheless, it is of interest to note that the most urgent and difficult problems in these different territories are for the most part similar. More broadly still, these problems are among those that are the most pressing and complex in many other parts of the world and have been singled out for international action by UNESCO. A concluding comment as to the educational problems that are common to these territories and at the same time the subject of wider action by UNESCO may therefore be useful.

UNESCO believes in particular that it is indispensable for the organization and development of education in the trust territories to find solutions to five problems of capital importance. On each of these problems a few remarks may be made.

1. The Problem of Teacher Training

In every one of the five territories under consideration there is a deficiency of teachers either in number or in quality or in both. UNESCO would emphasize that the recognition of such a state of affairs does not necessarily imply criticism of an educational authority; indeed the problem is greatest where an educational authority is most active in expanding its school system and most anxious to modernize curricula and methods of teaching. In this connexion UNESCO notes with satisfaction the efforts that have been made to increase the number of indigenous teachers.

The training of teachers is the capital problem in educational expansion, even more important in favourable climates than the provision of school buildings. The problem was discussed at the Conference on Public Education held in 1951 under the joint auspices of UNESCO and the International Bureau of Education, and a more detailed discussion of the training of primary school and of secondary school teachers will be the main subjects on the agenda of the corresponding conferences in 1953 and 1954 respectively. In addition the
regional conference on the expansion of compulsory education in the countries of South East Asia and the Pacific, held in Bombay in December 1952, paid special attention to the problems of teacher training in this region. The studies and reports of these conferences have been or will be published.

2. The Problem of Languages in Education

The difficulty of providing trained teachers who have been born and bred in a territory is of course greatly increased if the languages most widely spoken in the territory are employed either little or not at all in its schools. This link between the two problems comes out in a study of the situation in Nauru, for instance, among the Pacific territories, and in Italian Somaliland. It must however be noted that the Nauru language has not been reduced to writing, and that Somali also is not a written language although it could be adapted to either the Arabic or the Latin script. In Somaliland the linguistic problem in education is especially complex because it is neither a linguistic nor an educational problem alone. Dogmatic generalization as to the way in which these problems should be solved would therefore be unreasonable. Nevertheless the experience at the disposal of UNESCO suggests that if the problem is considered in a purely educational light there is everything to be said for teaching both children and adults at first in the language that they normally speak. The conference on compulsory education in the countries of South East Asia and the Pacific to which reference has been made above recommended that this should be the norm, and that only overriding considerations of marked weight (such as the existence of many vernaculars in a small area) should be allowed to modify this norm.

To enable vernacular languages to be used extensively and effectively in education some or all of the following steps will need to be taken:

(a) The decision as to whether a vernacular shall be used in schools will depend in part on the number of people who speak it, its importance in local economic and social life, and the number of potential users of the language in a written form.

(b) If a choice has to be made between vernaculars, the above considerations will largely determine the choice. Where differences between vernaculars are minor the decision may merely be as to the exact form to be used. Where they are serious it must be considered whether different vernaculars could be used in different schools.
(c) The vernacular may need to be codified: that is to say to be reduced in writing (with possibly a difficult choice between alternative scripts) and to be studied systematically with a view to the establishment of a grammar.

(d) The vocabulary, and the possibility of increasing it in accordance with the nature of the language, will need to be studied so that it may be made increasingly suitable for the higher forms of education.

(e) There must be provision of graded reading material suitable for children and adults at different mental ages and different stages of education.

(f) Encouragement must be given to the production of reading material of wider interest, ranging from newspapers to books, so that teaching in the language corresponds to a reality felt outside the school or adult class.

It might be added that the first of a series of regional conferences on this question was called by UNESCO in December 1952, in Jos in Nigeria, to study the use of vernaculars in education in those parts of Africa where English was the accepted language of wider use. It is expected that this will be followed by similar conferences in other language areas. UNESCO would be glad to make available to administering authorities not only the report of the conference in Nigeria (which is now in the press) but also the report of an expert committee which studied the general problem in 1951.

3. The Problem of Adult Education

The reports under consideration recognize the need for the provision of some measure of adult education, not only as desirable in itself but as the necessary complement of a steady expansion of the school system. If either the education of adults or the education of their children is to obtain its full effect, each must be extended with the other, and the school itself should be most closely associated with activities in the education of adults.

At the same time, the methods likely to be most effective in the education of adults, especially in technically under-developed areas, are not always those which would be most employed in school. UNESCO has long emphasized the importance of fundamental education, that is to say, the provision for those who have not enjoyed normal schooling of the first requirements of education in accordance with the needs they feel in relation to their environment.
This inevitably implies close co-operation between the Education Department and the Departments concerned with other community needs, such as health, food and agriculture. The present reports show no clear concept of fundamental education and little achievement of the necessary co-ordination between the various Departments concerned.

4. Problems Related to the Speed of Expansion

There is no doubt that the extension of education may often be speeded up. This is especially true where the drive of community feeling is enlisted in support of fundamental education. Experimentation is taking place in many countries and territories in such matters as methods of teaching reading and writing and in the use of visual aids in education. On the first of these problems UNESCO will be publishing a report later in this year; on the second it is convening an international seminar, to take place in September in Sicily.

But there is a second class of problems related to the speed of expansion where choices have to be made between what is ideally desirable and what is possible in terms of reasonably rapid results. The classic problem is that of the emergency training of new teachers where there is need for a considerable increase in the teaching body at very short notice - a need which is certainly present in most of the territories under consideration. Again, a balance has to be kept between the expansion of primary and of secondary education; and if, as in one of the territories, there is no secondary school at all very real difficulties are bound to arise. No ready-made general solution can be invoked to deal with problems such as these, but once again there is a certain amount of experience available (a considerable one in the matter of emergency schemes of teacher training) which might be of assistance to administering authorities.

5. The Importance of Planned Development

All the problems discussed above, and especially those under the last head, point to the importance of a timed plan of educational development. It is only by a detailed plan made in advance, and with careful timing of the various steps in different parts of the field, that such problems can be kept down to proportions which will enable them to be dealt with as they become serious.
It is of course true that some trust territories have such considered plans for education development made in relation to the general development of resources and the expansion of other governmental services. But it is worth pointing out that Italian Somaliland is the only trust territory so far in which a plan has been developed by the administering authority in close consultation with UNESCO. It is hoped that such consultation has been of value to the administering authority in developing its Five-Year Plan. Within the limits of its capacity UNESCO would be very ready to place its services at the disposal of any other administering authority that wished to call upon it in planning educational advance in its trust territories.