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IN TEACHER EDUCATION WITH SPECIAL APPLICATION
TO THE PROFESSIONAL TRAINING OF TEACHERS IN
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ORGANIZATIONAL PARTNERSHIP AND COLLABORATION IN TEACHER
EDUCATION WITH SPECIAL APPLICATION TO THE PROFESSIONAL
TRAINING OF TEACHERS IN UGANDA

by

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ABSTRACT

ORGANIZATIONAL PARTNERSHIP AND COLLABORATION IN TEACHER EDUCATION WITH SPECIAL APPLICATION TO THE PROFESSIONAL TRAINING OF TEACHERS IN UGANDA

Enoch H. Rukare

The purposes of this study are three-fold. First, to trace and analyse various types of collaborative ventures in teacher education which are of relevance to the professional training of teachers in Uganda; second, to identify and use certain theoretical characteristics of a healthy and fully functioning organization as a standard in the analysis of the organizational health of the Ugandan National Institute of Education and its sub-systems; and third, to propose an alternative organizational structure of partnership and collaboration in teacher training for Uganda that embodies the characteristics of a healthy and fully functioning organization.

Considerable space is devoted to the description of the work and organizational structure of institutes of education which were developed in Great Britain, West Africa, Central Africa and East Africa during the closing years of the 1940's and the 1950's. In England and Wales institutes of education were developed as a response to recommendations of the Mc Nair Committee Report of 1944. The Committee,

which was appointed by the Board of Education, recommended that the responsibility for the training and supply of teachers should be undertaken by Area Training organizations.

In contrast to the work of institutes of education in West Africa, Central Africa and East Africa which were essentially university-based is a description of the work of teacher training organizations in Uganda, Kenya and Tanganyika during the 1950's which were essentially based in the government departments of education.

The attainment of political independence during the 1960's opened the door for increased international cooperation in teacher education in many of the new African nations. The Afro-Anglo-American (AAA) Program in teacher education and the Teacher Education in East Africa (TEEA) Project were examples of this international cooperation and were instrumental for the emergence and development of national institutes of education in East Africa. The Afro-Anglo-American Program -- which was financially supported by the Carnegie Corporation of New York -- also played an active and impressive role in the development of institutes of education and/or university departments of education in other English speaking nations of Africa.

One chapter of the study focuses on the identification and analysis of certain theoretical characteristics of a healthy and fully functioning organization. These characteristics are used as a basis for the study and critical analysis of the organizational health of the National Institute of Education in Uganda. In addition to data obtained from

secondary sources, empirical evidence based on perceptions of various groups of personnel who were closely associated with the work of the National Institute of Education in Uganda was obtained through the use of questionnaires and interviews. Particulars of how these two research instruments were designed and administered are provided.

The last of the seven chapters of the study contains a proposal for the development of a National Teacher Training Institute which embodies such characteristics of a healthy and fully functioning organization as the mutual determination and full acceptance by the collaborating partners of the purposes of the proposed Institute; the decentralization of the decision-making process which aims at effective enhancement of committed involvement by representatives of the collaborating institutions at various significant levels; the establishment of open and effective lines - - both vertical and horizontal - - of communication between sub-systems and between individuals; and the possession of mechanisms for self-evaluation and self-renewal.

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CHAPTER I

INTRODUCTION AND OVERVIEW
OF THE REPORTBackground

The professional training of elementary school teachers in Uganda had humble beginnings. Neither the Roman Catholic Missionaries, nor the Church Missionary Society (C. M. S.) Missionaries had adequate funds or trained personnel to afford running teacher training centers with student populations of more than 100. Indeed many of the teacher training centers opened during the first half of this century had student populations of less than sixty. In an attempt to raise the status as well as the size of these teacher training centers, the deBunsen¹ Committee recommended in 1953, that the Centers be known as Teacher Training Colleges and that the student population of each of these colleges be raised to 100-120.

The Committee believed that such rises in the sizes of the Primary Teacher Training Colleges would justify the reduction of the then forty-one Teacher Training Centers to only twenty-two Primary Teacher Training Colleges.² Ten years later another education

¹This was a committee appointed by the Governor to study and make recommendations on African education. The committee was chaired by deBunsen and produced its Report in 1953.

²Uganda Protectorate. African Education in Uganda. Entebbe: Government Printer, 1953, p. 23.

commission¹ still found it necessary to recommend a reorganization of Primary Teacher Training Colleges. The Commission Report says: "It is clear that some colleges are too small for efficiency and should be amalgamated or closed. We think that reorganization should be based on the general principle that colleges should have a minimum of 200 and a maximum of 300 students . . . , on this assumption . . . we recommend that the thirty-one primary and junior secondary training colleges should be reduced to approximately eighteen."²

As a result of the latter recommendation there was some reorganization of these primary teacher training colleges. Currently (i.e. by 1970) there are twenty-five primary teacher training colleges.³ The future plans of the Uganda Ministry of Education is to replace all of these twenty-five primary teacher training colleges with four Regional Primary Teacher Training Colleges each with a student population of 1000.

By the end of 1964 another important development associated with the training of primary school teachers emerged. Early in 1964 the University of East Africa sponsored a conference which was held in Mombasa to discuss possibilities of setting up National Institutes

¹The Edgar B. Castle Commission.

²Uganda Protectorate. Education in Uganda: The Report of the Uganda Commission. Entebbe: Government Printer, 1963, p. 47.

³Twenty of these twenty-five teacher training colleges are for training Grade II primary teachers and the remaining five teacher training colleges train Grade III primary teachers.

of Education in East Africa. As a direct result of this conference it was decided to establish a Ugandan National Institute of Education. The Director and Deputy Director of this Institute were appointed by the end of 1964. The main purpose of the National Institute of Education was to bring together in partnership¹ all the principal bodies concerned with the professional training of teachers--the Uganda Ministry of Education, Makerere University College and all recognized teacher training colleges in Uganda. These three agencies formally became (according to the Institute's constitution) the constituent members of the newly established National Institute of Education.

The Purposes of the Study

The main purposes of this study are three-fold: firstly, to trace and analyze various types of collaborative ventures in teacher education with particular focus on the National Institute of Education in Uganda; secondly, to use certain characteristics of a fully functioning organization as standards in analyzing the "organizational health" of the Ugandan National Institute of Education and its sub-systems; and thirdly, to propose an alternative organizational pattern of partnership and collaboration for the future professional training of teachers in Uganda.

¹Arthur J. Lewis, and L. V. Lieb (eds.). A Report of the Conference on Institutes of Education, January 27-30, 1964, Mombasa, Kenya, 1964, p. 1. Typewritten.

The Need for the Study

The idea of organized partnership and collaboration in teacher training is relatively new in Uganda. Moreover, much of what has been discussed and written about such an idea with reference to African education is not only in short supply but is not yet adequately documented. There is thus a need to pool together and analyze significant ideas that have been expressed by African educationists and other scholars of African education regarding the development of both the National Institute of Education and other collaborating organizations involved in the professional training of teachers.

Another need for the study is reflected in the words of the Acting Vice-Chancellor of the University of East Africa when he said: "The Institutes of Education, although constituted on the British pattern, should be no slavish imitation of any foreign model. There is thus, need for constant review of their work and of their response to local problems."¹

Current arrangements to reorganize primary teacher training colleges into large regional colleges create an additional need to re-examine the relationship of these new and future colleges with the other constituent members of the National Institute of Education and with other relevant collaborating bodies.

¹Y. K. Lule. "Opening Remarks to the Conference on Teacher Education in East Africa," in L. V. Lieb (ed.), A Report of the Conference on Permanent Staffing of Teacher Education Institutions, April 4-6, 1966, Dar-es-Salaam, Tanzania, 1966, p. 2. Typewritten.

Lastly, important educational developments have taken place since the National Institute was established some six years ago which call for a review of the assumptions on which significant decisions relating to the functional organization of the National Institute were made. There is a need, for example, to consider the contribution such bodies as the East African Examination Council and the Uganda Teachers Public Service Commission might make to the professional training of Ugandan teachers. The decision of the Uganda Ministry of Education to set up a National Curriculum Development Center before the end of 1971 poses an urgent need for some readjustment and redefinition of the professional roles for all the significant parties concerned.

The Scope and Limitations of the Study

Education thought and practice in Uganda during the last two decades have been greatly influenced by educational models imported from the United Kingdom and, though to a relatively less extent, the United States of America. This study therefore devotes considerable space to collaborative ventures in teacher education in both Britain and the United States of America. The study also embraces brief descriptions of organizational structures and work of Institutes of Education and other related bodies in West Africa, Central Africa and East Africa during the 1945 to 1960 period.

Whereas references and proposals are made to the training of secondary school teachers, this study specifically relates to the professional training of primary school teachers.

Lastly, although references are certainly made to earlier periods, the main period covered by this study is between 1960 and 1971.

Assumptions

Three of the assumptions on which this study is based are:

1. that teaching, like medicine and engineering, is a profession requiring special systematic preparatory courses, laboratory and clinical experiences and other relevant learnings;
2. that during the next decade (1970-1980) greatly increased priority will be focused on primary education and there will be increased demand for better trained primary school teachers;¹
3. that funds from both internal and external sources for teacher training will continue to be scarce and hence the need for effective and efficient partnership and collaboration in the use of available resources and facilities.

¹The Addis Ababa Conference of 1961 and the Nairobi Conference of 1968, both convened through the initiative of UNESCO, place special importance on both qualitative and quantitative aspects of primary education, and set 1980 as target for attainment of universal primary education in most African states.

Procedures

Literature dealing with the development of institutes of education in both the United Kingdom and Africa was reviewed. Reports of teacher education conferences organized by the Afro-Anglo-American Program and by the University of East Africa were read and used in writing this report.

It was determined that to accomplish the purposes of this study, it would be necessary to be in Kampala and get access to relevant reports and documents of the Ministry of Education. The newly opened Ministry of Education Library and the National Institute of Education Library stocked a lot of material which were relevant to this study.

An extensive and intensive field research was carried out using the instruments of questionnaire and interview. A detailed report of the procedures followed in designing the instruments, selecting samples for responding to questionnaires, administering the questionnaires and conducting the interviews is given in Chapter VI of this study.

Definition of Terms

"Primary school"--an institution offering an elementary formal education normally organized in seven grades.

"Primary school teacher"--a person holding a Grade II or Grade III teaching certificate (or their equivalents) granted by the

National Institute of Education and who is confirmed in service through formal registration by the Uganda Teachers Public Service Commission.

"Primary Teacher Training Colleges"---institutions which prepare (professionally) primary school teachers. Grade II teachers are trained at Grade II Teacher Training Colleges and Grade III teachers are trained at Grade III Teacher Training Colleges. Both Grade II Teacher Training Colleges and Grade III Teacher Training Colleges are uniformly referred to as Primary Teacher Training Colleges.

"Partnership"---the term partnership refers to a relationship existing between two or more agencies with the purpose of executing competently a particular enterprise. In this study the term "partnership" generally refers to the relationship(s) between the three "constituent members" of the National Institute of Education, namely, Makerere University College (now Makerere University, Kampala); Primary Teacher Training Colleges and the Uganda Ministry of Education.

"Collaboration"---the term collaboration connotes the act of laboring together, of working or acting jointly. In this study the term collaboration is used to denote broader cooperative relationships than that denoted by the term partnership. Collaborative relationships are not restricted to the three constituent members of the National Institute of Education but also embrace such other agencies and bodies as teachers associations, the Teacher Education in East Africa (TEEA) Project, district education committees, etc.

"Professional Training"--the phrase "professional training" when used in the expression "professional training of primary school teachers" denotes the process of preparing, through a systematically designed teacher education program (at both the pre-service and in-service levels), persons for certain activities and responsibilities expected of competent primary school teachers in a changing society.

Plan for Remainder of Report

This report is divided into seven chapters. Chapter I provides inter-alia, introductory statements regarding the purpose and need for the study. In Chapter II the writer discusses several images of collaborative ventures in teacher education. Descriptions of these images fall under five main sub-sections. Chapter III of the study deals with the emergence of National Institutes of Education in Africa during the 1960's. This chapter is also subdivided into three main sections. In Chapter IV several barriers to partnership and collaboration are cited and briefly described. The writer then proceeds to identify and discuss characteristics of a healthy and fully functioning organization in Chapter V.

These characteristics of a healthy and fully functioning organization form the basis for analyzing data obtained mainly by the use of questionnaires and interviews. The analysis of this data together with the description of procedures followed in obtaining it are contained in Chapter VI of the study.

The seventh and last chapter contains a proposal for decentralizing the present functions of the National Institute of Education by setting up a National Teacher Training Institute with regional centers and by actively facilitating committed involvement by all significant partners in specific services of training teachers and teacher trainers in Uganda.

CHAPTER II

COLLABORATION IN TEACHER EDUCATION--DIFFERING
ARRANGEMENTS IN THE 1940's AND 1950's

Although there were cases of casual and informal cooperation between various institutions and agencies in the area of teacher education during the first four decades of this century, the current accelerating movement towards formal collaboration in teacher education is essentially a post World War II phenomenon. There has, however, been no single model of collaborative venture that has been universally accepted and adopted. This chapter describes various images of collaborative ventures that have been developed in different areas of the world. Firstly, it describes the nature of collaborative ventures that were developed in England and Wales through the mechanism of Institutes of Education. Secondly, it describes the nature and work of Institutes of Education as they were exported to British territories in West Africa, Central Africa and East Africa during the 1950's and early 1960's. Thirdly, it reports and briefly describes three innovative attempts by the Government Departments of Education in Uganda, Tanganyika and Kenya to set up formal collaborative structures that were supposed to act as mechanisms for the sharing of teacher training responsibilities by various institutions and agencies. Lastly, it cites and describes examples of collaborative ventures that have been established in the United States of America during the last two decades.

Institutes of Education in England and Wales

There were isolated and rather marginal cases of cooperation between teacher training colleges and university institutions in England and Wales during the first quarter of this century. These cases of cooperation are described in a report, "Training of Teachers for Public Elementary Schools," which was published in 1925.¹ The first major steps towards a closer cooperation between training colleges and universities in England and Wales were made during the 1925 to 1950 period. In February 1926 the President of the Board of Education convened a conference consisting of representatives of universities and university colleges, training colleges, local education authorities and other bodies interested in the training of teachers to consider the future relations of universities and training colleges. One immediate result of this conference was to set up a committee, under the chairmanship of R. G. Mayor, to consider in what way cooperation between the universities and training colleges could be effected.²

On the recommendation of the latter committee, training college examination boards or delegacies were set up all over England

¹ Board of Education. Report of the Departmental Committee on the Training of Teachers for Public Elementary Schools. London: Her Majesty's Stationery Office, 1925. (See Chapter VIII on "Training Colleges and Universities.")

² Board of Education. Report of the Committee on Universities and Training Colleges. London: His Majesty's Stationery Office, 1928, p. 5.

and Wales. These examination delegacies were closely associated with the universities and included representatives of the staff of training colleges as well as of the staff of the coordinating university. The main function of the delegacies was to conduct the examinations for students at the teacher training colleges.¹ But the delegacies also concerned themselves with the content of the syllabuses and schemes of work in the training colleges.² In a course of years the delegacies set up an intricate and fairly effective system of supervision over the training of teachers in the colleges. But in spite of this delegation of a large measure of responsibility, the Board of Education continued to exercise a strict and detailed control over the schemes of work and syllabuses in training colleges.³ Thus even after the delegacies had been established (and although a college had first to obtain for its courses the approval of the delegacy with which it was associated), the syllabuses for these courses had finally to be submitted to the Board and were carefully scrutinized by Her Majesty's inspectors before being approved.⁴ The regime of the delegacies continued until

¹Before the establishment of these delegacies the examination of training college students at the end of their course was conducted entirely by the Board of Education with His Majesty's inspectors acting as examiners.

²Cyril A. Richardson, and Others. The Education of Teachers in England, France and the U.S.A. Paris: UNESCO, 1953, p. 23.

³Ibid.

⁴Ibid.

1946 but according to Richardson the system of delegacies failed to achieve adequately one of the aims in the minds of those who were responsible for setting it up. "It had been hoped that one of the results of the work of the delegacies would be to bring about a measure of liaison between training colleges and universities which would be of mutual benefit. This did in fact happen to some extent . . . but on the whole the results were disappointing."¹

There were ten of these delegacies.² But the fact that the several colleges of a group were all represented on the same joint board did not bring about any closer relations with one another, nor with the university department of education, than had existed when the college examinations were directly conducted by the Board of Education.³

It was partly because of this disappointment that the Board of Education set up in March 1942 a committee to review the existing position with regard to the recruitment and training of teachers. The Committee was popularly known as the "McNair Committee" after the name of its Chairman, Sir Arnold McNair. The Committee's Report, published in 1944, made far-reaching recommendations. It was recommended, inter alia, that Area Training organizations

¹Cyril A. Richardson, and Others. The Education of Teachers in England, France and the U.S.A. Paris: UNESCO, 1953, pp. 23-24.

²Also called Joint Examination Boards.

³Montagu V. C. Jeffreys. Revolution in Teacher-Training. London: Sir Isaac Pitman & Sons, Ltd., 1961, p. 7.

should be set up which should do a great deal more than merely conduct examinations. The Committee was, however, divided on the question of how such area training organizations should be organized. Five members of the Committee¹ wished to place general responsibility for the training of teachers upon the universities and recommended a scheme, called Scheme A, which required the establishment of "University Schools of Education." Five other members of the Committee² recommended what was initially called, "The Joint Board Scheme," or "Scheme C." According to these members it was neither practicable nor desirable from a national point of view that universities should "accept responsibility for the training of all teachers."

It was originally intended that Area Training Organizations of "Scheme A" type should be called "Schools of Education" and those of "Scheme C" type be called "Institutes of Education." In practice, however, it has turned out that practically all area training organizations are generally referred to as "Institutes of Education." Thus the terms "area training organization" and "Institute of Education," are now more or less synonymous.

¹Sir Fred Clark, Sir Frederick Mander, Mr. Morris, Mr. Thomas, and Mr. Wood. (N.B. Montague V. C. Jeffreys in Revolution in Teacher-Training tells us, "The new pattern of teacher-training as set forth in "Scheme A" of the McNair Report . . . was conceived in the mind of the late Mr. S.H. Wood of the Board of Education")

²Dr. Fleming, Mr. Hichens, Sir Arnold McNair, Miss Ross and Mr. Stocks.

By 1961 each of the seventeen universities of England and Wales had its own area training organization.¹ The fourth edition of the Handbook on Training for Teaching, published by the Association of Teachers in Colleges and Departments of Education, shows a total of twenty-one institutes and schools of education. No two institutes of education were identical. Thus whereas the London Institute of Education had some twenty-eight institutions (i.e., training colleges and University Department of Education) and the Birmingham Institute of Education had eighteen institutions, the Hull Institute of Education had only three institutions associated with it. By 1965 the Universities of York and Sussex had no training colleges associated with them although each of them had a Department of Education. The distribution of the training colleges among the various institutes is ultimately a matter for the Minister of Education and the original layout was planned by the Ministry in consultation with the other interests concerned.

Although the association of a particular college with a particular area training organization is a matter ultimately for the Minister, in practice a college has to be accepted by the area training organization itself before becoming a constituent member of it. Normally this formal acceptance depends on the results of some

¹Cyril A. Richardson, and Others. The Education of Teachers in England, France and the U.S.A. Paris: UNESCO, 1953, p. 11.

kind of "visitation" by a panel appointed by the Area Training Organization.¹ Training colleges and university departments of education are the two constituent members of area training organizations. Other educational institutions can, and often do, become "associate members" of the area training organization.

The governing body of an institute of education is usually a committee of the university council, called the Council of the Institute,² and its reports are submitted for approval to the Senate and Council. This Council of the Institute includes in its membership representatives of all the institutions concerned with the training of teachers: the university, the local education authorities and governing bodies of voluntary colleges, the training colleges and the schools of the area. In addition to the above, two assessors from the Ministry sit with the Council. One of these assessors was usually an administrative officer while the other assessor was usually an inspector of His Majesty. These two assessors were not members of the Council and had no voting powers. They were available for information or advice when called upon or they could intervene on their own initiative, when such intervention was desirable. In

¹Cyril A. Richardson, and Others. The Education of Teachers in England, France and the U.S.A. Paris: UNESCO, 1953, p. 37.

²Sometimes referred to as, "The Delegacy."

discharging their functions these assessors were aided by the briefings they received from their colleagues at the Ministry.¹

The most important sub-committee of the Institute Council was the body which deals with all business connected with syllabuses and examinations. This body was usually called the "Professional Board" or "Professional Committee." The Professional Board, like the Institute Council, had representatives of the university department of education and of the training colleges. Some school teachers were also represented either as co-opted individuals or as representatives of their associations.

The main work of the Professional Board was delegated to a number of "Boards of Studies." Each Board of Study was associated with a major subject of the training college curriculum. The Boards of Studies were composed of lecturers from the University Department of Education and the training colleges. Faculty members of the University who are not members of the University Department of Education could also be invited to serve on the Boards of Studies.²

Other important committees of the Institute Council could include a Research Committee, a Library Committee, an Editorial Committee for Institute Publications and perhaps, a Committee for Planning In-service Programs. In some area training organizations these committees were sub-committees of the Professional Board rather than committees of the Institute Council.

¹Cyril A. Richardson, and Others. The Education of Teachers in England, France and the U.S.A. Paris: UNESCO, 1953, p. 38.

²Montagu V. C. Jeffreys. Revolution in Teacher-Training. London: Sir Isaac Pitman & Sons, Ltd., 1961, pp. 18-19.

The examination and assessment of the students of a particular college are carried out partly by the college staff ("internal" examiners) and partly by examiners appointed by the Institutes ("external" examiners). But internal and external examiners worked in close consultation with one another although, for purposes of the Institute, it is the external examiners who tended to have the final word. Panels of external examiners were appointed by the Institute on the recommendation of the Professional Board and the Boards of Studies and were reviewed from time to time.¹ It was not uncommon for institutes of education to select external examiners from training colleges and universities outside their own area training organizations.

Two central bodies are closely associated with the work of the area training organizations. The first of these is the National Advisory Council on the Training and Supply of Teachers (N.A.C.). The second body is the Standing Conference of Area Training Organizations (S.C.A.T.O.). The National Advisory Council was set up to advise the Minister on policy matters related to the supply and training of teachers. The National Council had two main committees: Standing Committee A, which was responsible for policy matters on teacher training and Standing Committee B, which dealt with the supply of teachers. Membership of this Council included representatives of

¹Cyril A. Richardson, and Others. The Education of Teachers in England, France and the U.S.A. Paris: UNESCO, 1953, p. 44.

the universities, the area training organizations, the association of training colleges and departments of education, the country councils' association, the Association of Municipal Corporations, the Association of Education Committees and the main teachers' associations. The forty members of the National Advisory Council were formally appointed by the Minister after consultation with the above bodies.

The Standing Conference of Area Training Organizations was set up to enable the otherwise isolated area training organizations to coordinate opinions and experiences. Representatives to the Standing Conference were selected by each area training organization. The actual number depended mainly on the size of the area training organization. The Standing Conference was an autonomous institution although officers of the Ministry were free to attend its meetings.

It might be noted that although the development of institutes of education in England and Wales was a great improvement on the organizational set up of the training college examination boards of the 1926-1946 period, cooperative structures which were developed in association with the area training organizations still left something to be desired. Little, if any, effort was taken to define the respective duties and responsibilities of the various agencies involved in the cooperative ventures. The general tendency was for each of the main agencies and/or associations to assume, in an apparently ad hoc manner, the initiative in setting up a specific venture and then get other bodies to cooperate as best as they could. We have already noted how institute councils, especially those

associated with area training organizations of "Scheme A" type, were committees of the appropriate university councils. In its attempt to determine general guidelines on recruitment and training of teachers the Ministry of Education reserved the National Advisory Council as its own special body. Other attempts to set up pockets of professional and administrative pressure groups might also be cited. In their effort to maintain control over the procedure for recruitment and selection of students the Association of Teachers in Colleges and Departments of Education set up a national "clearing house" to act as a liaison between would-be students and the training colleges.

Lastly, there are informal conferences of institute directors.¹ These conferences were held three or four times each year to discuss common problems. Although these conferences were not officially constituted and had no formal powers, yet their significance was such that the Ministry of Education used them as useful means of consulting with institute directors.²

Collaboration in Teachers Training in
West Africa--Ghana and Nigeria

Months before the McNair Report was published, the British Secretary of State for the Colonies appointed a Commission (June 1943)

¹Montague V. C. Jeffreys. Revolution in Teacher-Training. London: Sir Isaac Pitman & Sons, Ltd., 1961, p. 21.

²Ibid.

to report on the organization and facilities of existing centers of higher education in British West Africa and to make recommendations regarding future university development in that area. The Commission's Chairman was the Right Honourable Walter Elliot. The Commission's Report entitled, "Report of the Commission on Higher Education in West Africa," was published in June 1945. Chapter V of this report is devoted to "the supply and training of teachers." In this chapter the Commission outlined in detail the features of an Institute of Education they wished to see developed in West Africa. Since aspects of this particular image of an Institute of Education are likely to have acted as models for other institutes of education in Africa, it is worth looking rather closely at the features of the "Institute of Education for West Africa" as proposed by the Elliot Commission.

The Elliot Commission was not agreed on the question of whether there should be one university college for all the four British West African territories (Nigeria, the Gold Coast, Sierra Leone and Gambia), or whether there should be three university colleges serving Nigeria, the Gold Coast, and Sierra Leone with Gambia, respectively. Nine of the fourteen members of the Commission¹ recommended that, "there should be set up a university college in Nigeria, and a university college in the Gold Coast, and that certain

¹Walter E. Elliot (Chairman), J. R. Dickinson, J. F. Duff, B. Monat Jones, K. A. Korsah, I. O. Ransome Kuti, Eveline C. Martin, E. H. Taylor-Comings, and A. E. Trueman.

reorganizations and new developments of higher education should be carried through in Sierra Leone, in close connection with Fourah Bay College."¹ The remaining five members² of the Commission were of a different opinion on this matter. They recommended, "the immediate establishment of only one institution of university rank, to serve the whole of British West Africa."³ They also recommended that the institution should be entitled "the West African University College, and should be situated at Ibadan in Nigeria."⁴

All members of the Elliot Commission were, however, agreed that there should be developed a single West African Institute of Education.⁵ The Elliot Commission was equally agreed on the type of Institute of Education they wished to see developed in West Africa. They recommended that the two main functions of the Institute should be in the areas of research and teacher training. They held the view

¹Great Britain. Report of the Commission on Higher Education in West Africa. London: His Majesty's Stationery Office, June 1945, p. 125.

²H. J. Channon, Geoffrey Evans, J. S. Huxley, A. Creech-Jones, and Margaret Read.

³Great Britain. Report of the Commission on Higher Education in West Africa. London: His Majesty's Stationery Office, June 1945, p. 175.

⁴Ibid.

⁵But whereas the nine members favoring the establishment of three university colleges recommended that this Institute of Education be centered at the University College in the Gold Coast, the other five members wanted the Institute to be an integral part of the West African University College at Ibadan.

that these two main aspects of the Institute's work should be closely interrelated. "We cannot emphasize too strongly that the research must vitalize the training work, and the training be the testing ground of all research."¹

The Commission recommended that the Research Division of the Institute of Education should be sub-divided into three departments of education, psychology and language. Each of these departments would require its own head. The study of African children in their own environment was to be the main preoccupation of the research division. The training division was to be mainly responsible for the following programs:²

1. A one-year course for graduates who intended to teach mainly in secondary schools;
2. A course lasting six or twelve months for specially selected or prospective members of training college staffs, to bring them into touch with new ideas and methods in education;
3. A course lasting six or twelve months to train men and women for youth service;
4. A course lasting one year in physical education;
5. A course for teachers of art; and

¹Great Britain. Report of the Commission on Higher Education in West Africa. London: His Majesty's Stationery Office, June 1945, p. 84.

²Ibid., p. 85.

6. Some provision for teachers of music and who were to study Western and African music, in relation to singing, instrumental playing, and dancing.

The distinction between the proposed Institute of Education and a regular university department of education is perhaps best reflected in the way the staff of the two institutions was computed by the Commission. A staff of two persons was regarded adequate for a total of twenty students on a two-year professional course at a department of education--proposed for the University Colleges in Nigeria and Sierra Leone. An extra teacher was to be allowed for each additional fifteen students in the department. Thus for a student population of eighty a staff of only six persons, including the head of the department, was deemed adequate.

In contrast to this, the staffing of the proposed Institute of Education was to be much more liberal. The minimum staff proposed for the West African Institute of Education was as follows:¹ one professor of education who will be the administrative head of the Institute; three heads of the research department; one head of the training division; five assistants on the research side (assuming that there would be three language assistants); six non-specialist staff in the training division; one specialist in youth service;

¹Great Britain. Report of the Commission on Higher Education in West Africa. London: His Majesty's Stationery Office, June 1945, p. 87.

two specialists in physical education (one man and one woman); one specialist in art teaching; and, one specialist in music teaching.

The earliest Institute of Education in West Africa was formally opened at the University College of the Gold Coast in October 1950¹ with an enrollment of twenty-eight teachers (non-graduates) who were on a one-year associateship course. Unlike the Makerere Institute of Education, the Institute of Education at the University College of the Gold Coast never offered pre-service courses for non-graduate teachers. This was because there were a number of teacher training colleges in the Gold Coast (known as Certificate "A" Teacher Training Colleges), which offered such courses. Thus during the 1950's one of the main duties of this Institute of Education was to offer one-year associateship courses to, "experienced teachers who were earmarked for teaching posts in secondary schools and teacher training colleges or for educational administration."² Candidates for this associateship course were recruited from all the territories of West Africa. Numbers involved were, however, never much more than thirty-five candidates in any single year. During the 1953 academic year the associateship had only eighteen teachers. These associateship courses were open for

¹The Director of this Institute of Education had been appointed in 1949.

²Ghana Ministry of Education Report, 1960-1962. Accra: Government Printing Department, 1963, p. 22.

both men and women teachers and some two or three women teachers were among those enrolled each year for this program.

Another course offered by the Institute of Education was for post-graduate candidates. But since the first group of six students at the University College of the Gold Coast sat for their final degree examinations in June 1951 no candidates were available for this post-graduate teacher training program until the 1951-1952 academic year. Two students registered for the post-graduate teacher training course in October 1952. In October 1953 three students registered for the same course. In October 1954 the number of candidates for the post-graduate diploma in education rose to nine.

The function of the Institute of Education for West Africa was far from being limited to the associateship and post-graduate courses. The Director of the Institute, L. J. Lewis, was liberal in offering the facilities of the Institute to the service of the community. He and his staff assisted the Government Department of Education to organize and run a number of refresher courses. In January 1951 the Assistant Director of Education for the Gold Coast organized a large scale refresher course at Ho in Togoland which was attended by 213 teachers. The "Institute of Education contributed generous assistance" in running this course.¹ During the year 1952 the British Council and the Institute of Education combined to run a

¹Gold Coast Government. Annual Report of the Education Department for the Year 1950-51. Accra: Government Printing Department, 1952, p. 37.

refresher course in Accra on the English language and its background. It should be noted, however, that the main responsibility for running refresher and other in-service courses for primary and middle school teachers during the 1950's was undertaken by the teacher training colleges and the Government Department (after 1957, Ministry of Education). The attainment of internal self-government in 1951 forced the ruling Convention People's Party (the C.P.P.), which had promised universal primary education, to open many more primary schools in and after 1952 without trained teachers. This situation created the problem of employing untrained teachers who were called pupil teachers. By 1955 there were about 10,000 such untrained teachers in the schools.¹ The emergency scheme for "training" these pupil teachers was run almost exclusively by the officials of the Government Department of Education.

The Institute of Education also assisted the Government Department of Education (and later the Ministry of Education) to prepare new syllabuses for primary and middle schools. Among the syllabuses prepared during 1952-1953 were:²

- New Primary School Syllabuses for Arithmetic and Language, both vernacular and English;
- A new syllabus for needle work in primary schools;

¹E. D. Roberts. "Emergency Teacher Training in the Gold Coast," Oversea Education, Vol. XXVIII, No. 2, July 1956, p. 76.

²Gold Coast Government. Annual Report of the Education Department for the Year 1953-54. Accra: Government Printing Department, 1956, p. 25.

An outline social studies syllabus; and

A new syllabus for hygiene and nature study in primary schools.

Other primary and middle school syllabuses which were prepared later with the assistance of the Institute of Education included those in physical education (1954), history and geography for upper primary classes (1958), art and crafts (1958) and music (1958).

The Institute of Education also lent a hand, when requested, in the planning of courses for teacher training colleges. During the year 1953 the Institute of Education assisted the colleges concerned in planning a new "Certificate A" course for students in Certificate A Teacher Training Colleges.¹

Another service which the Institute of Education undertook during the early 1950's was that of editing a quarterly publication called Gold Coast Education. After May 1955 the editorship of the journal was undertaken by officials of the Government Department of Education at Saltpond College.²

The Institute of Education also assisted in running a scheme of directed studies for tutors which was proposed by the Erzuah Committee Report³ of 1952. By January 1958, "thirty-nine

¹Gold Coast Government. Annual Report of the Education Department for the Year 1953-54. Accra: Government Printing Department, 1956, p. 37.

²After April 1957 the Journal was re-named The Ghana Teachers' Journal and continued to be edited and published by the Ministry of Education.

³See: L. J. Lewis. "Ghana Teacher Training: A Scheme of Directed Studies for Tutors," Overseas Education, Vol. XXX, No. 4, January 1959, pp. 170-171.

tutors had been registered as candidates in the scheme of directed studies. Twelve candidates had submitted exercises and their work had received approval. The exercise of one candidate was awaiting report. Two candidates had submitted exercises and had been referred and two candidates had submitted exercises which had failed to receive approval. The remaining candidates . . . were pursuing their studies and investigations.¹

The staff of the Institute of Education also got increasingly involved in developing tests for selecting personnel for the Government and commercial agencies in Ghana.²

No exhaustive listing of all the formal and informal functions undertaken by the Institute of Education of the University College of the Gold Coast (later, University College of Ghana) during the 1950's is intended in this study. No listing of such functions, however, should omit the role the Institute played in what is believed to have been the most significant development concerning teacher-training in the Gold Coast during the 1950's. This was the development in January 1958 of a central authority, the National Teacher Training Council, responsible to the Minister of Education for the professional aspects of teacher-training. In its constitution the purpose and

¹See: L. J. Lewis. "Ghana Teacher Training: A Scheme of Directed Studies for Tutors," Oversea Education, Vol. XXX, No. 4, January 1959, p. 171.

²A. Taylor. "The Development of Personnel Selection in the Institute of Education, University College of Ghana," Teacher Education, Vol. I, No. 3, February 1961, pp. 7-15.

functions of the Council were described as, "To be responsible to the Minister of Education for the coordination of all forms of teacher training under his control, with particular reference to: (a) the selection of students for teacher training, (b) the courses of study to be pursued, (c) the examinations and recommendations for the award of certificates, (d) the in-service training of qualified teachers and (e) programmes of research in education."¹

The National Teacher Training Council was organizationally constituted as follows:²

1. Principals of all Teacher Training Colleges in Ghana;
2. The Director of the Institute of Education;
3. One representative appointed by the University College of Ghana;
4. Four members of the teaching profession, appointed by council (subject to the approval of the Minister of Education);
5. Representatives of the employing bodies (not exceeding nine), appointed by the Central Advisory Committee and subject to the approval of the Minister of Education;
6. Representatives of the Ministry of Education, not exceeding four, who were non-voting members; and

¹Teacher Education, Vol. I, No. 1, May 1960. London: Oxford University Press, 1960, p. 48.

²Ibid.

7. Temporary members, not exceeding three, who were co-opted by the Council.

Between January 1958 and March 1962, "the Secretariat of the Council was situated in the offices of the Institute of Education which provided the Council's secretary."¹

The Council, which met only twice a year, delegated much of its authority to its Professional Committee. The latter Committee was composed of the following members:²

1. The Chairman of the National Teacher Training Council;
2. The Director of the Institute of Education, University College of Ghana;
3. Representatives of the Regional Conferences of Training College Principals; and
4. The Principal Education Officer for Teacher Training.

The Council and its Professional Committee maintained close contacts with individual training colleges through five regional conferences of training college principals. The Council also had an in-service training committee which was responsible for the coordination of in-service training programs for primary and middle school teachers.³

¹Ghana Ministry of Education. Education Report, 1958-1960. Accra: Government Printing Department, 1962, p. 41.

²Teacher Education, Vol. I, No. 1, May 1960. London: Oxford University Press, 1960, p. 49.

³Ibid., p. 50.

Another significant feature of the activities undertaken by the Institute of the University College of Ghana during the 1950's was that of educational research and investigation. Within the first seven years of its establishment, the Institute had already completed and published an impressive amount of work in the areas of child growth and development, development of selection procedure, methodology, history of education in British West Africa and comparative education.¹ The significance of the research program at the Institute was further reflected in the Institute's decision to set up a Child Development Research Unit in 1958. The major purpose of the unit was, "to produce material for the child study and educational psychology teaching programs in the University College Department of Education and in the Teacher Training Colleges of Ghana."² It is clear from the latter purpose of the unit that the Institute was anxious to implement the recommendation by the Elliot Commission that, "research must vitalize the training work, and the training be the testing ground of all research."³ A Ford Foundation grant of \$50,000

¹Teacher Education, Vol. I, No. 1, May 1960. London: Oxford University Press, 1960, pp. 51-53.

²Ibid., Vol. II, No. 2, November 1961, p. 56.

³Great Britain. Report of the Commission on Higher Education in West Africa. London: His Majesty's Stationery Office, June 1945, p. 84.

in 1959 greatly encouraged the Institute to launch an ambitious research program during the years 1959 and 1960. Three major and interrelated fields of research were immediately delineated.¹ The first of these fields was a psychological study of child growth and development which was based on work already undertaken by the Institute. B. I. Kaye of the Department of Education was the Coordinator of all research projects in this field. The second major field, under the charge of P. T. W. Baxter of the Department of Sociology, was related to an, "anthropological and sociological study of those social institutions which had a particular bearing on the socialization of children." The third and last major field of the research program was, "a medical study of physical growth and motor development; the incidence of diseases that affect child growth and development; routine health and hygiene practices; and the incidence and types of physical defects likely to impair normal development." Research in this field was to be under the supervision of A. M. Boyd, University College Medical officer. The Director of the Institute, A. Taylor, undertook the general responsibility for coordinating the whole program. A child development research committee was formed, under the chairmanship of Taylor, as an instrument for this coordination and as a forum for discussion and implementation of policy. Membership to this committee was comprised of all the coordinators

¹Teacher Education, Vol. II, No. 2, November 1961. London: Oxford University Press, 1961, pp. 56-58.

of the three major research fields identified above and the Director of the Institute. The Professor of Education at the University College, A. Curle, was a co-opted member of the Committee. One interesting feature of the research program undertaken by and through the Institute of Education during this period (1950-1960) was the attempt to encourage coordination of effort and of professional interest. The latter was reflected in the collaboration of members of different departments of the University College. It was also reflected in deliberate attempts to interrelate the various fields on which they focused research and investigation.

Although the Institute of Education at the University College of Ghana (later, University of Ghana) was the first of a series of other institutes of education which were established in West Africa, it did not live very long. By December 1965 it had ceased to exist when its functions were taken over by the University College of Science Education at Cape Coast.¹

The ideas and innovations that had been developed at the Institute of Education, University of Ghana, did not die, however. They were adopted and developed further by other institutes of education which were founded in the 1950's and early 1960's. Among the latter institutions was the Institute of Education, University College, Ibadan, whose programs began in October 1957 when the Institute enrolled its first eleven students. Ten of these were in the

¹According to personal interview with John Lewis.

associateship course while the remaining one student was on a one year post-graduate diploma course. From 1957 the number of students enrolled in the Ibadan Institute of Education increased steadily. By the end of the 1959-60 academic year, thirty-seven students completed the one-year associateship course and six students completed the post-graduate diploma course.¹

Kenneth Mellanby, the first Principal of the University College, throws some light on the possible reason why the University College, Ibadan, which was formally established in February 1948, took nearly ten years without an Institute of Education: "The reason for this omission was that we still followed the recommendations of the Elliot Commission, and hoped that both our college and that in the Gold Coast would have a West African context. As an Institute of Education was planned for the Gold Coast, we assumed that our graduates who wished to take a Diploma in Education would go there."²

The Director of the Institute of Education at the University College, Ibadan, was also Professor³ of Education. The activities of the Ibadan Institute of Education followed closely those undertaken by the Institute of Education at the University College of Ghana,

¹Report of Visitation to University College, Ibadan, January 1961, Ibadan. Nigeria: University Press, 1961, p. 55 (Appendix I).

²Kenneth Mellanby. The Birth of Nigeria's University. London: Methuen and Company, Ltd., 1958, p. 143.

³C. L. H. Alexander was a Reader from October 1957 to October 1960. She then became Professor of Education. See: West African Journal of Education, Vol. IV, No. 3, October 1960, Cambridge University Press, p. 108.

namely, the training of teachers and research.¹ By 1960 the Ibadan Institute of Education was the only center in Nigeria where post-graduate diploma work in education could be offered. Apart from the small post-graduate class, the Institute offered one-year courses to a larger number of non-graduate teachers. The latter courses were similar to the associateship courses which had first been developed at the Institute of Education, the University College of Ghana. Potential candidates for this associateship course were tutors in training colleges, supervisors or inspectors of groups of primary schools and heads of secondary modern schools.² Objective tests were used in selecting suitable candidates for this course. In addition to the two groups of graduates and non-graduates, the Institute of Education at Ibadan developed, from October 1960, a one-year diploma course in child study.³ This course was designed to train students who already held university qualifications in teaching in the techniques of observation, recording, and analysis and to give them ten months' field work with children in an area with whose language and culture they are familiar.⁴

In the area of research, the Ibadan Institute of Education again followed the lead and example of the work done at the Institute

¹C. L. H. Alexander. "The Institute of Education, University College, Ibadan," Teacher Education, Vol. I, No. 2, November 1960, p. 57.

²Ibid., p. 58.

³Ibid.

⁴Ibid.

of the University College of Ghana. The first Director of the Ibadan Institute of Education, Alexander wrote in November 1960, that the most ambitious piece of research to be undertaken by the Institute was, "a six-year study of the mental and physical development of Nigerian children . . . undertaken by the Institute's child psychologists working with the children's departments of the University College hospital."¹ Other aspects of research undertaken by the Ibadan Institute of Education during this early period included an investigation into Nigerian art and music; an investigation into the teaching of English and arithmetic at primary school level; a survey of science teaching throughout the country; and designing of tests for school and university entrance as well as for selecting into other government and commercial institutions.²

By 1960 none of the hundreds of the teacher training colleges in Nigeria was yet formally "linked" to the Ibadan Institute of Education. But there were beginnings of informal links between the teacher training colleges themselves and between the colleges and the Ibadan Institute of Education. In 1960 the Institute ran an in-service course in "child study and the teaching of English" for nearly 100 teacher training college tutors.³ On the 4th of November 1960, Principals of Grade II Teacher Training Colleges in the Western Region held their fourth annual meeting, at the Wesley College, Ibadan.

¹C. L. H. Alexander. "The Institute of Education, University College, Ibadan," Teacher Education, Vol. I, No. 2, November 1960, p. 59.

²Ibid.

³Ibid.

D. C. Miller of the Ibadan Institute of Education was one of the speakers. He emphasized the need for developing informal links between the Institute of Education and the teacher training colleges. He believed that in the long run, the very long run perhaps . . . all training colleges and departments of education throughout the Federation (should be) constituent colleges of this and/or some other institute of education.¹ Meantime, Miller pleaded for the development of "common undertakings" promoted and proposed by the teacher training colleges and shared with the Institute of Education. In such common undertakings Miller saw the "road towards the realization of institute and training college relationships." He went on to plead, ". . . make it possible for us to collaborate with you."²

The appointment of Andrew Taylor, who had worked closely with L. J. Lewis at the Institute of Education in Ghana during the 1950's and who had been instrumental in coordinating a scheme of research studies involving personnel of various departments of the University College as well as tutors of teacher training colleges as Director of the Ibadan Institute, enhanced the similarity of the work of the Ibadan Institute of Education with that carried out at the Institute of Education, University of Ghana. There were, however, certain important differences between Ghana and

¹Teacher Education, Vol. II, No. 1, May 1960. London: Oxford University Press, 1960, pp. 54-55.

²Ibid., p. 55.

Nigeria. Apart from differences in the geographical sizes of the two nations, the political climate in Nigeria was relatively more permissive than that in Ghana.¹ The recommendations of the Ashby Commission Report and the Addis Ababa Conference of 1961 paved the way for new developments which had important implications to teacher education programs at the Ibadan Institute of education. Both the Ashby Report and the Addis Ababa Conference underlined the great demand for secondary school teachers. It was mainly because of this demand that first degree programs with teacher education components, i.e., B.A. (Ed.) and B.Sc. (Ed.) were developed at the University College, Ibadan. The earliest group of thirty-three students for these degrees were enrolled by the Ibadan Institute of Education at the beginning of the October 1962-June 1963 academic year.²

Another innovation, which is perhaps more relevant to the thesis of this study, was the development of a special constitution for the Institute of Education. Taylor's acquaintance with the particulars of the constitution of the Ghanaian National Teacher Training Council must have been an asset in the designing of the constitution for the Ibadan Institute of Education. This constitution, which was formally approved by the University College of Ibadan as well as by the Nigerian Government, brought the Institute into a

¹See: "The Future of Teacher Education in Ghana," West African Journal of Education, Vol. VII, No. 2, June 1963, Cambridge University Press, pp. 85-86.

²Teacher Education, Vol. IV, No. 1, May 1963. London: Oxford University Press, 1963, p. 49.

special relationship with the Advanced Teacher Training Colleges of Nigeria.¹ Commenting on the nature of the latter relationship Andrew Taylor was reported to have said:

The kind of relationships we have established with these advanced teacher colleges allows them much more freedom than any other training colleges have been allowed before. We operate the system through a board of delegates consisting of the university, government and training colleges and teachers union representatives, and, through the various sub-committees, the initiative in syllabus and curriculum development comes from the training college itself. Each individual syllabus is cleared by a syllabus committee which consists of representatives of the training colleges and the appropriate academic department of the university and someone from the Institute of Education.²

Regarding the process of awarding certificates, Taylor said:

"We have, for the first time in West Africa, been able to persuade the Government that the certificates that students will obtain after three years' teacher preparation will be issued by the University and recognized by the Government."³

It might be said in concluding this section that during the first half of the 1960's the Institute of Education at Ibadan had clearly assumed the initiative and leadership in professional teacher-education in West Africa. It was no accident that the second

¹Teacher Education, Vol. IV, No. 1, May 1963. London: Oxford University Press, 1963, p. 49.

²Teacher Education, Vol. IV, No. 2, November 1963. London: Oxford University Press, 1963, p. 117.

³Ibid. This comment related to the award of certificates of students at the Advanced Teachers Colleges only. The Ibadan Institute of Education had no direct professional control of teacher preparation at the Grade II college level.

Afro-Anglo-American Program's Annual Conference in March 1962 was held at Ibadan University College.¹ The focal position assumed by the Ibadan Institute of Education during the first half of the 1960's is again reflected in the fact that it was this Institute that undertook the publication and editorship of the West African Journal of Education on the behalf of the five West African Institutes of Education and/or University Departments of Education during the 1960's.²

Collaboration in Teacher Training in Central

Africa--Rhodesia and Nyasaland

The Institute of Education at the University College of Rhodesia and Nyasaland presents unique features. Its foundation was mainly influenced by the political and social climate in the new Federation of the Central African Territories of Southern Rhodesia, Northern Rhodesia and Nyasaland. The idea of setting up an institute of education at Salisbury, Southern Rhodesia was initiated by Walter Adams, the Principal-Designate of the University College of Rhodesia and Nyasaland and the Inter-University Council for Higher Education overseas in 1955. It was believed that one immediate method of establishing inter-racial cooperation in the Federation was by means

¹See: Chapter III, Section A for further information on the work of the Afro-Anglo-American Program.

²The Journal was jointly sponsored by the Faculty of Education, University College of Sierra Leone; the Institute of Education University of Ghana (until October 1965; Harden College of Education, University of Nigeria, Nsuka; Department of Education Ahmadu Bello University; and the Institute of Education, University of Ibadan.

of bringing together Europeans and Africans in the planning and implementing of teacher training.¹ The Institute of Education was to provide services on an inter-territorial and inter-racial basis. The latter rationale influenced the Carnegie Corporation of New York to offer to finance "a five-year project for the establishment of an Institute of Education in Central Africa."² Consequently, the Institute of Education was among the earliest departments of the University College of Rhodesia and Nyasaland to be set up. Basil A. Fletcher was formally appointed the first director of the Institute in January 1956.

The importance of this appointment was perhaps best reflected in the fact that Professor Fletcher was one of the very few individuals who had been closely associated with the development of institutes of education. Not only was he one of the directors of the earliest institutes of education in the United Kingdom,³ but he was a member of the Binn's Commission which visited East and Central Africa in 1951⁴ and whose report recommended the setting up of

¹Basil A. Fletcher (ed.). A Report of the First Leverhulme Inter-Collegiate Conference Held at the University College of Rhodesia and Nyasaland, Salisbury, Southern Rhodesia: The Work of Institutes of Education in Africa. Salisbury: Edinburgh Press, September 1958, pp. 10-11.

²Ibid.

³Professor Fletcher was Director of the Bristol Institute of Education from 1947 to 1955.

⁴The other members were: Mr. A. I. Binns (Chairman), and Miss Freda H. Gwilliam.

territorial institutes of education in East and Central Africa. Professor Fletcher was also one of the delegates who played an active part in the deliberations of the Cambridge Conference of 1952 which discussed in detail the recommendations of the Binn's and Jeffery's "mission" reports.¹ Thus although the Salisbury Institute of Education emerged on the scene later than the institutes of education at the University College of the Gold Coast and at Makerere University College, its activities contained features which were several years ahead of those institutions in West Africa and East Africa. It was indeed no surprise that the first Inter-Collegiate Conference on the Work of Institutes of Education in Africa took place at the University College of Rhodesia and Nyasaland and under the chairmanship of Professor Basil Fletcher.² This Conference was the predecessor of the Annual Inter-Collegiate Conferences on Teacher Education which were sponsored by the Afro-Anglo-American Program during the 1960's. The Report of the 1958 Salisbury Conference which was compiled by Basil Fletcher reveals that within the first three years of its establishment, the Institute of Education at the University College of Rhodesia and Nyasaland³ had already embarked on a broad and active

¹G. B. Jeffery's Commission or Study Group was composed of Dr. Jeffery (Chairman), Mr. F. T. Arnold, Dr. J. Brev, and Mr. Woodhead. The Jeffery Commission made a study of educational policy and practice in West Africa.

²The dates of this Conference were 3rd September to 13th September 1958.

³This Institute of Education will hereafter be referred to as the Salisbury Institute of Education.

program. From the very beginning of the University College of Rhodesia and Nyasaland, the Department of Education had distinct functions from those of the Institute of Education. The Department of Education had its own head who was a full professor. On the other hand, the Salisbury Institute of Education carried the extra responsibility, during its first half decade for work that would normally fall under the Department of Extra-Mural Studies.¹ The extra-mural and intra-mural activities of the Salisbury Institute of Education were facilitated by the fact that Professor Fletcher was also the Vice-Principal of the University College. What then were the main features of the Salisbury Institute of Education?

There was, firstly, the coordination work. This had two distinct aspects. There was the need for the Institute to bridge the gap between African school education--which was a responsibility of the territorial governments--and European education at all levels plus African higher education--which was the exclusive responsibility of the Federal Government. The other aspect of coordination related to the various levels and types of teacher training programs follows. There was, for example, a need to coordinate the separate teacher education programs for primary, technical and secondary school teachers.

¹Basil A. Fletcher. The Building of a University in Central Africa: An Inaugural Lecture Delivered at Leeds University on 19th March 1962. Leeds: University Press, 1962, p. 14.

Secondly, the Salisbury Institute of Education, like the other institutes of education during this early period placed much emphasis on research work. It was agreed as early as 1956 that the Rhodes Livingstone Institute, the Department of Education of the University College and the Salisbury Institute of Education focus their research activities on different broad projects. A project under the title "The School as an Instrument of Social and Cultural Change" was to be undertaken by the Rhodes Livingstone Institute; another project entitled, "Race Attitudes in Central Africa," was to be undertaken by the Department of Education; the Salisbury Institute of Education was to be responsible for two projects: "A Study of the Teaching of English as a Second Language," and, "A Study of the Problems Posed by the Early Development of Technical Education in the Federation of Central Africa."¹ In planning and carrying out its research program the Salisbury Institute of Education got itself involved into unique collaborative ventures with a variety of other interested bodies and organizations. The Salisbury Institute was fortunate to secure the services of two able research workers between 1957 and 1961 who concentrated on the Study of the Teaching of English as a Second Language. The first of these research workers was Franklin Parker who had come from the University of Texas. During 1958 he carried out a "careful and systematic inquiry into the teaching of English

¹Basil A. Fletcher. The Work of an Institute of Education in Central Africa. Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, n.d., p. 27.

in African Schools in all three territories of the Federation."¹ He tested out his findings on the best thinkers in the field whom he brought together at a conference. When Parker returned to the United States the Institute secured the services of a Mary Gordon, one of Her Majesty's inspectors with special experience in this field, for a period of two years. Both Parker and Gordon published their research studies.²

The Institute's research in relation to the development of technical education offered more opportunities for collaborative work. A. F. Rouse was appointed a Senior Research Fellow in 1957 to carry out an inquiry into labor productivity and the acquisition of and retention of industrial skills.³ Rouse's extensive investigations resulted in the publication of a research paper of the Salisbury Institute of Education entitled, "The Acquisition and Retention of Industrial Skills in Central Africa."⁴ On the invitation of the Rhodesia Selection Trust Group of Mines on the Copperbelt, B. A. Fletcher and S. H. Irvine carried out surveys of aspirations and needs

¹Basil A. Fletcher. The Work of an Institute of Education in Central Africa. Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, n.d., p. 28.

²Ibid., pp. 29-30.

³Ibid., p. 31.

⁴Ibid.

of African education on the copperbelt. Fletcher's report on "African Education on the Copperbelt," formed the basis of discussions between the copper mining companies and the Ministry of African Education in Northern Rhodesia. These discussions led to the formation of the Northern Rhodesia Educational Trust designed to implement agreed proposals for an accelerated program of educational advance in the urban areas of the Western Province of Northern Rhodesia. The Trust was representative of the copper mining companies, the Government of Northern Rhodesia and the University College of Rhodesia and Nyasaland. In his inaugural lecture at the University of Leeds in 1962, Fletcher referred to the setting up of this tripartite body to provide educational facilities in large urban areas as a unique experience not only in Central Africa but, "in the history of the development of institutes anywhere."¹ It should be noted, however, that instances of collaboration in research, though not involving representatives of a government department of education or members of copper mining companies, had taken place earlier at the Gold Coast University College Institute of Education involving members of various departments of the University College.

What was perhaps more unique was the Salisbury Institute's scheme which involved the University College of Rhodesia and Nyasaland, and the four governments of the Federation in the Examination

¹Basil A. Fletcher. The Building of a University in Central Africa: An Inaugural Lecture Delivered at Leeds University on 19th March 1962. Leeds: University Press, 1962, p. 12.

and Certification of Training College Students by 1956-1957.¹ Prior to 1955 the Federation met its need of teachers for European schools by direct recruitment from Great Britain and the Union of South Africa. In 1955 the first European Teachers' College was open at Heany, Bulawayo for the preparation of kindergarten, primary, and junior secondary school teachers in the Federation.² Heany Teachers' College was the first college in the Federation to admit post-secondary school candidates for teacher training.³ The Salisbury Institute of Education prepared a proposal for a scheme of examination in March 1956. This proposal was submitted to both the Academic Board of the University College and the newly formed Federal Inter-Departmental Liaison Committee of Education⁴ for discussion. These proposals formed the basis for a scheme of examination and certification for candidates at post-secondary school teachers' colleges. According to this scheme of examination and certification there was to be a Board of Examiners consisting of the Director of the Salisbury

¹Basil A. Fletcher. The Work of an Institute of Education in Central Africa. Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, n.d., p. 13.

²Basil A. Fletcher. The Background of Educational Development in the Federation. Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, 1959, p. 10.

³In 1956 the Department of Education of the University College of Rhodesia and Nyasaland began a one-year post-graduate teacher training program for both Europeans and Africans intending to teach in senior secondary schools.

⁴This Liaison Committee represented the four governments in the Federation, i.e., the three Territorial Governments of Southern Rhodesia, Northern Rhodesia and Nyasaland and the Federal Government.

Institute of Education, a representative of the Federal Ministry of Education, two External Examiners appointed by the Board and representatives of the Internal Examiners.

The Board of Examiners approved the syllabuses to be used by the colleges. The Board also approved of the scheme of examination for the colleges. It was also the Board's duty to prescribe, in agreement with the Federal Ministry of Education, the entrance requirements for the examination.¹

The staffs of the training colleges were fully involved in the internal examination of the candidates. They prepared assessment records and mark sheets for final year students registered for the Board Examination. To ensure that standards were maintained, the external examiners were expected to, "scrutinize a representative sample of the written work of candidates and adjudge of the general standard of assessment of teaching practice. They have power to modify the general standards of marking."² According to the examination scheme one external examiner was to be selected from within the Federation and would visit the college(s) at least once a year. The other external examiner was to be selected from without the Federation and would visit the college(s) at least once during his three-year

¹Basil A. Fletcher. The Work of an Institute of Education in Central Africa. Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, n.d., p. 24.

²Federation of Rhodesia and Nyasaland. Annual Report on Education for the Year 1957, p. 23.

term of office.¹ After the assessment records and mark sheets, prepared by the colleges, were fully scrutinized and, if necessary, modified by the external examiners, they were submitted to the Board of Examiners. The Board then recommended to the Academic Board of the University College that a teacher's certificate should be awarded to each of the successful students. This certificate would carry the signatures of the Principal and Registrar of the University College. The academic Board of the University College would then recommend to the Federal Ministry of Education that the successful students be awarded a "qualified teacher status."² This scheme of examination and certification commenced in 1956 with some sixty European students who were enrolled for a two-year teacher training course at the Heavy Training College, Bulawayo. Later, the scheme was applied to African candidates at Umtali, Domasi and Chalimbana post-secondary school teacher training colleges.³

Another significant feature of the Salisbury Institute of Education which had had, and was likely to continue to have, important

¹Federation of Rhodesia and Nyasaland. Annual Report on Education for the Year 1957, p. 23. In 1957 the two external examiners were Professor H. J. Rousseau of the University College of Rhodesia and Nyasaland and Professor A. V. Judges from King's College, London.

²Basil A. Fletcher. The Work of an Institute of Education in Central Africa, Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, n.d., p. 24.

³Ibid., p. 13. (N.B. The first training college for African teachers involved in the Board of Examiners scheme of examination and certification presented its first candidates for the 1959 examinations.)

organizational implications was in the proposal to link all teacher training institutions in the Federation with the Salisbury Institute of Education through central colleges. Fletcher explained this coordinating function of the Institute of Education as follows:

An Institute of Education in Southern Rhodesia--a territory approximately three times the size of England--can with difficulty be the focus of the work of the training colleges there; but the task of being a focus and coordinating center for Northern Rhodesia which is much larger, and Nyasaland which is not much smaller, can obviously only be a reality if links are created with a few of the larger colleges in those two territories. If the coordinating function of the Institute is to be discharged it will probably best be done by linking it with one or two central colleges in Northern Rhodesia and a central college in Nyasaland, these two central colleges in turn discharging the three tasks of coordination, research and inservice training in their respective territories.¹

By 1958 the idea of a "central college" was far from being new. The Cambridge Conference of 1952 had recommended that, "the best immediate means of raising the general standard of teaching would be for every territory to have one training college which is staffed and equipped on an extra generous scale so as to have facilities for research and to be a guide and a help to other colleges."² In Uganda, the deBunsen Committee Report of 1953 recommended the establishment by the Government of a "Central Teacher Training College, adequately but not lavishly financed, which could set a standard to other colleges,

¹Basil A. Fletcher. The Work of an Institute of Education in Central Africa. Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, n.d., p. 22.

²Ibid., p. 23.

test new teaching methods, apparatus and syllabuses and be the center of the organization of teacher-training for both men and women throughout the Protectorate."¹ What was new with the idea of central colleges, as proposed by the Salisbury Institute of Education, was in the way the central colleges were to be associated with the Federal Institute of Education as well as in the way the central college(s) in each of the individual territories were to be linked with the other teacher training colleges in their respective territories. By September 1959 there were some forty-four teacher training colleges training African teachers in the Southern Rhodesia.² In Northern Rhodesia there were sixteen teacher training colleges and in Nyasaland there were nine teacher training colleges.³ Thus the idea of the central colleges as planned by the Salisbury Institute of Education was to establish collaboration between the University College and the Training Colleges on an academic basis.⁴ This collaboration was to be at two different levels. The first level of institute

¹Uganda Protectorate. African Education in Uganda. Entebbe: Government Printer, 1953, p. 24.

²On top of these, there was the Heavy Teachers' College at Bulawayo for European students of post-senior secondary standard.

³Basil A. Fletcher. The Background of Educational Development in the Federation. Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, 1959, p. 11.

⁴Basil A. Fletcher. The Work of an Institute of Education in Central Africa. Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, n.d., p. 30.

collaboration was to be limited to only the central colleges. The latter would be "undertaking courses of high quality."¹ The original plan, based on discussions Professor Fletcher had with officials of the three territorial governments² was to set up one central college in Nyasaland, two central colleges in Northern Rhodesia and two central colleges in Southern Rhodesia. There would thus be some five central colleges in the Federation. These central colleges would become "associated colleges" of the Salisbury Institute of Education. As "associated colleges" the central colleges would be subjected to the regulations of the Board of Examiners.³ The central colleges would, in turn, act as "decentralized organs of the Federal Institute of Education."⁴ In this capacity the central colleges would discharge, "the three tasks of coordination, research and inservice training in their respective territories."⁵ In a later publication,

¹These central colleges would offer teacher training courses at the post-senior secondary school level--whereas most of the other teacher training colleges would admit students with less academic standards.

²I.e., the governments of Nyasaland, Northern Rhodesia and Southern Rhodesia.

³The original plans for such reorganization of territorial teacher training colleges under central colleges suffered certain setbacks. The decline in the revenues of Northern Rhodesia led to deferment of the initial plan to reorganize its sixteen colleges into only four which would be round a central college at Chalimbana. (See: Basil A. Fletcher. The Work of an Institute of Education in Central Africa. Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, n.d., p. 38.

⁴Basil A. Fletcher. The Work of an Institute of Education in Central Africa. Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, n.d., p. 23.

⁵Ibid., p. 22.

A. Milton endorsed the latter view of the relationship between an institute of education and its associated central college. He says, "It is a logical development of institute work, in countries as vast as these, that central colleges should incorporate some of the functions of the institute itself, and should be staffed to make this possible."¹

Another interesting development at the Salisbury Institute of Education, which is closely related to the professional relationship between the Institute and all the other teacher training colleges in the Federation, was in the establishment of a "working party" on the training of teachers. This working party consisted of ten members: "the principals of five government training colleges, and of an Anglican, a Methodist and a Catholic college, together with the Head of the Department of Education of the University College at Salisbury."² Members of this working party consulted from time to time. Their deliberations were made available to the teacher training colleges in the Federation. The deliberations of the working party were often published as papers of the Salisbury Institute of Education and became

¹A. Milton. "The Relationship of An Institute of Education to Ministries of Education and to Training Colleges." Teacher Education, Vol. IV, No. 3, February 1964, p. 196.

²Basil A. Fletcher. The Work of an Institute of Education in Central Africa. Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, n.d., p. 22.

the focus of discussion at the Conferences of Principals of Teacher Training Colleges.¹

In June 1962 the University College of Rhodesia and Nyasaland created a new Faculty of Education to coordinate the work of the Department of Education, the Institute of Education and the Institute of Adult Education.² Principals of the Associate Colleges of the Institute were allowed to become members of the faculty.³

Before concluding this section, it is worth noting two phenomena which appear to have significant implications for the East African situation. Firstly, there is the functioning of an inter-territorial Institute of Education and secondly, there is the relationship of an Institute of Education with the Faculty of Education in East and Central Africa. In the case of Central Africa, the Salisbury Institute of Education took the initiative in encouraging the establishment of central colleges as its associate colleges. Although Makerere College was the University College of East Africa throughout the 1950's, no similar initiative appears to have been taken by the Makerere Institute of Education. There was no system

¹Basil A. Fletcher. The Work of an Institute of Education in Central Africa. Rhodesia and Nyasaland: University College of Rhodesia and Nyasaland, n.d., p. 25.

²The Institute of Adult Education had been established in October 1961. Between 1956 and 1961 the Institute of Education was responsible for extra-mural functions that would normally fall under the jurisdiction of an Institute of Adult Education.

³See: Teacher Education, Vol. III, No. 2, November 1962. London: Oxford University Press, 1962, pp. 140-141; and Vol. IV, No. 1, pp. 55-56.

directly associated with the University College of East Africa to coordinate all teacher training institutions in the East African territories or of providing opportunity to a few relatively advanced colleges to become the associate members of the Institute of Education. In the section entitled, "Collaboration in Teacher Training in East Africa--Uganda, Tanganyika and Kenya," of this chapter we shall discuss proposals for the development of teacher training organizations in Uganda, Tanganyika and Kenya. But the initiative for such developments did not directly come from the Makerere Institute of Education or from the University College of East Africa at Makerere.

Another interesting area of comparison was in the relation of the Institute of Education and the Faculty of Education in East and Central Africa. The Salisbury Institute of Education was organizationally a separate unit from the University College Department of Education. After 1961 the Institute of Adult Education also became an independent unit organizationally. The creation of the Faculty of Education in June 1962 brought the three units at Salisbury under a single organizational unit. In the case of the University College of East Africa, the Institute of Education and the Department of Education were one and the same establishment from the very beginning. When the Department/Institute of Education was later up-graded to the status of a Faculty of Education the functions of the Department of Education were decentralized by the establishment of three units, the Department of Education, the Department of Psychology and the Department of Languages. Each of these departments was to have its

own head. No separate department was, however, deemed necessary for the functions of the Institute of Education. The head of the Education Department in the reorganized set-up continued to bear responsibility for programs associated with the Institute of Education and to wear the title of Director of Education alongside his other title of Professor of Education.

Collaboration in Teacher Training in East

Africa--Uganda, Tanganyika and Kenya

This section describes and analyzes two different approaches to the question of collaboration in teacher training. There is firstly a description of the work of the Institute of Education at Makerere College, the University College of East Africa. This was essentially an East African teacher training institution which focused its resources mainly to the professional training of teachers for secondary schools. In spite of its name, this institution was never modelled on the British Institutes of Education and had no formal links with either the Government Departments (later Ministries) of Education or the Teacher Training Colleges in the three main East African territories. The Institute, however, collaborated informally with these Government Departments and/or Ministries of Education and with teacher training colleges and public schools in planning and running in-service courses for teachers and teacher trainers.

In contrast to the work of the Institute of Education at Makerere during the 1950's and early 1960's are descriptions of the

structure and work of three teacher training organizations which were set up by the Government Departments of Education in Uganda, Tanganyika and Kenya respectively as responses to the recommendations of the Binn's Commission of 1951 and the Cambridge Education Conference of 1952 that there should be established territorial institutes of education.

Institute of Education at Makerere College,
the University College of East Africa

Makerere Hill has been associated with teacher education since 1927 when the newly established Government Department of Education set up a Makerere Normal School. Although there were already in existence other normal schools run by the Catholic and Protestant missions, the Makerere Normal School was the first government teacher training center in Uganda. The annual output of teachers from this Makerere Normal School was usually small. "In 1934 the output of teachers for Uganda from the College was only six. In 1944 the number remained the same."¹

Until 1944 it had been a requirement that full primary schools should be headed by Makerere trained teachers or by other persons holding comparable qualifications.² This means that the initial

¹Uganda Protectorate. Report of the Conference on Primary Teacher Training, August 23rd and August 24th, 1944. Entebbe: Government Printer, 1945, p. 2.

²Ibid.

purpose of the Makerere teacher training program was to prepare head teachers for full primary schools. On the recommendations of the de la Warr Commission in 1937, a Makerere College ordinance was enacted in 1938 severing the College's connection with the Uganda Protectorate Government Department of Education and creating Makerere College into a "Higher College with an autonomous governing body and independent finance."¹

This change of status forced Makerere College to reconsider its policy regarding its teacher training department. By 1944 Makerere "had made it clear that it was not concerned with the training of teachers for primary schools."² The College instead focused its attention on the training of teachers for secondary schools.³ Thus by the early 1940's there was already established a clear division of labor between Makerere College and the Government Department of Education. Makerere College undertook the role of training teachers for secondary schools whereas the Government Department of Education assumed responsibility for the training of primary and junior secondary teachers.⁴

¹Uganda Protectorate. Annual Report of the Education Department for the Year Ending December 31, 1949. Entebbe: Government Printer, 1949, p. 2.

²Uganda Protectorate. Report of the Conference on Primary Teacher Training, August 23rd and August 24th, 1944. Entebbe: Government Printer, 1945, p. 2.

³Ibid.

⁴Ibid. (The majority of primary teachers were trained in mission teacher training centers which received government financial grants.)

This division of labor was maintained after Makerere College became a university college of East Africa in special relationship with London University in November 1949. The annual report of the Government Education Department for the year ending December 31, 1948 reveals for the first time that Bernard de Bunsen had been appointed during the year, "to organize an institute of education and to recruit adequate staff to assist him."¹ The Report goes on to say: "It is intended that the new Institute of Education shall not merely be a teacher training department, but shall be East Africa's first center of educational research."² This made the Makerere Institute of Education, under its earlier phase, the oldest institute of education in sub-Saharan Africa. But the effectiveness of this Institute of Education was greatly handicapped by both the lack of adequate staff and the fact that the functions of the Education Department of the University College were never clearly distinguished from those of the Institute of Education. It appears in fact as if many people used the term "Institute of Education" as a synonym for 'Education Department at a university college.' There were only four members of staff for the College Department of Education by 1952 and their time was almost wholly taken up by their pre-service work with students on

¹Uganda Protectorate. Annual Report of the Education Department for the Year Ending December 31, 1948. Entebbe: Government Printer, 1950, p. 5.

²Ibid.

a one-year¹ non-graduate diploma course. No special member of the College Department of Education² was set aside to plan and coordinate programs associated with the Institute of Education. From 1954 the commitments of the staff of the faculty of education were further tightened by additional responsibilities related to the one-year pre-service program for post-graduate students.³

There were, however, both external and internal pressures which encouraged members of the Faculty of Education not to wholly neglect services normally associated with the Institute of Education work than with those of a mere university college department of education. It has already been noted above how the Binns' study group of 1951 and the Cambridge Conference on African Education (July 1952) recommended the setting up of territorial institutes of education in British colonies in Africa. This recommendation was among the items discussed by a local committee which the Protectorate Government set up in March 1952 to report on African education in Uganda and whose chairman was Bernard (later Sir Bernard) de Bunsen, then the Principal of Makerere University College. The de Bunsen Committee Report said: "We considered the proposal made by the Binns'

¹After December 1951 the professional course for non-graduate diploma candidates was extended to two years.

²The Education Department became a "Faculty of Education" in 1952. This created more administrative commitments to the Professor of Education who was also expected to direct the programs associated with the Institute of Education.

³Five graduates were enrolled in the Faculty of Education diploma course in 1954.

Commission that a Uganda Institute of Education should be set up; but we do not feel that the Protectorate is ready for an Institute on the English pattern."¹

The de Bunsen Report goes on to explain how their committee had also considered the possibility, "that an East African Institute of Education might be developed out of the Faculty of Education at Makerere College."² ". . . Such an institute," the Report goes on to explain, "would be a coordinating body and the center of educational research for all territories in East Africa."³ The de Bunsen Report did, however, recommend the setting up of a Government Central College for teacher training in Uganda which would be a constituent member of the East African Institute of Education. The Uganda Protectorate government reacted positively to this particular recommendation of the Committee and practical steps were taken to set up a Government Central College at Kyambogo which the Government Education Department hoped would be "the germ of an institute of education" for Uganda.⁴ But although a new Government Teacher Training College was built at Kyambogo, it never developed into a

¹Uganda Protectorate. African Education in Uganda. Entebbe: Government Printer, 1953, p. 25.

²Ibid.

³Ibid. The de Bunsen Report recommended setting up a Government Central College.

⁴Uganda Protectorate. Annual Report of the Education Department for the Year Ending December 31, 1952. Entebbe: Government Printer, 1953, p. 53.

central college. The pressing demand for increased output of junior secondary teachers by 1955 coupled by a serious lack of development funds during the second half of the 1950's forced the Government Education Department to use the facilities at Kyambogo for training junior secondary teachers and to shelve the idea of setting up a Government central teacher training college.¹

Thus neither the de Bunsen Committee nor the Uganda Government Department of Education was ready in the 1950's for a National Institute of Education as recommended by the Binns' study group and the Cambridge Conference. What was perhaps more unfortunate was that the de Bunsen Committee which had more or less endorsed the maintenance of the already existing East African Institute of Education under the patronage of the Makerere College Faculty of Education, did not suggest how the Institute could best coordinate teacher training colleges on an East African level and/or how its research program would be organized. The Makerere College Faculty of Education was therefore given no option but to continue making the best use of its staff for institute work during college and school vacations and during weekends. This was no easy task, especially when one considers the geographical distribution of teacher education institutions in the East African territories.²

¹ Kyambogo College was originally planned to serve as a modest institute which would be of service to other colleges and would take a leading part in such matters as the production of syllabus and textbooks. It was also intended that it would cover the whole range of primary teacher training.

² These included Uganda, Kenya, Tanganyika and Zanzibar.

In spite of such limitations of personnel and facilities, the staff of the Makerere Faculty of Education planned and carried out an ambitious program of "in-service courses for all the main secondary school subjects, during school and college vacations."¹ Residential in-service courses lasting some two weeks were organized on an annual basis during the school Christmas holidays. Each of such courses would be attended by eighty to 100 teachers² drawn from secondary schools in the four East African territories. Apart from these long residential courses, the Faculty/Institute staff offered occasional weekend conferences and courses for teachers. Most of the weekend conferences and courses and practically all the December/January residential courses used to be mounted at Makerere University College itself. They were run by the combined staff selected from various departments and faculties of the University College. Sometimes officials of the Government Departments of Education were called upon to assist in running these courses and conferences.³

The organizational structure and functions of the Makerere Institute of Education during the second half of the 1950's and the early part of the 1960's were greatly influenced by two main events. These were (a) the emerging policy on higher education in East Africa

¹E. Lucas. "The Faculty and Institute of Education in the University College of East Africa," Teacher Education, Vol. I, No. 2, November 1960, p. 51.

²Ibid., p. 55.

³Ibid.

and, (b) the "Advisory Report on the Development of the Faculty and Institute of Education, Makerere College" by Brian Stanley.

Until 1954 Makerere College was the only higher education institution in East Africa. It was supported by the Governments of Kenya, Tanganyika and Uganda under an arrangement which secured to each of the three territories a certain proportion of the vacancies at the College at the beginning of each academic year.¹ In April 1954 an Act of the East Africa High Commission established the Royal Technical College of East Africa in Nairobi. Although this technical institution was not yet recognized as a university college, it was authorized to set up higher studies departments. This raised the question of how higher education facilities should be developed in the East African territories. This need for the re-examination of the then existing blueprint for higher education in East Africa led to the appointment of a Working Party on Higher Education in East Africa in July 1955. The terms of reference for the working party, whose leader was Sir Alexander Carr-Saunders, were:

1. To bring under review the existing provision for all post-secondary education in East Africa taking note of the plans in view for the development of the existing higher education institutions;
2. To bring under review the estimated requirements of higher education in East Africa for the next ten years;

¹Uganda Protectorate. Higher Education in East Africa.
Entebbe: Government Printer, 1958, p. 41.

3. Having regard to the probable financial resources of the next decade, to make recommendations arising out of paragraphs one and two.¹

In their survey of the requirements of higher education in East Africa during the next decade, the Working Party emphasized the view that the three governments must continue to regard the planning of university facilities as a joint responsibility. "We wish to emphasize with all the strength at our command that the provision of university education in East Africa should continue to be the concern of the three territories acting together. The time has not yet come when each of the three territories could support its own university institution"² The Working Party went on to explain that before embarking on plans for other university institutions it was vital that the three East African territories ensured first that Makerere College, the University College of East Africa, was adequately developed. In the view of the Working Party, "it would be the height of folly to cripple the development of Makerere College by the division of funds, now needed to build up that College, to the foundation of new institutions for which financial support would be inadequate."³

¹Uganda Protectorate. Higher Education in East Africa. Entebbe: Government Printer, 1958, p. 22.

²Ibid., p. 49.

³Ibid.

Thus although the Working Party recognized the need for the development of the Royal Technical College as a second inter-territorial university college for East Africa¹ and, at a later stage, for the development of a third university college in Tanganyika, they were emphatic in their view that there should be no unnecessary duplication of facilities at any of the East African university institutions.

A White Paper which was jointly issued by the Governments of Kenya, Tanganyika, Uganda and Zanzibar endorsed the Working Party's recommendation that the planning of university facilities should be their joint responsibility. Consequently, the four governments outlined a plan within which the development of higher education institutions could take place. They held that, "all recognized institutions of university college status in East Africa should be closely associated."² They further held that such an association could be put on a formal basis by developing each of the university colleges as a constituent unit of "a single university of East Africa."³

In order to achieve maximum economy, the East African Governments agreed that each of the colleges of the future East African University should specialize in subjects most appropriate to it.

¹Uganda Protectorate. Higher Education in East Africa. Entebbe: Government Printer, 1958, p. 50.

²Ibid., p. 5.

³Ibid.

Thus whereas each of the university colleges could have faculties of Arts and Science, the expensive professional schools, e.g., of Medicine, Law, Engineering, Education . . . would "not be duplicated at the different colleges until the East African demand justified such duplication."¹

It was under this climate of organizational thinking that the organizational structure of the Makerere Institute of Education was conceived during the second half of the 1950's and early part of the 1960's. The emphasis was on the role of the Institute as an East African institution rather than as a Ugandan institution.

This climate of organizational thinking is clearly reflected in the proposals made by Brian Stanley, a visiting professor from Durham University, who was the external examiner of final year diploma of education students at the Makerere Faculty of Education in February and March 1958. As Stanley's proposals in his Advisory Report on the Development of the Faculty and Institute of Education, Makerere College, acted as the guiding light of Makerere Institute activities during the next four or five years, there is justification in examining them in some detail.

Stanley endorsed the views of the de Bunsen Committee that Uganda was not yet ready for a territorial institute of education as proposed by the Binns' Commission. Stanley cited the fact that the

¹The Report of the Second "Working Party on Higher Education in East Africa," published in November 1958, clearly identifies the specific professional faculties that would be associated with each of the three constituent colleges of the proposed University of East Africa.

East African territories had taken the initiative in setting up some form of teacher training organizations¹ whereby trainers of teachers assumed corporate responsibility for developing syllabuses and maintaining professional standards. Stanley believed that the emerging system of organizing teacher training programs should be encouraged and supported. It was his belief that, "It was important that trainers of teachers should feel responsible for their own work."²

Stanley recommended that there should be a link between Makerere College, the University College of East Africa, and the territorial teacher training organizations. He suggested that Makerere College should be prepared to show confidence in the teacher training organizations if they appoint [executive] secretaries who are responsible to the organizations rather than to the Government Department of Education. Stanley further suggested that such confidence could be demonstrated by appointment of these secretaries as honorary readers of the Faculties of Education and therefore as members of the Board of the Faculty of Education. Stanley suggested further that the Makerere College Academic Board should be willing to nominate, if

¹Each of the three main East African territories had set up its own teacher training organization. I.e., the Teacher Training Committee of Uganda; two teacher training delegacies of Kenya and the Teacher Training Advisory Board of Tanganyika.

²Brian Stanley. "Advisory Report on the Development of the Faculty and Institute of Education, Makerere College," April 4, 1958, p. 7. Unpublished.

asked, three or four of its senior members¹ to the governing bodies or councils of the Teacher Training Organizations.

Stanley suggested that Makerere College might allow members of the Faculty of Education to "serve on joint syllabus and examining panels with inspectors and training college people, if they were asked."²

Apart from the above ways in which Makerere College could cooperate with territorial teacher training organizations, Stanley suggested that the Makerere Faculty of Education should proceed to develop its "Institute of Education" programs. He claimed that the basic function of such an "institute" would be, "research and courses of further training for teachers and [teacher] trainers."³ In order that the research work of the Institute might not be too divorced from the practical realities of the classroom, Stanley proposed that teachers and other educationists should keep in touch, mainly by mainly by conferences and through a quarterly report on current educational research. Stanley also suggested that, "There be meetings twice a year of chief inspectors, executive officers of teacher

¹These would not necessarily be members of the Faculty of Education. Stanley suggests that suitable candidates might be former Deans of Faculties.

²Brian Stanley. "Advisory Report on the Development of the Faculty and Institute of Education, Makerere College," April 4, 1958, p. 9. Unpublished.

³Ibid.

training organizations and representatives of the Institutes of Education."¹

For an effective development of its research program the Institute of Education would need a staff of some three members. Stanley insisted, however, that there should be no different staff for institute work and for Faculty of Education work. For Stanley, "The Institute should embrace the activities of the Faculty . . . as well as those of the Institute,"² and he endorsed the then existing set-up that, "the head of the Institute should be Professor Lucas³ and that the program of the Institute should come under him and under the Board of the Faculty."⁴

It is thus clear that for Stanley the idea of an "Institute of Education" was nothing more than an extended teaching and research unit of the Faculty of Education.

The opening of the new building for the Faculty/Institute of Education in September 1958 enabled the Makerere Institute of Education to implement Stanley's proposals. The new building, which was built with funds from the Muffield Foundation and contained a large

¹Brian Stanley. "Advisory Report on the Development of the Faculty and Institute of Education, Makerere College," April 4, 1958, p. 10. Unpublished.

²Ibid., p. 13.

³Eric Lucas was both Head of the Faculty of Education as well as Head of the Institute of Education.

⁴Brian Stanley. Op. cit., p. 13.

"lecture theatre, rooms for child study and a research scheme,"¹ had ideal facilities for an Institute whose main focus was research and running of in-service courses for secondary school teachers and teacher training tutors. In an article to the November 1960 issue of Teacher Education, Lucas described some of the research projects that were conducted at the Institute of Education. He said: "The new Institute of Education building, completed in 1958 and situated close to the demonstration school, includes a center for the study of child development. Its facilities include a nursery school and playground where a group of twenty African children recruited at three years of age and attending daily over a period of three years are under observation. There is also a testing room, and both can be used for observation and training purposes from a concealed gallery."²

Lucas reiterated in this article the view that an "Institute of Education in the English sense of a group of training colleges associated with the university had not yet come into being."³ He went on to explain that, "any attempt to force on East Africa an institute of education on the English pattern would have been folly

¹ Margaret Macpherson. They Built for the Future: A Chronical of Makerere University College. Cambridge: Cambridge University Press, 1964, p. 111.

² Eric Lucas. "The Faculty and Institute of Education in the University College of East Africa," Teacher Education, Vol. I, No. 2, November 1960, p. 54.

³ Ibid., p. 56.

and invited friction and failure. It is of the utmost importance that African countries should develop their own institutions to fit their own needs."¹

The year 1961 saw beginnings of a significant change in the climate of thought regarding the idea of developing a Ugandan Institute of Education. During the years 1955 to 1960 Uganda had a Ministry of Education which was physically divorced from the Department of Education. There was no Ministry which was solely and exclusively responsible for education until 1961.² It was also during this year that officials of the Ministry of Education and those of the Department of Education were physically merged into the parliamentary building. These organizational changes within the Ministry of Education during 1961 included the retirement of four top-most officials of the Department of Education who were largely responsible for the determination of educational policy during the 1950's.³ These organizational changes offered an important opportunity for fresh thinking about a national institute of education which was hardly possible during the 1950's.

¹Eric Lucas. "The Faculty and Institute of Education in the University College of East Africa," Teacher Education, Vol. I, No. 2, November 1960.

²Firstly, education was under the Portfolio of the Minister of Social Services, then it became the responsibility of the Minister of Education, Labor and Information and later the Minister of Education was also Minister of Labor.

³The officials who retired in 1961 included the Director of Education, the two Deputy Directors of Education, and one of the three Assistant Directors of Education.

It was again in 1961 that Makerere College acted as host to the first Afro-Anglo-American (AAA) Conference.¹ Apart from the eight official representatives of the AAA Program, the Conference was attended by representatives of the Departments of Education in Uganda, Kenya, Tanganyika and Zanzibar; by Principals of training colleges in these territories; by staff members of the Makerere Department of Education; and by other interested persons."² Among the current developments that were highlighted at that Conference was the idea of developing, "formal relationships between university institutes and neighboring training colleges, according to the British pattern."³

The first significant expression of the changing climate of thought in Uganda regarding the idea of a National Institute of Education was from the Principal of Makerere College, Sir Bernard de Bunsen. In his introductory remarks to the 1961-1962 issue of Makerere University College Report, Sir Bernard said: "The burden of responsibility and work now on the shoulders of our Faculty (of Education) and Institute (of Education) have grown to a point where some urgent strengthening is necessary. My own belief is that the first step towards a solution must be the creation in the very near

¹From the 3rd to the 8th of April 1961 official representatives of some eight institutions of higher education in Africa, the United Kingdom and the United States met at Makerere College.

²Karl W. Bigelow. "AAA Director's Notes," Teacher Education, Vol. II, No. 2, November 1961, p. 51.

³Ibid.

future of a separate Directorship for the Institute of Education on which ever-increasing demands are being made"1 Sir Bernard went on to comment: "Doubtless the other two university colleges will also wish in due course to promote institutes of education related to the systems of Kenya and Tanganyika. It would, I believe, be a natural development for our own Institute at Makerere to focus its special attention on the problems of Uganda and relate itself to the other training institutions and schools of this country in particular."<2

It was, however, the Uganda Education Commission of 1963, popularly referred to as the Castle Commission, after the name of the Commission's Chairman, E. B. Castle, which gave an unequivocal support for the immediate establishment of a National Institute of Education. The Commission's Report says: "In 1952 the de Bunsen Committee expressed the hope that an Institute of Education on the English model, centered on Makerere, would some day be established. We think the time is now ripe for the foundation of this institute."<3 Later, the Report goes on to explain that the proposed Institute of Education would, "involve the cooperative efforts of the central and

¹Makerere University College. College Report for the Year 1961/1962. Kampala: Makerere University College, 1962, p. 2.

²Ibid.

³Uganda Protectorate. Education in Uganda: The Report of the Uganda Commission. Entebbe: Government Printer, 1963, p. 52.

local governments, Makerere University College, the Inspectorate, the Voluntary Agencies, training colleges and the teaching profession."¹

The Uganda Teacher Training Committees

The recommendation by the Binns' Commission and the Cambridge Education Conference for setting up of territorial institutes of education received immediate response in Uganda. The de Bunsen Committee discussed the proposal and came to the conclusion that it was rather premature to establish a territorial institute of education in Uganda. The Committee instead proposed the establishment of a "Permanent Committee on Teacher Training,"² to carry out many of the functions that a territorial institute of education would have carried out. The idea of a permanent committee on teacher training was further elaborated at a Conference of Principals of Teacher Training Colleges held at Makerere College from Tuesday, 9th December to Thursday, 11th December 1952. The Superintendent of Teacher Training, J. T. Gleave and the Deputy Director of Education, C. R. V. Ball, were active members of the de Bunsen Committee. These two senior officials of the Education Department were the main organizers of the Conference for the Principals of Training Colleges. In a session chaired by J. T. Gleave, particulars of the Teacher Training

¹Uganda Protectorate. Education in Uganda: The Report of the Uganda Commission. Entebbe: Government Printer, 1963, p. 52.

²Uganda Protectorate. African Education in Uganda. Entebbe: Government Printer, 1953, p. 27.

Committee were discussed by members of the Conference. It was revealed that the responsibilities of the Committee would be:¹

1. To make suggestions on teacher training to the Director of Education, and
2. To discuss how best to put into effect Government decisions on teacher training.

The Principals' Conference agreed that the composition of the Teacher Training Committee should be as follows:

The Deputy Director of Education as Chairman

The Assistant Director of Education (women and girls)

The Superintendent of Teacher Training

Eight principals of training colleges: two principals from each of the four provinces; four of these to be appointed by the Roman Catholic Mission and the remaining four by the Native Anglican Church

One Principal of a junior secondary teacher training college, and

One representative of the Faculty of Education, Makerere College.

The total membership of the Committee was to be thirteen. In addition to the Central Teacher Training Committee, the Principals Conference agreed that there should be four provincial teacher training committees. All principals of teacher training colleges were to be represented on the Provincial Teacher Training Committees. Provincial Education officers were to be chairmen of the Provincial Teacher Training Committees. It was further agreed that the Central Teacher

¹Uganda Education Department. A Record of Proceedings of the Conference of Principals of Training Colleges Held at Makerere College from December 9-11, 1952 in open file CPE. 9. Typewritten.

Training Committee should meet three times a year and that Provincial Teacher Training Committees should submit, not less than a month before the dates of these meetings, items they wished to have included on the Central Committee agenda. Meetings of the Central Teacher Training Committee were initially to be held in Kampala. It was hoped that eventually Central Committee meetings would be held at Teacher Training Colleges themselves.

The first formal meeting of the Central Teacher Training Committee was held at Makerere College on Thursday, 11th December 1952. The thirteen members of the Committee were as follows:

C. R. V. Bell, O.B.E., Deputy Director of Education, Chairman

Miss H. M. Neatby, Assistant Director of Education (women and girls)

J. T. Gleave, Superintendent of Teacher Training, Secretary

C. V. Clear, Principal Boroboro Teacher Training College, Lira

Miss L. F. Sills, Principal Kabwangasi Teacher Training Center, Mbale

J. H. Hilders, Principal, Soroti, Teacher Training Center

Rev. Van Spaandonk, Principal Ibanda Teacher Training Center¹

H. F. Hodge, Principal Mbarara Teacher Training Center

Sister Bride, Principal Ewanda, Teacher Training Center, Masaka

Miss C. M. Drakeley, M.B.E., Principal, Udejje Teacher Training Center

¹Father E. Stockman attended the first meeting of the Central Teacher Training Committee. Later meetings were attended by Father Spaandonk.

F. K. Wood, Principal of the Government Teacher Training College, Mbarara, for junior secondary teachers, and

E. Lucas, Head of the Faculty of Education, Makerere College

On the initiative of the Educational Secretary General for the Native Anglican Church (N.A.C.) a decision was made in August 1955 to invite both the Education Secretariate General for Catholic Missions and the Educational Secretary General for the Native Anglican Church to attend meetings of the Central Teacher Training Committee.¹ The Superintendent of Teacher Training made it clear to them, however, that they were attending these meetings as mere observers and reminded them how the main function of the Central Teacher Training Committee was to discuss professional matters and not to indulge in matters of policy.² Although provincial education officers determined, in their capacity as chairmen and recorders of the discussions of the Provincial Teacher Training Committees, the tone and trend of the Provincial Teacher Training Committees, they were not members of the Central Teacher Training Committee. The Superintendent of Teacher Training resisted every attempt to get Provincial Education Officers represented on the Central Teacher Training Committee.

¹Letter from J. T. Gleave to the Secretary Generals of the Catholic Missions and the Native Anglican Church dated 19th August 1955. See: Ministry of Education open file C. T. E. 9, Red. 126.

²Ibid.

The Superintendent argued that Provincial Education Officers "could make their best contribution within their own provincial committees."¹ Moreover, no departmental policy could be made solely on the recommendations of the Central Teacher Training Committee. Before arriving at a firm departmental policy on aspects of teacher training, the Director of Education often considered a variety of alternative views. He would certainly consider the recommendations of the Central Teacher Training Committee, but he would also consider the recommendations of the Provincial Teacher Training Committees as well as the personal views of the senior departmental officials. Policy statements on teacher training were often issued by the Director of Education in the form of Education Department Circulars. One such document was Education Department Circular No. 3 dated 26th May 1953. It begins as follows: "I have studied the recommendations made by Provincial Teacher Training Committees and the Central Teacher Training Committee and I now wish to indicate in this circular departmental policy on several matters."²

The Director of Education then went on to declare official policy on some five main topics. He directed that, "demonstration schools must come under the direct control of Principals forthwith

¹J. T. Gleave. Letter to the Provincial Education Officer, Baganda, dated 14th February 1953. See: Ministry of Education open file Teacher Training Center 43, Red. 26.

²Director of Education's Departmental Circular in open file Teacher Training Center 43, Red. 58.

in the matter of general school organization, time-tables and curriculum." He also directed that, "the staffing and control of practicing schools should remain the direct responsibility of educational secretaries and supervisors of schools . . . but (that) it is essential that such practicing schools should work very closely with principals" He further directed that Education Officers, "submit to Principals . . . comments on the teaching of teachers (especially those still on probation) they inspected." The circular went on to direct that heads of training colleges would henceforth be known as "Principals" and that the members of the staff of the colleges would be called "Tutors." Lastly, the Director clarified departmental policy on "up-grading" and "refresher" courses for primary school teachers and for tutors of teacher training colleges. Other important departmental circulars on teacher training policy were issued at later dates.¹

Apart from influencing departmental policy on teacher training, the Teacher Training Committees played an active part in the preparation of a syllabus for the two-year pre-training course.² The

¹E.g., Education Department Circular No. 10 of 1954 dated 22nd February 1954 and Education Department Circular No. 11 of 1954 dated 24th February 1954.

²The four-year course for candidates who joined Primary Teacher Training Colleges with only six years of formal academic education was divided into two parts. There was the first two years of general education referred to as the "pre-training" course and then the last two years of "professional training."

main groups of studies recommended by the Committees for the pre-training course were:

1. English
2. Arithmetic
3. Rural studies
4. Physical and health education, and
5. Religious instruction

Special emphasis was to be given to English during the pre-training course. Consequently, it was recommended that during the first term of the pre-training course some ten to twelve periods of forty-five minutes each per week should be devoted to English language teaching. It was further recommended that tutors of English should make use of gramophone records. Each college was to have a basic stock of certain records.

With regard to arithmetic, it was recommended that during the first year of the pre-training course Carey-Francis' Highway Arithmetic Books IV, V and VI would be adequate and that Carey-Francis' Highway Arithmetic Books VII and VIII would be needed for the second years.

Under the "Rural Studies Program" was to be included such subjects as Agriculture, History, Geography, Crafts, Art, and Music. In the area of physical and health education, it was noted that health education, at the pre-training stage, should be lived and that theoretical study was unsuitable and unnecessary.¹

¹Uganda Education Department. The Pre-Professional Course: A Working Paper Circulated to Principals of Primary Teacher Training Centers, n.d., p. 4. Unpublished.

Minutes of the Central Teacher Training Committee during the years 1954 and 1955 reveal that the Committee devoted much time on particulars of the professional syllabus for students at the primary teacher training colleges. At the fourth meeting of the Central Teacher Training Committee held on the 4th January 1954, the "syllabus for primary professional course beginning in 1955 was discussed. The Chairman of the Committee pointed out that, "the most urgent task now facing the teacher training committee was to prepare a suitable syllabus for the primary professional course which would begin in 1955."¹ The Committee appointed a sub-committee consisting of Gleave, Miss Saunders, Sharpe and Sister Bride to produce a draft professional syllabus. The burden of the work involved in designing a comprehensive professional program for students at primary teacher training colleges was reflected in the fact that there were no formal meetings of the Central Teacher Training Committee between January 1954 and September 1955. During this period the sub-committee charged with the responsibility for designing the professional syllabus prepared draft programs which they circulated to all primary teacher training colleges towards the end of 1954 for experimental use during the 1955 academic year.

At the fifth meeting of the Central Teacher Training Committee held on the 30th September 1955 the draft professional syllabus was

¹Minute 54/5 of the "Minutes of the Fourth Meeting of the Teacher Training Committee Held at Education Department Headquarters, Kampala on the 4th January 1954."

reviewed. Advantage was taken of the criticisms of the Provincial Teacher Training Committees to revise certain parts of the professional syllabus. The fifth meeting of the Central Teacher Training Committee agreed that a questionnaire should be sent to principals of primary teacher training colleges asking them for detailed feedback on the draft professional syllabus. On the 4th November 1955 the Superintendent of Teacher Training sent a circular to all principals of primary teacher training colleges asking them to submit detailed comments on the draft professional studies course.

There were no formal meetings of the Central Teacher Training Committee between October 1955 and January 1957 and no further mention of the draft professional syllabus was made in the minutes of the Central Teacher Training Committee. The sixth meeting of the Central Teacher Training Committee held on the 8th January 1957 did, however, devote considerable time to particulars associated with plans to revise the primary school syllabus. The Superintendent of Teacher Training was authorized to invite suitable members of training college staff to assist him in the work of revising the primary school syllabus.¹ By August 1958 the work on primary school syllabus was still in progress. Steps were being taken to get the comments of school supervisors on the draft primary school syllabuses before the syllabuses were finally issued for public use.²

¹Minute 57/3 of the "Minutes of the Sixth Meeting of the Teacher Training Committee Held at Education Department Headquarters, Kampala on the 8th January 1957."

²Minute 58/9 of the "Minutes of the Seventh Meeting of the Teacher Training Committee Held at Education Department Headquarters, Kampala on the 27th August 1958."

Another important function of the Central Teacher Training Committee was to offer advice on what types of up-grading courses the Education Department could and should mount. Three types of up-grading courses were offered during the years 1953 and 1954. There was an up-grading program for vernacular teachers, there was another program for up-grading a few primary school teachers (i.e., Grade II) and, lastly, there was a program for up-grading a few grade "C" women teachers. Arrangements for selecting candidates for these up-grading courses were so cumbersome and so intricate that only the highly ambitious teachers were prepared to send in an application for such courses.

The responsibility for organizing and running refresher courses for primary teachers was left to the Provincial Teacher Training Committees. The Education Department did, however, issue specific guidelines regarding the type of refresher courses that would be sponsored by the Provincial Teacher Training Committee.¹

¹The Director of Education's Circular No. 3 of 26th May 1963 states: (a) Courses which are purely professional must be inter-denominational, (b) courses concerned with the teaching of religion must be denominational (c) the above courses would be organized by Provincial Teacher Training committees and would qualify for a grant from the Education Department on their being approved by the Provincial Education Officer, (d) grants would not be available for reunions or conferences arranged by voluntary agencies, (e) Provincial Teacher Training committees must lay down their own rates for allowable expenses. It is suggested, in the interests of uniformity, that the following payments should be allowed: (1) traveling expenses by cycle, bus or train, (2) teachers should pay for their own food, (3) tutors taking part in courses will qualify for the same traveling expenses, but on no account will they be paid an allowance for teaching work on the course. (H.B. No principal will be obliged to allow his college to be used more than once a year for courses.)

Perhaps the most outstanding reorganization in the professional aspects of teacher training undertaken by the Central Teacher Training Committee was that connected with the examination procedure for final year college students. Up to 1952 Provincial Education Officers were largely responsible for the marking of the theoretical part of the final year students' examination. There was no uniform method of marking such examinations. In some provinces the written examination was divided into several subjects and each subject was allocated a specific number of marks. Subjects such as arithmetic and English were allocated higher percentages of marks whereas papers in other subjects carried few marks. The practical teaching examinations were always held during the last term of the students college course. Because Provincial Education Officers attempted to look at the teaching of each and every final year student, these teaching practice examinations were hurried and left much to be desired. Provincial Education Officers were over-burdened with a multiplicity of duties and often felt that practical teaching examinations, which necessitated the writing of lengthy reports, prevented them from concentrating on their real work of, "improvement and direction of education in the province."¹

This situation made it necessary for the Provincial and Central Teacher Training Committees to recommend and request for changes in

¹ Unpublished letter from the Provincial Education Officer, Northern Province to the Director of Education, dated 19th February 1953 in open file CTE/9: Red 31 at the Ministry of Education.

the procedure of examining final year college students. These requests and recommendations led the Director of Education to issue a policy statement on "Practical Examinations for Teachers." In the circular the Director distinguished two aspects of the potential teacher's final examinations. The first aspect was to consist of the "theoretical" written examination and a practical teaching examination. This part of the student's assessment would be conducted by the staff of the training college. It would be the responsibility of college principals and staffs to "weed out" during the two years of the students' professional course all those candidates who were considered unlikely to make satisfactory teachers. All candidates whose internal examination and work throughout the course were deemed satisfactory would be awarded provisional teaching certificates and would be employed as temporary teachers in grant-aided schools. In a few cases where the staff of teacher training colleges were yet inexperienced, the Superintendent of Teacher Training would assist in the internal examination of college students.

During their second year of probationary teaching all "teachers" with provisional teaching certificates had their teaching examined at least twice by their Provincial Education Officers and when found satisfactory would be issued a permanent teaching certificate. Candidates who failed the provisional education officer's final teaching assessment would not qualify to teach in grant-aided schools. An important aspect of this reorganized system of examining final year college students was an attempt by the Superintendent of

Teacher Training to evaluate and improve professional programs offered by teacher training colleges rather than attempt to directly evaluate the standard of work done only by final year college students: "My point is that during the training period the emphasis should be on myself and Miss Saunders¹ really ensuring that colleges are working along the right lines and producing a good standard of teacher. We should be more interested in that than spending our time listening to lessons which have just been prepared for an examination."² The revised examination procedure was, however, not implemented until 1956. Meantime, a memorandum was submitted by principals of primary teacher training colleges associated with the Native Anglican Church to the Central Teacher Training Committee. In this memorandum the principals pointed out:

As colleges develop and as methods of teacher training improve, it is becoming unrealistic to expect one or two members of the Headquarters staff to be able to give the time and care to the assessment that is required The time has come to make plans for some adaptation of the present situation . . . it is suggested that a panel of examiners be appointed in each convenient geographical or administrative unit consisting of, perhaps, representatives of the training colleges, Education Secretaries of the Missions . . . experienced teachers . . . a representative of Makerere College together with a representative of the Education Department.³

¹Miss Saunders was the Assistant Director of Education in Charge of Women and Girls Education.

²Memorandum from J. T. Gleave, Superintendent of Teacher Training to the Director of Education, dated 15th December 1953 on open file CTE 9: Red 89 at the Ministry of Education, Kampala.

³An unpublished memorandum by principals of Native Anglican Church Teacher Training Colleges to the Central Teacher Training Committee.

The latter proposal was discussed at the sixth meeting of the Central Teacher Training Committee. The Chairman of the Committee explained that the function of senior officials of the Education Department was to "moderate college assessments" rather than to examine the students. After some discussion the Committee decided that there was no need for such panels of college examiners. The idea of a panel was, however, not entirely dismissed. The Committee felt that the, "ultimate stage in the system of moderation would be to include with the Department's moderator, the principal or a member of a teacher training college staff, but the panel should remain small."¹ At the seventh meeting of the Central Teacher Training Committee it was reported that, "there had been little response to the invitation to colleges to send a member of their staff to join the Department's moderator in his work."²

The Teacher Training Advisory Board
in Tanganyika

The reaction of the Tanganyika government to the recommendations of the Binns Commission and the Cambridge Conference of 1951 and 1952 respectively, was not markedly different from that of the Uganda Government. By 1953 the Government of Tanganyika indicated

¹Minute 57/9 of the "Minutes of the Sixth Meeting of the Teacher Training Committee Held at Education Department Headquarters, Kampala on the 8th January 1957."

²Minute 57/9 of the "Minutes of the Seventh Meeting of the Teacher Training Committee Held at Education Department Headquarters, Kampala on the 27th August 1958."

that arrangements would be made to expand the facilities of Mpwapwa Teacher Training Center to enable the institution to offer professional services associated with a central teacher training center. But because of the delay in completing the building program and possibly because of, "lack of conviction on the part of the then Department of Education,"¹ no organizational structure developed for the effective coordination of teacher education services. As early as 1953 the Education Department in Tanganyika expressed hopes of developing Mpwapwa Teacher Training Center as a Central Teacher Training College which would offer professional services to other teacher training centers in the territory. The Education Department was, however, not yet ready to delegate much of its professional authority to other corporate bodies. Thus although Mpwapwa continued to receive lip service as the institution that was to be staffed and equipped on a more generous basis so that it could assist other training colleges in research activities and act as a center for the exchange of professional ideas and information,² the Education Department saw it fitting to set up a Teacher Training Advisory Board that was not directly associated with Mpwapwa Teacher Training College. The Advisory Board included in its membership officers of the

¹Arthur J. Lewis, and L. V. Lieb (eds.). A Report of the Conference on Institutes of Education, January 27-30, 1964. Mombasa: 1964, p. 13. Typewritten.

²Ibid., p. 14.

Education Department, representatives of the staff of teacher training colleges, representatives of voluntary agencies, a number of the Tanganyika National Union of Teachers, a representative of the Makerere College of Education faculty, a representative of the Kenya Eastern Teacher Training Organization and the Director of the East African Literature Bureau.

The Board could also co-opt other members when necessary. The Advisory Board met twice in a year. Its main functions were similar to those of the Central Teacher Training Committee in Uganda. The Advisory Board undertook the revision of primary school syllabuses, the production of teachers' handbooks as well as the organization and supervision of professional examinations for teacher training college final year students.

In addition to the Teacher Training Advisory Board, there was in Tanganyika, during the 1950's and early 1960's, an Advisory Council on Education. The latter was a statutory body with wide lay and professional representation. The Advisory Council acted as a sounding board for the Director of Education and later for the Minister of Education, when he required advice on major policy matters. The Advisory Council was divided into a number of committees each of which represented a specific level of education. There was a "Primary Committee," a "Secondary Committee," a "Technical Committee" and a "Teacher Training Committee." It was the responsibility of the Teacher Training Committee to recommend major policy decisions on teacher education to the Education Department. The boundary between

the functions of the Teacher Training Advisory Board and those of the Teacher Training Committee of the Advisory Council on Education were never too clearly defined.

Teacher Training Organizations in Kenya

The decade which followed the Beecher Commission Report of 1949 saw a rapid increase of teacher training centers in the tribal districts of Kenya. Not only did the Government set up and operate a number of these teacher training centers but it stepped up its grants to teacher training centers which were operated by voluntary agencies. These teacher training centers were small, poorly equipped and too isolated from each other. In many of the smaller ones some four members of staff had to try to cover fourteen curricular subjects between them!¹

This situation led to the emergence of serious discrepancies in the standards of work offered by the teacher training centers. The professional loneliness and isolation of the small training communities was not often much cheered by the annual arrival of external examiners from the Education Department in Nairobi to determine the fate of the final year students at these teacher training centers. By the early 1950's the professional morale of the staff at these centers was pretty low. In 1955 the Advisory Council on African

¹Kenya School Inspectorate, Paper on the Development of Teacher Training in Kenya, by H. A. Curtis, n.d. Typewritten.

education, through its standing committee, reviewed the position of teacher training and expressed an urgent need for the expansion and reorganization of teacher training facilities.¹ This expressed need led the Christian Council of Kenya to invite a Mrs. E. M. Williams, Principal of Whitelands Training College, United Kingdom, to visit Kenya and advise the Protestant Missions on how to reorganize their teacher training.² Mrs. Williams arrived in July 1956 and visited many schools and teacher training centers in Kenya. She was then invited by the Kenya Education Department to be the chief speaker at a territorial conference on teacher training. The conference was centered at the Royal Technical College³ and was attended by about 150 delegates from training centers throughout Kenya. The dates of the Conference were Monday 27th of August until Thursday 30th of August 1956. Mrs. Williams delivered three major addresses to the Conference. The first address was on "The Personal Preparation of the Teacher," the second address was on "The Content of the Training College Course," and the third and last address was on "The Integration and Coordination of Teacher Training."

Each of the addresses was followed by lengthy discussions and specific resolutions. In the third address, Mrs. Williams outlined

¹Report of the Proceedings of a Conference on Teacher Training Held at Nairobi, August 27th-30th, 1956, p. 1. Unpublished.


²Ibid.

³Now the University of Nairobi.

the main arguments that led Teacher Training Colleges in England and Wales to organize themselves into Area Training Organizations. She strongly hoped that teacher training centers in Kenya would similarly be reorganized into teacher training delegacies. Mrs. Williams identified the following seven advantages of such a system of joint organization of the colleges:¹

1. Freedom to design their own schemes of work within a reorganized framework which guarantees common standards;
2. The stimulus provided by discussion with knowledgeable colleagues from other colleges;
3. Independence of external control over the academic work of the college;
4. The better assessment of students through a scheme of internal examining standardized by external examiners;
5. The status given to the colleges when the standards of professional teacher training are in their hands as joint members of a delegacy;
6. The possibility of a committee representing all delegacies acting as a central advisory body;
7. The improved status of the teaching profession as a whole when the quality and methods of training are the responsibility of teachers colleges.

¹Report of the Proceedings of a Conference on Teacher Training Held at Nairobi, August 27th-30th, 1956, p. 19. Unpublished



It was unanimously agreed by members of the Conference that there should be teacher training delegacies on the pattern outlined by Mrs. Williams. The Conference further recommended that:¹

1. There should be a simple constitution to give legal entity to the delegacies, so that from the start they should have authority in a defined field;
2. Because of special problems of geographical accessibility, it may become necessary to form sub-delegacies for areas such as the Coast, Nairobi, and the Rift Valley;
3. Suitable financial provision should be made for traveling;
4. As a matter of priority, delegacies should take responsibility for teachers' examinations and the approval of training syllabuses. For the present, the current system of internal examinations with external moderation is supported;
5. Delegacies should help to provide services for the teacher in the form of refresher courses, etc. Such services are particularly needed for the older teacher to keep him abreast of new developments.

The immediate result of the August 1956 Conference led by Mrs. Williams was a Government decision to establish the "Eastern Teacher Training Organization" in 1957 and the "Western Teacher Training Organization" in 1958.

¹Report of the Proceedings of a Conference on Teacher Training Held at Nairobi, August 27th-30th, 1956, p. 20. Unpublished.

The Eastern Teacher Training Organization had its headquarters in Nairobi. Its policies were laid down by a Governing Council composed of some thirty-four members, which met once a year on the third Thursday in May. Membership of the Council was as follows:¹

- The Permanent Secretary for Education, Presiding Chairman;
- Six representatives of training college management;
- Ten representatives of training college principals;
- Two representatives of teachers (nominated by the Kenya National Union of Teachers);
- Four Regional Education Officers for areas served by the Teacher Training Organizations;
- One Director of the East African Literature Bureau;
- One Education Secretary-General for Protestant Missions;
- One Education Secretary-General for Roman Catholic Missions;
- One representative of Makerere College;
- Two representatives of the Royal College;
- Five persons nominated by the Minister for Education, including the Chief Inspector of Schools and his deputy;
- One Secretary of the Teacher Training Organization;²

¹Invitations to attend the Council were also sent to the Executive Officer of the Teacher Training Advisory Board in Tanganyika and to the Director of the Institute of Education in Salisbury, Southern Rhodesia.

²H. A. Curtis was the Secretary of the Eastern Teacher Training Organization. See: Arthur J. Lewis, and L. V. Lieb (eds.). A Report of the Conference on Institutes of Education, January 27-30, 1964. Mombasa: 1964, pp. 80-87. Typewritten.

The main function of the Council was to determine major matters of policy. It delegated most of its work to its two standing committees, the Planning Committee and the Academic Board.

The Planning Committee served two main functions. It advised the Ministry of Education on priorities for the development or closing of colleges, and secondly, the Committee advised on questions of intake and allocation of students to various teacher training colleges.

The Academic Board was composed of:

Six teacher training college principals;

Two education secretaries general, i.e., for the Catholic Missions and for the Protestant Missions;

One representative of Makerere College; and,

One representative of the Royal College, Nairobi.

The Academic Board was responsible for maintenance of academic and professional standards of the teacher training institutions associated with the Teacher Training Organization. The Board ran, mainly through a small sub-committee, the annual final year students' examinations and submitted pass-lists of all successful candidates to the Ministry of Education for issue of appropriate certificates. The Board also advised teacher training colleges on course syllabuses. The latter function was often delegated to a number of subject panels.¹

¹There were some fourteen such subject panels in English, Mathematics, Geography, History, Civics, Nature-Study, Elementary Science, Swahili, Vernacular Languages, Art, Handicrafts, Music, Education, Physical and Health Education, Religious Knowledge (Protestants), Religious Knowledge (Roman Catholics), Domestic Science and Lower Primary Work.

The Chairman of the Academic Board was the Chief Inspector of Schools. The Academic Board, and also the Planning Committee, met about twice each year. The executive work for the various committees and panels was done by the Secretary of the Teacher Training Organization.

In addition to meetings of the Council, the Academic Board and the Planning Committee, Principals of all teacher training colleges in the area served by the Teacher Training Organization, had an annual meeting of their own. At these meetings matters of common interest were discussed. They were also free to submit recommendations on academic and professional matters to either the Council or the Academic Board.

The Western Teacher Training Organization was established in 1958 with its headquarters in Kisumu. Its organizational structure was very similar to that of the Eastern Teacher Training Organization. There was a Governing Council with the Chief Education Officer as Chairman, with a membership of about twenty people,¹ a Planning Committee and an Academic Board. The Chief Inspector of Schools was again the Chairman of the thirteen-member Academic Board. The Secretary of the Western Teacher Training Organization between 1958 and July, 1962 was Miss Mary Callander. When Miss Callander resigned the Secretaryship, Firimoni Indira succeeded her.

¹See list of Members of the Council and the Academic Board by July 1962 in the Appendix.

In 1961 the Government of Kenya and the Royal College, Nairobi, set up a joint committee to explore ways in which the Royal College could be more closely associated with the training of teachers in Kenya. As a direct result of the recommendations of this committee the Kenya Government decided to merge the Eastern and Western Teacher Training Organizations into one body referred to as a "Shadow" Institute of Education. The actual merging of the Western and Eastern Teacher Training Organizations took place in 1963 when the headquarters of the Western Teacher Training Organization in Kisumu was formally closed. Nairobi became the headquarters of the merged Kenya Teacher Training Organization or "Shadow" Institute of Education. In March 1964 the Kenya Institute of Education was formally established with H. A. Curtis as its first Executive Secretary¹ and Kyale-Mwendwa the Kenya Chief Education Officer as its Chairman.

Collaborative Ventures in Teacher Education in

The United States of America: An Overview

The development of collaborative ventures in teacher education in the United States of America was motivated by considerations which were different from those that led to the development of Institutes of Education in England and Wales on one hand and in the British (now ex-British) territories in Africa on the other hand.

¹ Later the Secretaryship of the Institute was temporarily occupied by John Osogo and then by its present Secretary, Joseph Lijembe.

Until about the middle of the 1940's, the responsibility for both pre-service and in-service teacher education in most states in America was almost exclusively borne by teachers colleges. One rationale for associating teacher education so closely with teachers colleges was in the argument that teachers colleges, as autonomous higher education institutions, should possess the exclusive know-how and skills for the education of teachers.¹ Teachers colleges were expected to be responsible for both the theoretical as well as the practical aspects of teacher education. Thus until the late 1940's most teacher education programs were conducted solely on college or university campuses. Clinical work in these programs was provided in college owned and operated laboratory schools located on campus.²

Although there were isolated cases of some degree of collaboration between teachers colleges and school systems during the first four decades of the twentieth century, the current movement towards school-college partnership in teacher education is clearly a post World War II phenomenon. This movement in school-college collaboration was made necessary by the pressing need for student teaching facilities. The years immediately following the end of the Second World War witnessed a deluge of teacher shortages and mounting

¹E. Brooks Smith, and Patrick Johnson (eds.). School-College Relationships in Teacher Education: Report of a National Survey of Cooperative Ventures. Washington, D.C.: The American Association of Colleges for Teacher Education, 1964, p. 61.

²Hans C. Olsen. School-College Relations in Preparing School Personnel. Washington, D.C.: ERIC Clearinghouse on Teacher Education, February, 1973, p. 2.

enrollments in the United States of America: "Every college preparing teachers for American schools was faced with the problem of swollen enrollments and the concomitant need for increased student teaching facilities."¹ Because campus schools could not simply handle the load, teachers colleges were forced to search for alternative situations in which student teaching could be carried out. This led to the increasing use of off-campus schools for student teaching. The move to off-campus student teaching made it necessary for school systems (who owned and controlled the off-campus schools) and the teachers colleges to begin to establish closer working ties. During the earlier phases of school-college cooperation inadequate attention was given to the question of how the responsibilities of organizing and supervising student teaching would be exactly shared by the collaborating institutions. The initial tendency was for teachers colleges to play a dominant role in the planning and implementing of student teaching programs. "Schools were rarely presented with the opportunity to share in the planning and decision making about the program of practice teaching which was to be carried out in their schools and supervised by their teachers in their classrooms."²

¹E. Brooks Smith, and Patrick Johnson (eds.). School-College Relationships in Teacher Education: Report of a National Survey of Cooperative Ventures. Washington, D.C.: The American Association of Colleges for Teacher Education, 1964, p. 1.

²Ibid., p. 3.

The schools were expected to "cooperate" with the college rather than the colleges to "cooperate" with the schools. The relationship was clearly unidirectional.¹

During the 1951-1961 decade a series of happenings helped public schools to become much more aware of their stake in teacher education. The first of these happenings took the form of four publications by the Association for Student Teaching (now called the Association of Teacher Educators). The earliest of these publications was Off-Campus Student Teaching.² The second volume was Developing Facilities for Professional Laboratory Experiences,³ the third book was Achieving Quality in Off-Campus Professional Laboratory Experiences⁴ and the last book was Teacher Education and the Public Schools.⁵ These four publications repeatedly articulated a concern

¹Hans C. Olsen. School-College Relations in Preparing School Personnel. Washington, D.C.: ERIC Clearinghouse on Teacher Education, February, 1971, p. 3.

²Morton S. Malter, and Troy L. Stearns (eds.). Off-Campus Student Teaching, Thirtieth Yearbook of the Association for Student Teaching. Lock Haven: Association for Student Teaching, 1951.

³Gerald D. Holdstine (ed.). Developing Facilities for Professional Laboratory Experiences, Thirty-third Yearbook of the Association for Student Teaching. Lock Haven: Association for Student Teaching, 1954.

⁴Dwight K. Curtis (ed.). Achieving Quality in Off-Campus Professional Laboratory Experiences, Bulletin No. 8. Lock Haven: Association for Student Teaching, 1957.

⁵C. M. Clarke (ed.). Teacher Education and the Public Schools, Fortieth Yearbook of the Association for Student Teaching. Cedar Falls: Association for Student Teaching, 1961.

for close cooperation and partnership between teachers colleges and their cooperating schools. Another significant contribution to the concept of school-college collaboration in teacher education was in the "New Horizons" project which was sponsored by the National Education Association Commission for Teacher Education and Professional Standards.¹ This project alerted the schools to their role as keystones in the total professional education enterprise and to their responsibility for setting standards and encouraging professional teacher preparation.²

The third significant factor which helped to underline the importance of public schools in the area of teacher education was the "counter-revolutionary attack on progressivism."³ This attack took the form of school people blaming colleges of education for teaching all those "impractical theories." Relations became more strained and, "some voices were heard in the school camp suggesting that the schools should take over teacher preparation at the local level."⁴

¹National Education Association. New Horizons: The Becoming Journey. Official Report of the Pennsylvania Conference. Washington, D.C.: The National Commission on Teacher Education and Professional Standards, 1962, p. 1.

²E. Brooks Smith, and Patrick Johnson (eds.). School College Relationships in Teacher Education: Report of a National Survey of Cooperative Ventures. Washington, D.C.: The American Association of Colleges for Teacher Education, 1964, p. 3.

³Ibid.

⁴Ibid.

It was in such a strained professional climate that the Committee on Studies for the American Association of Colleges for Teacher Education recommended the formation of a sub-committee to study school-college relationships in teacher education.¹ The sub-committee was instrumental in bringing out three publications that form a series concentrating on collaborative ventures in the preparation of teachers. The first, published in 1964² described and analyzed collaborative efforts then underway. In 1965 the sub-committee published a second report, Cooperative Structures in School-College Relationships for Teacher Education, Report Number Two. It is from these two reports and from Partnership in Teacher Education³ a joint publication of the American Association of Colleges for Teacher Education and the Association for Student Teaching, that one gets an overview of the various organizational structures of the main partnership ventures in teacher education in the United States of America. But as Hans C. Olsen cautions,

¹The Sub-committee on School-College Relationships in Teacher Education was established in 1962.

²E. Brooks Smith, and Patrick Johnson (eds.). School-College Relationships in Teacher Education: Report of a National Survey of Cooperative Ventures. Washington, D.C.: American Association of Colleges for Teacher Education, 1964.

³E. Brooks Smith, and Others (eds.). Partnership in Teacher Education. Washington, D.C.: American Association of Colleges for Teacher Education and Association for Student Teaching, 1968.

"Obtaining a clear picture of the current status of collaborative ventures in teacher education is difficult."¹

The first report of the Sub-committee on School-College Relationships in Teacher Education reported actual examples of cooperative ventures in teacher education. The report grouped these cooperative ventures into the following twelve categories:²

1. State-wide cooperative plans
2. School-college councils and committees for cooperation in teacher education and/or research and development
3. Regional inter-college and school centers
4. Cooperative centers for teacher education
5. Affiliated or associated schools
6. Teacher internship and teacher aide programs
7. Field centers for preparing teachers to work with the culturally deprived or with children with special handicaps or talents
8. Joint appointments and rotation of teachers between the school and the college
9. Cooperative supervision of teaching

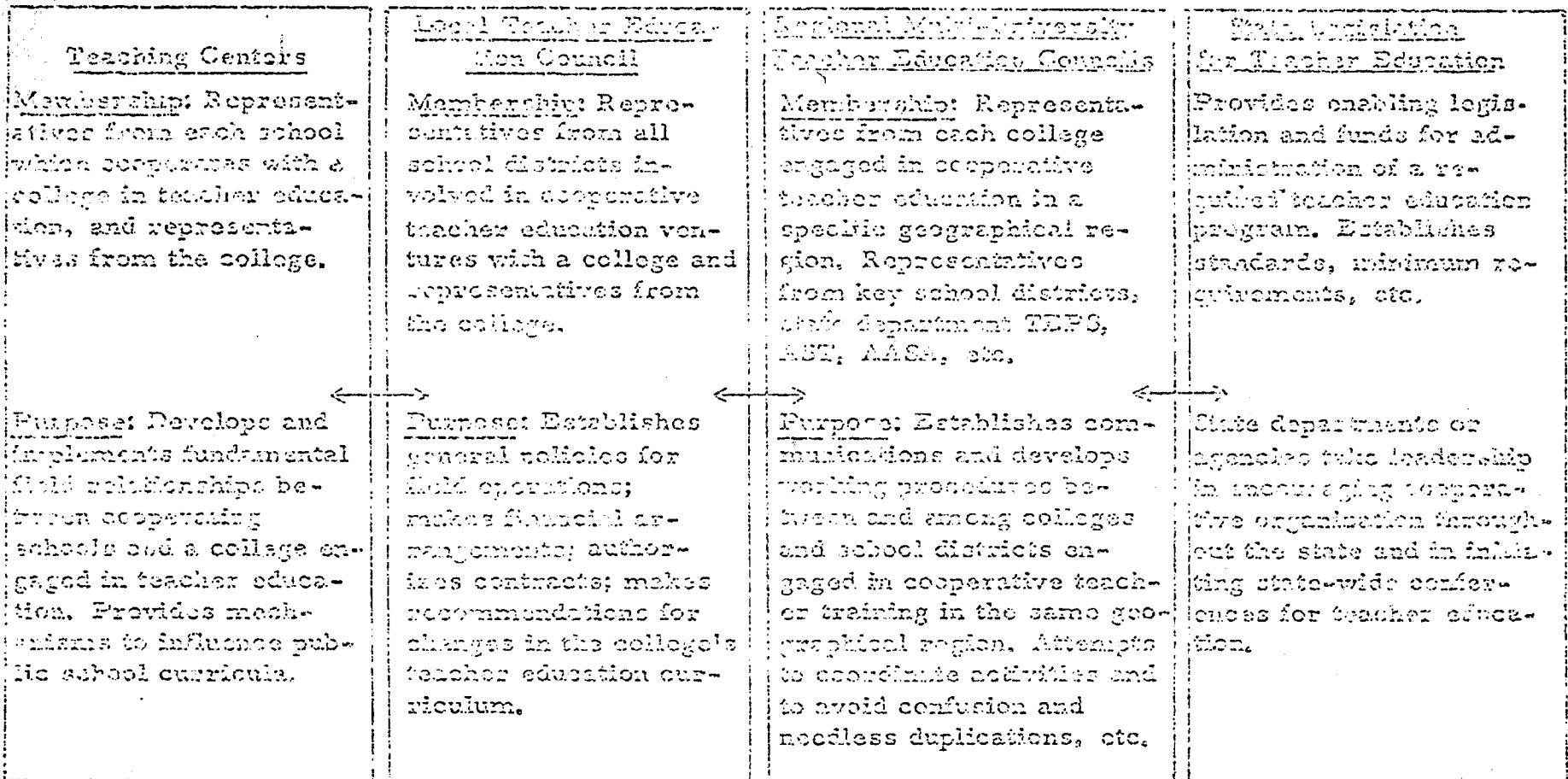
¹Hans C. Olsen. School-College Relations in Preparing School Personnel. Washington, D.C.: ERIC Clearinghouse on Teacher Education, February, 1971, p. 14.

²E. Brooks Smith, and Patrick Johnson (eds.). School-College Relationships in Teacher Education: Report of a National Survey of Cooperative Ventures. Washington, D.C.: American Association of Colleges for Teacher Education, 1964, pp. 6-56.

10. Joint selection and preparation of supervising teachers
11. Cooperative observation programs
12. Jointly developed student teaching guides and constitutions.

The Second Report of the Sub-committee, written a year after the publication of the Sub-committee's First Report, pointed out that, "formalized administrative structures which have evolved to meet the increased demands of school-college cooperation in teacher education could diagrammatically be represented as follows:

FOUR BASIC TYPES OF ADMINISTRATIVE STRUCTURE WHICH ARE SUGGESTED BY PRESENTLY EVOLVING COOPERATIVE RELATIONSHIPS IN TEACHER EDUCATION*



*E. Brooks Smith and Others. Cooperative Structure in School-College Relationships for Teacher Education. Washington, D.C.: American Association of Colleges for Teacher Education, 1965.

Figure 1

What is particularly hopeful for the future evolution of these cooperative ventures is that the administrative structure of actual cooperative ventures tend to exhibit certain characteristics. Generally, the cooperative administrative structures tend to:

1. delineate channels of communication;
2. define and clarify the roles of cooperating institutions;
3. define and clarify the roles of cooperating individuals;
4. define and clarify terminology;
5. determine areas of joint responsibility;
6. develop contractual agreements;
7. establish limitations for institutions and individuals;
8. allow for the open interplay of powers and concerns from each cooperating institution;
9. encourage flexibility and the injection of new ideas; and
10. provide a vehicle for effecting changes in school curricula.¹

An illustration of the main elements of the organizational structure of a cooperative venture might be taken from the organizational structure of the Northeast Suburban Cooperative Student Teaching Center affiliated with Wayne State University. The cooperative activities of this Center began in 1963 with twelve

¹B. Brooks Smith, and Patrick Johnson (eds.). School-College Relationships in Teacher Education: Report of a National Survey of Cooperative Ventures. Washington, D.C.: American Association of Colleges for Teacher Education, 1964, p. 4.

teachers. The constituent members of the Center comprise Wayne State University and five¹ suburban school systems which are located from ten to seventeen miles from the campus. The policy of the student teaching center is based on a formal policy handbook which was prepared by the Center's Professional Experiences Planning Committee and approved by the Center Advisory Council in May 1965.

According to this policy handbook the organizational structure of the student teaching center has the following main elements:²

1. Center Advisory Council--with each of the five school systems represented and three representatives from the Department of Elementary Education, Wayne State University;
2. Professional Experiences Planning Committee (PEP-C)--with seven representatives from all the school systems and five representatives from Wayne State University;
3. Administrative Structure--
 - a. Purposes of a teaching center: these purposes are defined under the two sub-headings of "Pre-service Purposes" and "In-service Purposes."

¹The suburban school systems are: Lake View Public Schools, Grosse Pointe Public Schools, Warren Consolidated Schools, Southlake Public Schools, and St. Clair Shores Public Schools.

²E. Brooks Smith, and Others (eds.). Partnership in Teacher Education. Washington, D.C.: American Association of Colleges for Teacher Education and Association for Student Teaching, 1968, pp. 14-24.

- b. Definition of terms--detailed definitions of some ten terms are given¹;
 - c. Responsibilities of cooperating institutions--the specific responsibilities of the College of Education (Wayne State University) and of the participating school districts are clearly listed. Responsibilities for the University are clearly distinguished from those of the participating school districts;
 - d. Standard operating procedures--procedures for running the Center are articulated;
4. Guides for Operation--
- a. The roles of the participating school and the cooperating principal are listed;
 - b. The roles of the supervising teacher are listed; and
 - c. The roles of the college personnel are listed.²

It should be realized, however, that there is no single model of organizing cooperative ventures in teacher education which is acceptable to all areas in the United States.

¹The terms are: Center Advisory Council, Center Coordinator, Center Faculty, College Supervisor of Student Teaching, Cooperating Principal, Graduate Faculty Advisor, Participating School, Professional Experiences Planning Committee, Supervising Teacher and Teaching Center.

²Hans C. Olsen. School-College Relations in Preparing School Personnel. Washington, D.C.: ERIC Clearinghouse on Teacher Education, February, 1971, p. 16.

What are the probable future trends in the American cooperative ventures in teacher education? In a recent publication some four developments in school-college partnerships are forecast:¹

1. The development of greater emphasis on partnerships at the state level. . . . the state department will be deeply involved in providing leadership.
2. . . . teachers organizations will play a major role in all forms of partnership and at all levels. In many instances, if not most, partnership agreements will be negotiated
3. The teaching center will develop as an almost universal structure in whatever school setting the clinical dimension of teacher education is established
4. . . . vastly increased student participation in the decision-making structure, especially at the local level.

Lastly, it might be said that the future trend of cooperative ventures, not only in the United States but also in other areas of the world where similar cooperative ventures in teacher education exist, will be largely influenced by the changing meaning of the concept of "cooperation" when applied to teacher education. When applied to the relationship between schools and colleges in preparing school personnel, the term cooperation tends to mean "partnership." "It encompasses joint decision-making, joint planning, joint action and joint financial responsibility."² This concept of "partnership"

¹Hans C. Olsen. School-College Relations in Preparing School Personnel. Washington, D.C.: ERIC Clearinghouse on Teacher Education, February, 1971, p. 16.

²Ibid., p. 6.

in teacher education can no longer be restricted to school-college relationships. It should be broadened to include, "State Departments of Education, professional organizations, community agencies and the Federal government, as well as schools and colleges."¹

¹Hans C. Olsen. School-College Relations in Preparing School Personnel. Washington, D.C.: ERIC Clearinghouse on Teacher Education, February, 1971.

CHAPTER III

THE EMERGENCE OF NATIONAL INSTITUTES OF EDUCATION
IN AFRICA DURING THE 1960's

The closing years of the 1950's and the early part of the 1960's witnessed the emergence of new and politically independent nations in tropical Africa. The attainment of political independence opened the door for these new nations to develop their own educational systems with assistance not only from their former colonial masters but also from many other external sources. The first two sections of this chapter describe the contribution of two bodies--the Afro-Anglo-American Program and the Teacher Education in East Africa Project--in the development of National Institutes of Education in Africa and East Africa respectively. The last section of the chapter describes and analyzes the organization and functions of the National Institute of Education in Uganda.

The Afro-Anglo-American Program and the Development
of National Institutes of Education

The Afro-Anglo-American Program has been described as the "brainchild" of Karl Bigelow of Teachers College, Columbia University, John Lewis of the London Institute of Education, Andrew Taylor, formerly the Director of the Ibadan Institute of Education in Nigeria, and John Wilson of the London Institute of Education. But

before describing the story of how the Afro-Anglo-American Program was born, it should be noted that the desire for inter-territorial collaboration between African university institutions responsible for teacher education had found its first expression in the Salisbury Conference¹ of September 1958, almost two years before the Afro-Anglo-American Program was formally established. This Salisbury Conference had been planned and directed by Basil Fletcher of the University College of Rhodesia and Nyasaland. The Conference was financially sponsored by the Leverhulme Trust. One of the two practical proposals made at this Conference was that there should be another conference, "of institutes of education in Africa in 1960."²

The proposal goes on to say:

In addition to the territories represented at the present conference, it is hoped that delegates could be secured from the Sudan, French Equatorial Africa, Portuguese East Africa and at least five from the Union of South Africa. In addition it would be valuable if representatives could be present, perhaps as observers, from Great Britain, particularly from the Colonial Office as on this present occasion, from the Universities of Oxford, London and Bristol . . . and possibly also from American universities similarly engaged.³

¹The main theme of this conference was "the consideration of the usefulness, as applied in Africa, of the idea of Institutes of Education as these have developed in Great Britain over the past ten years." See: University College of Rhodesia and Nyasaland. A Report of the First Leverhulme Inter-collegiate Conference Held at the University College of Rhodesia and Nyasaland, Salisbury, Southern Rhodesia. Salisbury: Edinburgh Press, September, 1958.

²Ibid., p. 32.

³Basil A. Fletcher (ed.). A Report of the First Leverhulme Inter-Collegiate Conference Held at the University College of Rhodesia and Nyasaland, Salisbury, Southern Rhodesia: The Work of Institutes of Education in Africa. Salisbury: Edinburgh Press, September, 1958, pp. 32-33.

It is obvious that the above proposal contains elements of an Afro-Anglo-American collaboration in teacher education at the level of university institutions. But the first actual idea of a formal organization of an Afro-Anglo-American program had its genesis not from a proposal by a conference but from informal personal conversations of one American and two British teacher educators. Karl Bigelow, John Lewis and John Wilson first met at an educational conference which was held at Teachers College, Columbia University in 1949. As Bigelow was the director of this conference he got to know John Lewis and John Wilson who had come from Ghana in Africa for the conference. During the 1950's further opportunities made it possible for these three men to renew contacts and deepen their friendship.¹

These early contacts created a social climate under which the idea of an Afro-Anglo-American program developed. It was while Lewis, Taylor and Wilson were in the United States for an annual conference of the World Confederation of Organizations of the Teaching Profession (WCOTP) which was held in Washington in 1959 that an

¹In 1952 Karl Bigelow visited a number of African higher education institutions and met John Lewis in Ghana. Later in the year Karl Bigelow was the only American who attended the Cambridge Educational Conference which discussed the Binns' and Jeffery's Commissions' idea of setting up territorial Institutes of Education in Africa. John Lewis also attended this Cambridge Conference. Later in 1958 Bigelow paid another visit to Africa and met Andrew Taylor who was then the Director of the Institute of Education in Ghana. Bigelow spent an autumn semester at the London Institute of Education and worked under John Lewis who by then had moved from West Africa and was Head of the Department of Education in Tropical Areas of the London Institute of Education. John Wilson was also by 1952 working at the London Institute of Education.

occasion arose from their discussion with Bigelow of an idea of forming an Afro-Anglo-American Program in teacher education. Their tentative proposal was then shared with officials of the Carnegie Corporation of New York and with heads of African institutes and university departments of education.¹ It was finally agreed that an Afro-Anglo-American Program in teacher education should be formally established and the Carnegie Corporation generously offered \$450,000 to support the Program for an initial period of three years commencing from the 1st of July 1960.

Eight university institutions (six from Africa, one from Great Britain and one from the United States) were the founder members of the Afro-Anglo-American Program. These institutions were, "the institutes of education of the University College of Ghana, University College, Ibadan Nigeria, Makerere University College, Uganda, the University College of Rhodesia and Nyasaland, the Departments of Education of Fourah Bay College, Sierra Leone, and the Nigerian College of Arts, Science and Technology, at Zaria, the University of London Institute of Education, and Teachers College, Columbia University."² The door was, however, left open for other African universities to become members of the program as they

¹A meeting with the heads of these institutes and university departments of education was held in Paris early in 1960.

²Teacher Education, Vol. 1, No. 2, November 1960. London: Oxford University Press, 1960, p. 3.

introduced work in the field of education.¹ By September 1964 the number of the African university institutions associated with the Afro-Anglo-American Program had risen from the original six to ten.² By April 1967 five additional African university institutions had joined the program³ to raise the total membership of African university institutions in the Afro-Anglo-American to fifteen. In April 1968 the Afro-Anglo-American membership invited four additional teacher education institutions in Africa to join the Program.⁴ This brought the total African membership to the Afro-Anglo-American Program up to nineteen serving fourteen different African nations.

This dramatic development of institutes of education and university departments of education in Africa during the 1960's was partially made possible by the unobtrusive nurture, in terms of

¹Teacher Education, Vol. IV, No. 1, May 1963. London: Oxford University Press, 1963, p. 3.

²The four new member institutions were: The Institutes of Education of the University of Botswana, Lesotho, and Swaziland, the University of Nigeria, Nsukka, Eastern Nigeria, and the University College, Dar-es-Salaam, Tanzania, and the Faculty of Education of the University of Lagos, Nigeria. (N.B. The University of Khartoum was a member of the Afro-Anglo-American Program during the brief period it had a Department of Education.)

³These five were: The Education Departments of the University College, Nairobi, Kenya, The University of Malawi, the University of Ife, Ile-Ife, Western Nigeria; the Faculty of Education of Njala University College, Sierra Leone; and the School of Education of the University of Zambia.

⁴These were: The William V. S. Tubman Teachers College of the University of Liberia; Cuttington College, Liberia; the Kenya Institute of Education and Haile Selassie I University, Ethiopia. (N.B. The Kenya Institute of Education is still Ministry of Education based.)

personnel, material resources and moral and professional support, they received from the Afro-Anglo-American Program and the Carnegie Corporation. Special credit should particularly be given to Karl Bigelow who, as the executive director of the program from the first of July, 1960 until the Afro-Anglo-American Program was replaced by the Association for Teacher Education in Africa (ATEA) at the end of June 1969, was a pivotal personality in the planning and execution of the various activities of the program and who is likely to be remembered for a long time as the father of both the Afro-Anglo-American Program and the Association for Teacher Education in Africa.

From the very beginning the Afro-Anglo-American Program regarded its primary purpose to be, "the strengthening of teacher education in and for Africa."¹ To achieve this purpose the Afro-Anglo-American Program initially planned to offer the following basic services:

1. to develop an Institute for Education in Africa at Teachers College, Columbia University;
2. to provide facilities for staff from Teachers College to gain experience in Africa and to contribute to the working of institutes and departments of education in those African countries which belonged to the British Commonwealth;

¹P. C. C. Evans (ed.). Report of the Sixth Annual Conference of the Afro-Anglo-American Programme. New York: The Afro-Anglo-American Programme, 1968, p. 4.

3. to enable the staff of the Department of Education in Tropical Areas, University of London Institute of Education, to contribute to the working of the African Institutes of Education and to the African Institute at Teachers College;
4. to provide facilities for the attachment of staff from African Institutes and Departments of Teachers College, Columbia University;
5. to provide scholarships for selected young African workers in the field of teacher education to carry out courses of study at and through Teachers College with a view to fitting them for the particular field of activity for which they had been selected;
6. to provide facilities for the interchange of staff between African Institutes of Education, including the appropriate personnel from London and New York; and
7. to meet annually.¹

One method of estimating the contribution of the Afro-Anglo-American Program to the development of Institutes of Education in Africa is to find out how far this original plan of Afro-Anglo-American activities was actually implemented. Reactions of individuals

¹Teacher Education, Vol.VIII, No. 1, February, 1966, "Report of the Afro-Anglo-American Conference, 1965 Isle of Thorns, Sussex University." London: Oxford University Press, 1966, p. 245.

from three different groups which have been closely associated with the activities of the Afro-Anglo-American Program will be cited. Firstly, we have the progress reports of the Program's executive as articulated by the Program's director. At the sixth annual conference of the Afro-Anglo-American Program, Bigelow reported that the Afro-Anglo-American Program had so far engaged in the following activities:¹

1. Annual conferences were held which brought together representatives of the member universities and, more recently and very happily, of the Ministries of Education and the teachers colleges with which they were associated . . . ,
2. a programme of fellowships had been initiated for Africans to study at Teachers College; there had been twenty-eight of these to date,²
3. there had also been fellowships for Americans,
4. the comparative study of in-service teacher education in the African countries represented by the Programme . . . undertaken by Dr. Graham Trevaskis,
5. helping Teachers College, Columbia University, to expand and develop its resources relating to African education.³

On a later occasion, when closing the final annual conference of the Afro-Anglo-American Program in April 1969, Karl Bigelow further reported that, "the accomplishments of the Program were many: above

¹P. C. C. Evans (ed.). Report of the Sixth Annual Conference of the Afro-Anglo-American Programme. New York: The Afro-Anglo-American Programme, 1968, pp. 4-5.

²The number of these African Fellows had risen to forty by April 1969. See: Teacher Education, Vol. X, No. 2, November 1969, pp. 135-136.

³Ibid.

all, it had encouraged a continental sense of professional unity among teacher educators which was enjoyed by no other profession in Africa."¹

A second significant group whose assessment of the activities of the Afro-Anglo-American Program is worth considering, comprises the directors of institutes and heads of university departments of education in Africa. In preparation for the Fifth Annual Conference of the Program which was held at the Isle of Thorns, Sussex University, September 1965, heads of member institutions participating in the Program were asked to assess, "the effect on teacher education in Africa of the Afro-Anglo-American Programme."² The reactions of these university teacher educators may be summarized as follows:

Annual Afro-Anglo-American Conferences

1. Direct use has been made in a number of ways of the experience derived from the annual conferences and of the knowledge participants were able to gain at them of what was going on educationally in other parts of Africa. At Salisbury . . . such experience and knowledge have proved invaluable in assessing the role of education in a first degree course and in the B.Ed. degree; in advanced courses for training college lecturers; in in-service courses in teacher education and in investigations conducted by the Institute of Education in collaboration with teachers in the field.³

¹Teacher Education, Vol. X, No. 2, November 1969. London: Oxford University Press, 1969, p. 135.

²"Report of the Afro-Anglo-American Conference, 1965, Isle of Thorns, Sussex University," Teacher Education, Vol. VII, No. 1, February, 1966. London: Oxford University Press, 1966, p. 9.

³By Alan Milton of the University College of Rhodesia and Nyasaland. See: Teacher Education, Vol. VII, No. 1, February 1966, p. 10.

2. They [i.e., Annual Conferences] open up the way for subsequent consultations and working together and are invaluable as source of ideas.¹
3. The Conference at Mohonk in 1964 was of great interest and value to me for a number of reasons . . . found the papers presented, particularly those dealing with the setting up of institutes or schools of education of great help in formulating plans for the University College of Science Education, Cape Coast, Ghana. . . . found it useful to meet representatives of various aid organizations.²
4. The two A-A-A Conferences at Salisbury in 1963 and Mohonk in 1964 were invaluable for the formal and informal discussion of the undergraduate programme which has been developed in Das-es-Salaam.³
5. This network of professional contacts cannot be valued too highly; experience in starting a new school of education has shown how the advice and support of fellow members of the A-A-A Programme enable useful work to be initiated more rapidly than would otherwise be the case.⁴

¹By W. Flemming, formerly of the Institute of Education, University of Ghana. See: Teacher Education, Vol. VII, No. 1, February 1966, p. 10.

²By E. Stafford of the University College of Science Education in Ghana. See: Teacher Education, Vol. VII, No. 1, February 1966, p. 11.

³By R. C. Honeybone, formerly of the University College, Das-es-Salaam. See: Teacher Education, Vol. VII, No. 1, February 1966, p. 11.

⁴By J. D. Turner of the University of Basutoland, Bechuanaland Protectorate and Swaziland. See: Teacher Education, Vol. VII, No. 1 February 1966, p. 12.

Exchange of Staff and Fellowship Scheme

1. A-A-A [African] fellowships have enabled institutes and departments of education in Africa to put educational opportunities in the way of local key persons which would not otherwise have been possible.¹
2. An important aspect of the A-A-A Programme has been the facilities it has provided for senior staff exchanges. From the Ibadan Institute three faculty members have so far gone on attachment to Teachers College, Columbia University.²
3. Within Africa itself the Ibadan Institute has also been able to arrange one exchange of senior staff for three months with the Institute of Education, Salisbury and is planning a further exchange between Ibadan and Basutoland.³
4. Considerable help to the University College at Salisbury and the Teachers College of Rhodesia has been given through visiting lecturers from the London Institute of Education The A-A-A Programme has also made possible short visits to the Institute and Department of Education, Salisbury, by Professor R. Freeman Butts, Dr. Margaret Lindsey . . . all of Teachers College, Columbia University.⁴
5. The A-A-A connection has been important to the Institute of Education . . . in facilitating specific assistance to training college lecturers . . . in their advanced studies, especially at the Department of Education in Tropical Areas, University of London Institute of Education.⁵

¹By J. D. Turner of the University of Basutoland, Bechuanaland Protectorate and Swaziland. See: Teacher Education, Vol. VII, No. 1, February 1966, p. 12.

²By W. Flemming, formerly of the Institute of Education, University of Ghana. See: Teacher Education, Vol. VII, No. 1, February 1966, pp. 12-13.

³By Andrew Taylor of Ibadan. See: Teacher Education, Vol. VII, No. 1, February 1966, p. 14.

⁴By Alan Milton of the University College of Rhodesia and Nyasaland. See: Teacher Education, Vol. VII, No. 1, February 1966, pp. 14-15.

⁵Ibid., p. 15.

Literature

"Literature from A-A-A . . . and including the A-A-A sponsored Teacher Education, has been utilized for circulation among colleges."¹

General

"The A-A-A Programme . . . has acted as a kind of center link pin round which developments have grown."²

Among the various groups of observers who attended the Afro-Anglo-American Program annual conferences and who had been very closely associated with the Afro-Anglo-American Program, no single individual could be more committed to the cause of the Afro-Anglo-American Program than Stephen Stackpole of the Carnegie Corporation. In his brief address to the Eighth Conference of the Afro-Anglo-American Program which was held in Nairobi in April 1969, Stackpole paid tribute to the Afro-Anglo-American Program in helping to create an environment which encouraged participants to treat each other as fellow citizens of the "global village." He said: "I venture to think that you have not been conscious here of the fact that you have been listening to Americans, Britons, Canadians, Nigerians, Swedes, Ugandans, West Indians . . . this was not always so, and I believe the Afro-Anglo-American Program has played a most important role in

¹By Alan Milton of the University College of Rhodesia and Nyasaland. See: Teacher Education, Vol. VII, No. 1, February 1966, p. 15.

²By Andrew Taylor of Ibadan. See: Teacher Education, Vol. VII, No. 1, February 1966, p. 15.

the change this represents."¹ Later, in the same address, Stackpole goes on to say: "We at the Carnegie Corporation have been particularly pleased by the way in which this organization has provided a sort of matrix or communications network for everything else we have been doing in Africa in support of institutes, schools, and departments of education."²

In the next section an attempt will be made to describe the contribution of one of the off-shoots of the Afro-Anglo-American Program, the Teacher Education in East Africa (TEEA) Project, to the development of National Institutes of Education in East Africa.

The TEEA Project and the Development of National Institutes of Education in East Africa

By the end of the 1950's British East African territories were very fast moving towards their political independence. It was generally realized that the responsibilities of such independence demanded greatly increased output of trained manpower. Top priority was therefore being given to the expansion of secondary school facilities as a first and necessary step towards the expansion of higher and university education facilities.

¹Teacher Education, Vol. X, No. 2, November 1969. London: Oxford University Press, 1969, p. 130.

²Ibid., p. 131.

The second report of the Working Party on Higher Education in East Africa had warned that their proposals, modest as they were, would not be inexpensive to execute:

We have no wish to disguise the hard facts of their cost in terms of both capital and recurrent expenditure. If additional university colleges are not only wanted but necessary in East Africa (and we are convinced that on every ground they are), the financial implications must be candidly faced. An unpleasant dilemma confronts the several governments. They recognize the urgency of the need but are unlikely to be able from their own joint resources to meet all the necessary capital expenditure involved in such a program of educational development.¹

It was this pressing desire for greatly increased secondary school education and the scarcity of facilities for training adequate secondary school teachers that created a dilemma the solution of which led to the development of the Teachers for East Africa (TEA) Project. On the initiative of the African Liaison Committee of the American Council on Education, an informal conference was convened at the Princeton Inn, Princeton, New Jersey, U.S.A. from the 1st of December 1960 to the 5th of December 1960. Among those who attended this conference were Ministers and officials from Kenya, Tanganyika, Uganda and Zanzibar and the Principals of Makerere University College and the Royal College, Nairobi. From the United Kingdom there were representatives of the Inter-University Council for Higher Education Overseas and government officials of the Colonial Office.

¹Report of the Working Party on Higher Education in East Africa, July-August 1958. Nairobi: **Government** Printer, 1959, pp. 27-28.

The Secretary of Health, Education, and Welfare in the United States Government also attended part of the conference. The Princeton Conference agreed that there were three related ways of dealing with the problem of securing more secondary school teachers for East African schools. Firstly, by "increasing the number of newly trained, qualified African teachers, prepared either in East Africa or overseas; secondly, by increasing the competence of teachers in service through special courses; and, lastly, by importing expatriate teachers."¹

As a consequence of the Princeton Conference the Agency for International Development (AID) and Teachers College, Columbia University agreed to establish an emergency project, The TEA Project, for purposes of importing American teachers to the East African secondary schools. AID undertook to finance the project while Teachers College, Columbia University (TCCU) was given the responsibility of recruiting, selecting, and orienting the candidates. There were three distinct groups of American candidates in the TEA Project. There were, firstly, those who had been trained as teachers and had had teaching experience in the United States. These were "Group A" candidates. Secondly, there were those who were trained as teachers but had had no previous classroom experience except for the practice teaching component of their pre-service program. These were known as "Group C". Finally, there were candidates who had just completed their university graduate

¹Report of Conference on Education in East Africa, December 1-5, 1960, sponsored by the African Liaison Committee of the American Council on Education, Princeton, New Jersey, 1960, p. 9. Unpublished.

courses and had neither training as teachers nor any experience of teaching. These were known as "Group B". They were expected to undertake a nine-months post-graduate diploma course in education at the Makerere Faculty/Institute of Education. On successful completion of this professional course these candidates together with "Group A" and "Group C" candidates, were posted in East African secondary schools for an initial term of two years.

It should be noted, however, that from the very beginning the TEA Project was planned as a joint Anglo-American program. The contribution of the United Kingdom was rather slight during the first two years of the project, only eight British Post-graduate students joined the American "Group B" for the diploma course at Makerere in 1961. But by 1963 the numbers of British and American candidates on the Makerere diploma course were approximately equal.¹

At the first TEA annual conference which was held in Entebbe, Uganda, in January 1963 the work of the TEA Project was highly commended.² But it was then decided by the United States Government

¹For East Africa as a whole some 120 TEA teachers were sent during the summer and fall of 1962 and similar numbers were sent in 1963 and 1964. See: David Scanlon. Education in Uganda. Washington, D.C.: U.S. Department of Health, Education, and Welfare, Office of Education, Government Printing Office, 1964, p. 69.

²This Conference was organized by the TEA Chief of Party and held under the sponsorship of the University of East Africa. It was attended by representatives of the three East African governments, the United Kingdom Department of Technical Cooperation, the three constituent colleges of the University of East Africa, Teachers College, Columbia University and AID.

during the course of 1963 that the TEA project should be terminated and replaced by the Peace Corps. This decision was a great shock to the East African Governments and East African educationalists. They felt let down at a time of great need. The decision was also a serious blow to the Anglo-American collaboration which had characterized the project. Britain decided to honor its commitment by continuing to send her share of candidates to the Makerere post-graduate diploma course. The last American TEA group was sent to East Africa in 1964 and by 1967 all American TEA personnel had left East Africa. The decision to wind up TEA activities in East Africa must have been an embarrassment to AID officials in East Africa¹ and to the TEA chief of party who had been responsible for coordinating activities of TEA personnel throughout East Africa.

It was under such an atmosphere that the second TEA annual conference was held in Mombasa, Kenya in January 1964. The main purpose of this conference was to get East African political and educational leaders to formalize their thinking on the proposal to establish National Institutes of Education. During the course of the Mombasa Conference, which was attended by representatives of TCCU, the British Department of Technical Cooperation, AID, the Carnegie Corporation, the Ford Foundation, officials of the Ministries of

¹AID chief education advisers in the East African countries had worked very closely with senior officials of Ministries of Education. J. A. Mason, the AID Chief Education Adviser in Uganda, was a member of the Castle Commission which recommended the establishment of a National Institute of Education in Uganda.

Education in Kenya, Tanganyika and Uganda and officials of the University of East Africa and its three constituent colleges, the question of phasing out the TEA Project cropped up during informal and personal conversations. It was realized that a final decision had already been taken and that nothing could be done about it. But some of the East African delegates wondered whether the United States might consider sending some tutors to strengthen the work of teacher training colleges in the East African countries. This tentative proposal sounded reasonable and appealing to other delegates at the conference. Officials of AID and of TCCU were equally excited about the idea which would offer them another opportunity of utilizing their resources and skills in East African educational institutions. Consequently, AID, TCCU and their associates in Britain met a few times and developed the tentative proposal into a scheme which was called the Teacher Education for East Africa (TEEA) Project.¹

What are the essential features of the TEEA? The TEEA and the TEA Projects were more or less similar except that the TEEA was a much smaller scheme than the TEA. Just as in the case of the TEA responsibilities for the TEEA were shared by AID and TCCU. AID provided the necessary funds and TCCU recruited the candidates, offered them an orientation course and assisted, through its Chief

¹The British call it "TTEA," i.e., Teacher Training in East Africa.

of Party in East Africa, in the posting of the tutors to select teacher training colleges.

Another important feature of the TEEA was that the candidates recruited were comparatively older and professionally more mature than those selected under the TEA Project. The minimum qualifications for TEEA candidates were a Master's degree, professional training as teachers and five years of experience as primary or secondary school teachers. One strategy which was built into the TEEA Project was an attempt to place TEEA personnel at all key levels of decision making. Accordingly the TEEA Project incorporated the following elements:¹

1. Provision of tutors to key teacher training colleges in East Africa. The aim here was not merely to fill vacancies but rather to serve as a leaven through demonstration of superior skills and to act as exemplars. During the first few years of the TEEA Project some thirty tutors a year were assigned to this aspect of teacher education for all the three East African countries.
2. Provision of staff members to the Institutes of Education at Dar-es-salaam and at Makerere. These would normally be candidates of professional rank and would have

¹Notes from "Work Plan for Contract AID/Afr-420," from the TEEA Office at Teachers College, Columbia University. Unpublished.

doctorate degrees. Originally only six such staff members for the Dar-es-salaam and Makerere Institutes of Education were authorized by AID/Washington. But by 1968 the Curriculum Development and Research Center in Kenya as well as the Department of Education at Nairobi had also been provided with a few of these high-level professionals. Duties assigned to these staff members normally include: instruction of resident students on institute associateship courses; participation in planning and running in-service courses for teacher training tutors, secondary school teachers . . . conducting of research and acting as consultants to teacher training colleges and ministries of education.

3. Provision of staff members to the faculties and departments of education of the university colleges to assist in developing programs for training graduate teachers.
4. Provision of a TEEA Chief of Party and an adequate team of administrative assistants. The main function of such a Chief of Party would be to coordinate all the elements of the Project on national as well as on a regional level. In this coordination of programs, the Chief of Party would work very closely with AID Chief Education Advisers in the three East African nations.

It will be seen that since the main function of the National Institutes of Education was the coordination of Teacher Education

Programs in its particular nation, the activities of the TEEA Project as described above made a very significant contribution to the professional impact of these National Institutes of Education.

One other TEEA service which had had such tremendous effect on the development of National Institutes of Education in East Africa was the annual conferences which the TEEA Chief of Party organized under the sponsorship of the University of East Africa. Mention has already been made of the Mombasa Conference of January 1964.¹ We have noted how the ideas that led to the establishment of the TEEA were first articulated at this conference. There is equally a good case for the claim that the National Institutes of Education in East Africa, at least in their present form, would not have been established so early if it had not been for the external pressures that were brought to bear on the East African delegates who attended the Mombasa Conference and if it had not been for the generous external financial and personnel aid these National Institutes received. How can this claim be justified? It has firstly to be recalled that each of the three East African nations had established teacher training organizations during the 1950's and early 1960's which were closely associated with Departments and/or Ministries of Education in the three nations. In the case of Uganda, important

¹Later conferences were held in April 1965 at the University College Nairobi, Kenya; in April 1966 at the University College Dar-es-Salaam, Tanzania; in October 1967 at Makerere University College, Uganda; in October 1968 at Mombasa, Kenya; in October 1969 at Dar-es-Salaam, Tanzania; and in October 1970 at Makerere University, Kampala, Uganda.

organizational reforms had taken place in 1961 when the officials of the Department of Education and those of the Minister of Education were merged and reorganized. One important aspect in this reorganization was the setting up, for the first time, of an independent Inspectorate headed by a Chief Inspector of Schools.¹ This Inspectorate Division was delegated with such responsibilities as, "the examination of teachers, the award of certificates, the organization and approval of refresher courses"² Under this reorganization the Central Teacher Training Committee became the Advisory Committee on Teacher Training and assumed, "executive action in . . . the reshaping of syllabuses."³ By January 1964 the Inspectorate Division was so firmly entrenched that it needed some external pressure to force the hand of the government to accept the setting up of another national organization which would assume responsibility for many of the services the Inspectorate Division had just been established to undertake. A careful study of the statement submitted by the Uganda delegation to the Mombasa Conference, and this was drafted after the proposal for setting up a Ugandan Institute of Education--as contained in the Castle Commission Report---had already been submitted to the Uganda

¹The status of the Chief Inspector of Schools was equivalent to that of the former Deputy Director of Education.

²Arthur J. Lewis, and L. V. Lieb (eds.). "Teacher Training in Uganda," A Report of the Conference on Institutes of Education January 27, 1964-January 30, 1964, Mombasa, Kenya, East Africa, March, 1964, p. 31.

³Ibid.

Government, leaves one in little doubt that the Ministry of Education was not too enthusiastic about the setting up of a National Institute of Education which would assume the sort of functions that the Castle Commission had proposed.

In the case of Tanganyika the development of a National Institute of Education was relatively of no major organizational significance. The University College, Dar-es-Salaam had just been set up and its newly established Department of Education had had no time to develop strong vested interests. Moreover, the Ministry of Education in Tanganyika had not yet developed a central inspectorate. Tanganyika delegates at the Mombasa Conference were therefore more open-minded than their colleagues from Kenya and Uganda. The Tanganyika situation was further simplified by their decision that, "the Professor of Education should be the Director of the Institute of Education."¹

The Kenya delegation to the Mombasa Conference took the most extreme position by deciding to set up an interim, "shadow institute run by the Government."²

In their evaluation of the Mombasa Conference the editors of the Conference Report said that, "the most effective way to evaluate

¹Arthur J. Lewis, and L. V. Lieb (eds.). A Report of the Conference on Institutes of Education, January 27-30, 1964. Mombasa: 1964, p. 16. Typewritten.

²Ibid., p. 6.

the Conference is to compare the original national team reports with their final reports."¹ According to this method of evaluation the Uganda delegation appear to have made much progress. By the end of the Conference there was unanimous agreement that:

As soon as possible there should be established in Uganda a body having some identity in law which would coordinate all professional activities relating to the progress and development of teacher education and training at all levels; that within this body should be associated the Ministry of Education, a university college and its Department of Education, and the Teacher Training Colleges; and that this² body should take the customary title of "institute."

The secret behind this apparent unanimity could well have been derived, not so much from agreement on the necessity of the Institute as such but rather, from the discovery that there would be external funds to meet most of the basic expenses required for developing such institutions. It was recorded that the Uganda delegation, "noted with appreciation that . . . the Carnegie Corporation had expressed interest in meeting part of the cost of developing institutes in East Africa."³ A more elaborate statement of the main sources of support the Makerere Institute received by April 1966 was offered by

¹Arthur J. Lewis, and L. V. Lieb (eds.). A Report of the Conference on Institutes of Education, January 27-30, 1964. Mombasa: 1964, p. vi. Typewritten.

²Ibid., p. 93.

³Ibid., p. 95.

W. Senteza Kajubi, the Director of the Institute, in a progress report submitted to the Fourth Annual Conference sponsored by the University of East Africa and held at Dar-es-Salaam, Tanzania from April 4th, 1966 to April 6th, 1966. Kajubi said:¹

The Institute has been extremely fortunate in receiving finance from a number of sources during its first years. They include:

1. The Makerere University College (which pays for some of the running expenses of the central organization).
2. The Government of Uganda (which pays for the salaries of the librarian, supporting staff in the library, and additional expenses, including the cost of supporting students in the Institute's one-year residential course).
3. The Carnegie Corporation of New York, the Institute's largest benefactor (which pays for the salaries of the Director, Deputy Director, two senior staff members and the Nursery School teacher, and has provided additional capital funds for staff housing and equipment and recurrent funds for travel of staff [Institute and Colleges], courses and conferences, and publication).
4. AID (which pays for the salary of three staff members and one secretary and provides a book and equipment grant for them).
5. The Nuffield Foundation (which provides a generous endowment for research which is to be used to support at least one research fellow at the Institute).
6. The A-A-A Program (which provides funds for travel of staff of the Institute on educational projects).

¹L. V. Lieb (ed.). A Report of the University of East Africa Conference on Permanent Staffing of Teacher Education Institutions, April 4-6, 1966, Dar-es-Salaam, Tanzania, East Africa, n.d., p. 24.

7. The African Universities program administered by the University of Chicago which has made generous contributions of funds to the Institute Library for books.

It is obvious from the above statement that without the support such external benefactors as the Carnegie Corporation and the AID, the development of the National Institute at Makerere, and possibly of the two other National Institutes in Tanzania and Kenya, would have been seriously crippled.¹

In the next section a detailed analysis of the organization and functions of the Uganda Institute of Education will be undertaken.

The Organization and Functions of the National Institute of Education in Uganda

One idea that was persistently emphasized from the time of the Binns' Commission in 1951 onwards was that territorial or national institutes of education in East Africa should be adapted to local needs and conditions. We have already noted how by the end of 1960 Eric Lucas was emphatic in his view that, "any attempt to force on East Africa an Institute of Education on the English pattern would

¹In his address on "The Role of TEEEA in East Africa," Carl Manone, the current TEEEA Chief of Party, revealed that by October 1968 the TEEEA Project had provided, "approximately ninety-five tutors . . . for forty teacher training colleges in three countries. In addition to the ninety-five tutors we have ten staff members posted to . . . Institutes of Education." See: Carl J. Manone (ed.). A Report of the University of East Africa Conference on New Directions in East African Teacher Education: Innovation, Implementation, and Evaluation. September 30 and October 1 and 2, 1968, Mombasa, Kenya, East Africa, 1969, p. 97.

have been folly and invited friction and failure."¹ This view was later endorsed by the Castle Commission when they explained that although the institute of education they were proposing would be constituted on the English pattern, it "would be no slavish imitation of any overseas models."² In his address to the Mombasa Conference early in 1964, Edgar Castle reiterated this viewpoint when he said: "There is no intention embedded in our proposal that institutes of education on the English model should be transported to East Africa. It is my belief that no educational system, either whole or in part, is fit for export."³ The purpose of this section of this study is to examine in some detail the organizational structure of the Institute of Education that has been developed in Uganda since the end of 1964.

Whereas the organizational structure of the interim Institute of Education in Kenya was very closely modelled on the pattern of the Institute of Education of the University of Ibadan⁴ the organizational structure of the Uganda Institute of Education was greatly

¹Teacher Education, Vol. I, No. 2, November 1960. London: Oxford University Press, 1960, p. 56.

²Uganda Government. Education in Uganda: The Report of the Uganda Commission. Entebbe: Government Printer, 1963, p. 52.

³Arthur J. Lewis, and L. V. Lieb (eds.). A Report of the Conference on Institutes of Education, January 27-30, 1964. Mombasa: 1964, p. 2. Typewritten.

⁴The proposed interim form of the Kenya Institute adopts almost verbatim the Constitution of the Ibadan Institute of Education. See: Arthur J. Lewis, and L. V. Lieb (eds.). Ibid., pp. 64-67, and pp. 88-90.

influenced by the ideas of Castle. In the Report of the Uganda Education Commission (1963) it had been proposed that the Institute should be, "a corporate body comprising the Faculty of Education at Makerere and all approved training colleges in Uganda."¹ It was further proposed that,

as a basis for future discussion . . . the major committees should be a Council (or governing body) and a Professional Board, with the following membership:

The Council

Chairman	The Principal of Makerere
Representatives from:	The Ministry of Education
	The University College of Makerere
	The Local Education Committees
	The Voluntary Agencies
	The Principals and Governing
	Bodies of Training Colleges
	Head Teachers
	Teachers' Associations

The Professional Board

Chairman	The Director of the Institute
Representatives from:	The Inspectorate
	The Faculty of Education
	Principals of Training Colleges
	Staffs of Training Colleges
	Teachers of Primary, and Post-
	Primary Schools. ²

The final report of the Uganda working group at the Mombasa Conference (1964) more or less adopted the above organizational structure of the Ugandan Institute of Education when they agreed that, "the policies

¹Uganda Government. Education in Uganda: The Report of the Uganda Commission. Entebbe: Government Printer, 1963, p. 52.

²Ibid., pp. 52-53.

of the Institute should be governed by a General Council; and that the implementation of these policies should be committed to the charge of a Professional Board."¹ The Report of the working group goes on to propose that the composition of the General Council and of the Professional Board be as follows:

General Council

Chairman	The Principal of Makerere College
Representatives	The Head of the Institute
	Four officials of the Ministry of Education
	Five representatives of the University College
	Nine nominees of the Minister of Education ²
	One nominee of the Headmasters' Association
	One nominee of the Uganda Teachers' Association ³

¹Arthur J. Lewis, and L. V. Lieb (eds.). A Report of the Conference on Institutes of Education, January 27-30, 1964. Mombasa: 1964, p. 93.

²It was proposed that the nominees of the Minister of Education would include representatives of the Principals and staffs of Teacher Training Colleges, and their Boards of Governors and, where the Minister deemed it necessary, of the general public.

³It should be noted that by January 1964 the Uganda Government had assumed complete control of the education system and had dissolved the offices of the Educational Secretary General for both the Roman Catholic Church and the Protestant Church. It was thus felt unnecessary, by the Uganda working group at the Mombasa Conference, to include representatives of the Voluntary Agencies on the General Council as the Castle Report had suggested.

The Professional Board

Chairman	The Head of the Institute
Representatives	Three members of the Faculty of Education, Makerere College
	Chief Inspector of Schools and two inspectors nominated by him
	Two nominees of the Uganda Teachers' Association
	Ten members from amongst the Principals of staffs of teacher training colleges ¹

According to the Uganda working group at the Mombasa Conference (1964) the institute was regarded as a , "body having some identity in law, which would coordinate all professional activities relating to the progress and development of teacher education and training at all levels; that within this body should be associated the Ministry of Education, a University College and its Department of Education, and the Teacher Training Colleges."²

Soon after the appointment of the Director of the Uganda Institute of Education in December 1964 and the appointment of the Deputy-Director of the Institute in January 1965, steps were taken to design a constitution for the Institute. A draft constitution was

¹It was proposed that the Association of Principals of Training Colleges should provide a list of fourteen suggested nominations to the Ministry of Education, from whom ten members would be chosen.

²Arthur J. Lewis, and L. V. Lieb (eds.). A Report of the Conference on Institutes of Education, January 27-30, 1964. Mombasa: 1964, p. 93. It will be noted that this concept of an institute as a body which associates the Ministry of Education, the University College and Teacher Training Colleges was first articulated by this working group. The Castle idea of an Institute was, "a corporate body comprising the Faculty of Education at Makerere and . . . approved Training Colleges in Uganda." See: Uganda Government. Education in Uganda: The Report of the Uganda Commission. Entebbe: Government Printer, 1963, p. 52.

prepared by the Director and Deputy-Director and submitted to the first meeting of the Provisional Professional Board of the National Institute of Education which met on the 5th and 6th of March 1965. This Provisional Board had a detailed discussion of the particulars of the draft constitution and suggested several amendments.¹ The amended draft constitution was further submitted to the first meeting of the General Council of the Institute which met on the 29th of March 1965. After making some minor adjustments the Council formally approved the constitution. This final version of the constitution of the Institute contains clear statements of the aims of the Institute, the composition and functions of the General Council and of the Professional Board. Whereas this constitution retained the general organizational structure of the Institute as proposed by the Uganda working group at Mombasa (1964), the final constitution introduced certain new significant elements.²

¹Minute 3/65 of the "Minutes of the First Meeting of the Provisional Professional Board of the National Institute of Education, Makerere University College, held at the Institute of Education on 5th and 6th March, 1965." (N.B. Minutes of the Professional Board may be read from open files of the National Institute at Makerere.)

²A comparison of the text of the Report of the Uganda Working Group (see: Arthur J. Lewis, and L. V. Lieb [eds.]. A Report of the Conference on Institutes of Education, January 27-30, 1964. Mombasa: 1964, pp. 93-95); and the wording of the final constitution (see: L. V. Lieb [ed.]. A Report of the Conference on Teacher Education for East Africa, April 5-7, 1965. Nairobi: University College, 1965, pp. 23-27), suggests that the final constitution deliberately inserted clauses which would protect the Institute from direct control of the Ministry of Education. There was, for example, a clause that the Institute would be an "integral part of Makerere University College." There was also another clause that the directives of the General Council would be, "Subject to the authority of Makerere University College Council." See: L. V. Lieb (ed.). Ibid., pp. 24-25.

One of these new elements was a statement of the aims of the National Institute of Education, Makerere University College. The Constitution states:¹

The Institute is established in order to associate together Makerere University College, all recognized teachers' colleges in Uganda, and the Ministry of Education, to achieve the following aims and purposes:

(a) to promote the education and training of teachers and others intending to engage in educational work, and to coordinate the resources available for this purpose within and outside Uganda,

(b) to constitute a focus for the study of education and a professional centre for teachers and for all those engaged in or interested in educational work,

(c) to organize further study and encourage research in education and secure due publication of the results, and thus foster improvements in educational practice,

(d) to initiate, promote and cooperate in the provision of conferences, lectures, and inservice courses for teachers and others engaged in or intending to engage in educational work,

(e) to provide advisory services and library facilities to teachers in schools and teachers' colleges, and in particular to circulate information and advice on new teaching materials, methods and results of research and experimentation,

¹L. V. Lieb (ed.). A Report of the Conference on Teacher Education for East Africa, April 5-7, 1965. Nairobi: University College, 1965, p. 23. It appears as if there is sufficient internal evidence in the constitutions of the institutes at Makerere and at Dar-es-Salaam, especially from the identical phrasing of many of the stated aims of the two institutes, to suggest that there must have been some sharing of notes among the designers of the two constitutions. See: L. V. Lieb (ed.). "The Constitution of the Institute of Education, University College, Dar-es-Salaam," Ibid., pp. 16-19. No similar statement of such aims of the Institute is available for the Kenya Institute of Education.

(f) to assist in the preparation of syllabuses for schools and member colleges in collaboration with the institutions involved, and to examine, assess and certify the professional competency of students who are training to become teachers or to engage in educational work in general,

(g) to exercise such other functions related to education as may from time to time be delegated to the Institute by Makerere University College with the concurrence of the Ministry of Education.

Regarding the government of the Institute, the constitution asserts:

The Institute shall be an integral part of Makerere University College and the Director, Deputy-Director and the Academic staff and research workers of the central organization of the Institute shall be members of the staff of Makerere University College and shall be appointed in accordance with the procedures in being governing the appointments of academic members of Makerere University College staff; save that selection committees constituted for Institute appointments shall also contain two members appointed by the Professional Board of the Institute.¹

According to the Constitution the constituent members of the Institute were to be:

1. Makerere University College
2. Any teachers' college or training department in Uganda . . .

which has satisfied the General Council [regarding] standards of appointment of staff, the adequacy of its buildings, the efficiency of its administration and the examination of those students . . . is the responsibility of the Institute

¹J. V. Lieb (ed.). A Report of the Conference on Teacher Education for East Africa, April 5-7, 1965. Nairobi: University College, 1965, p. 24.

3. In-service teacher training colleges,¹ and
4. The Ministry of Education.

The constitution made some significant changes in the procedure of electing and/or nominating representatives for both the General Council and the Professional Board. With regard to the General Council the distribution of power tended to be in favor of the University College. The composition of this Council reflected the relative power allocated to each of the three constituent members of the Institute. Figure 1 indicates membership of each of the three constituent members of the Institute on the General Council.

But since the General Council meets only about once a year, most of the professional decisions of the Institute are made by the Professional Board which is expected to meet at least three times a year. Membership on this Board is again shared by the three constituent members of the Institute. The following diagram (Figure 2) reflects the relative influence of each of these constituent members on the Board.

¹Since in-service teacher training colleges are functionally in the same category as other teachers' colleges, there is therefore no organizational significance in distinguishing these two levels of teacher education. The essential constituent members of the Institute remained as: (a) Makerere University College, (b) recognized teacher training colleges, and (c) the Ministry of Education.

Figure 2

Membership of the General Council

9 Members

University College

7 Members

Ministry of Education

2 Members

Teachers' Colleges

1 Representative of Head Teachers' Association

1 Representative of the Uganda Teachers' Association

Total Council Membership = 20, the breakdown of which is as follows:

The Principal, Makerere University College, Chairman
 The Minister of Education or his representative
 The Permanent Secretary, Ministry of Education or his representative
 The Dean of the Faculty of Education, Makerere University
 Four representatives of the Makerere University College Academic Board
 Two members of the Professional Board appointed by the Board from those of its members who represent principals and tutors of teacher training colleges
 Five nominees of the Minister of Education¹
 One representative of the Uganda Teachers' Association
 One representative of the Headmasters' Association
 The Director of Extra-Mural Studies or his representative
 One representative of the Makerere University College Council
 The Director of the Institute who would act as Secretary to the General Council

¹The Uganda Working Group at Mombasa (1964) had recommended that there should be nine nominees of the Minister of Education. The Working Group had, however, suggested that these nominees of the Minister of Education should include representatives of the Principals and staffs of teacher training colleges, and their Boards of Governors and, where the Minister deems it necessary, of the general public. See: Arthur J. Lewis, and L. V. Lieb (eds.). A Report of the Conference on Institutes of Education, January 27-30, 1964. Mombasa: 1964, p. 93.

Figure 3

Membership of the Professional Board

10 Members

Teachers' Colleges

5 Members

University College

2 Members

Ministry of Education

2 Representatives of Uganda Teachers' Association

5 Co-opted members

Total Professional Board Membership = 24, the breakdown of which follows:

The Director of the Institute, Chairman

The Chief Inspector of Schools

The Senior Inspector (teacher training)

Three representatives of the Faculty of Education, Makerere
University CollegeEight representatives of teacher training colleges (four
principals and four tutors)One teacher training principal and one teacher training
tutor nominated by the Minister of Education

Two representatives of the Uganda Teachers Association

The Board may co-opt up to five other members.¹

¹L. V. Lieb (ed.). A Report of the Conference on Teacher Education for East Africa, April 5-7, 1965. Nairobi: University College, 1965, pp. 25-26.

The functions of the National Institute of Education are directly derived from its general aims. These functions fall into three main categories:

1. coordination of standards in the constituent teacher training colleges,
2. provision of educational services, and
3. research, experimentation and survey.

In each of the categories is a number of services which the central staff of the Institute¹ organize and carry out in collaboration with officials of the constituent members of the Institute. In attempting to undertake these functions the Professional Board appointed three advisory committees. These were: The Research Committee, The Library Committee and The Examinations Committee. In addition to these three advisory committees, the Professional Board set up syllabus advisory panels for designing and revising programs for primary teacher training colleges and primary schools.² A panel was set up for each of the following twelve subjects: English, mathematics, vernacular, history, geography, physical education, principles of

¹The Central Staff of the Institute includes the Director and the Deputy Director (the Institute has had no Deputy Director since 1966), five lecturers, an organizing tutor, the coordinator of the audiovisual aids center and some fourteen other personnel assisting with research and/or administrative and clerical duties.

²Minute 13/65 of the "Minutes of the First Meeting of the Provisional Professional Board of the National Institute of Education, Makerere University College, Held at the Institute of Education on 5th and 6th March, 1965," noted that it was decided that the subject panels of the Inspectorate Advisory Committee on Teacher Training be reconstituted as advisory panels of the Institute Professional Board.

education, science, music, art and crafts, infant methods and religious knowledge.¹ The three advisory committees and the subject panels conducted their services within the general framework of Institute functions. Thus under the general group of Coordination of Standards in the constituent teacher training colleges was carried out such services as the designing and modernization of syllabi; examination and certification of students who completed their courses at the constituent teacher training colleges; the planning and conducting of inservice programs for teacher training college tutors; and professional advice given by the central staff of the Institute to teacher training college academic staff.² Under the general group of Educational Services were included such services as offering advice on syllabuses for primary schools and on textbooks, both in manuscript and in their final form³; giving advice and help in the production of audiovisual and other teaching materials; and

¹L. V. Lieb (ed.). A Report of the University of East Africa Conference on Permanent Staffing of Teacher Education Institutions, April 4-6, 1966, Dar-es-Salaam, Tanzania, East Africa, n.d., p. 22.

²Ibid., pp. 25-26.

³The Institute was later relieved of the services of designing syllabuses for primary schools. It was also instructed by the Ministry of Education not to collaborate directly with book publishing firms. The main reason for such Ministry intervention was to safeguard the Uganda Publishing House from competition with foreign publishing firms. As some subject panels appeared to be slow in accepting Ministry directives on certain issues, the Ministry of Education directed early in 1969 that subject panels of the Professional Board should be dissolved and that new panels should be set up headed by Ugandan Professionals and that the panels should be under the direction of the Chief Inspector of Schools. From personal interview with W. Senteza Kajubi, the Director of the National Institute of Education.

providing inservice courses, conference, workshops and seminars for teachers and other educationalists.¹ Lastly, under Research, Experimentation and Survey was included all types of educational research and investigation carried out under the patronage of the Institute and in collaboration with the Research Committee of the Professional Board.

There is perhaps no other single activity which has taken up as much of the time of the central staff of the Institute as the primary training college tutors' associateship courses. In an attempt to up-grade the general academic and professional standard of the staff of primary teacher training colleges, the Institute introduced residential courses for tutors and potential tutors. The original plan was to offer one year residential programs to Grade III college tutors and other Grade III primary teachers who were deemed to be potential college tutors. The first of these courses was started in January 1966 with some thirty-three candidates (sixteen college tutors and seventeen primary teachers). There was a similar course at the Institute in 1967. Candidates who successfully completed this course including (1) compulsory work in principles of education, (2) methods of teaching, (3) English, (4) one major and one minor subject, (5) observation and practical teaching in schools and training colleges, and (6) a miniature thesis were offered a Certificate of Associateship (Part I) of the Institute. This certificate was awarded by Makerere University College and recognized by the

¹National Institute of Education, Annual Report, 1967-1968, p. 224.

Ministry of Education as qualifying its holder to be registered as a Grade IV teacher.¹

Many of the tutors who were awarded such associateship certificates were later considered, together with other tutors who had been up-graded to the Grade IV status because of courses they had taken in overseas institutions, for another year's residential course at the Institute.² This was supposed to focus more on deepening the academic background of the tutors' special subjects. The original plan was that candidates who successfully completed this advanced course would be awarded the Associateship (Part II) Certificate of the Institute which the Ministry of Education was prepared to recognize as an adequate standard for up-grading to the Grade V teachers' status. But soon after the Institute had admitted its first group of these Grade IV tutors Makerere University College agreed to award its Diploma of Education to candidates who successfully completed this advanced course.³ During the year 1968 some thirty Grade IV primary teacher training tutors took this Institute course and twenty-nine of them were awarded their diplomas at the end of the year. In 1969 the course was taken by another group of thirty-four Grade IV tutors. A third group of tutors took the course in 1970. By

¹Carl J. Manone (ed.). Critical Issues in Teacher Education. Kampala: Makerere University, 1971, p. 141.

²Ibid., p. 143.

³Ibid.

the end of 1970 the numbers of outstanding Grade IV tutors had been almost exhausted. It was therefore decided that in 1971 the Institute should mount another of the Associateship (Part I) courses to outstanding Grade III primary teachers who might later be recruited by primary teachers colleges as tutors.¹

Thus since January 1966 the Central Staff of the Institute has been continuously engaged in the work of retraining college tutors. This has made heavy demands on their time. There is indeed a sense in which these residential tutors' programs have reduced the Institute into a normal teaching department of the University College. This situation made it difficult for the Institute central staff to devote adequate time to some of its other functions. The Institute central staff did not, for example, provide the leadership that one would have expected in the important area of educational research. The Institute tried its best, however, to keep many of the services going. A syllabus for Grade II teacher training colleges was developed, bound and issued to all the appropriate colleges by the beginning of 1966. A system of moderating the examinations for the final year students at Grade II and Grade III teacher training colleges, which had been initiated by the Ministry of Education, was carried on. This involved the collaboration of officials of the Inspectorate, the University College and primary teacher training colleges. Another area where there has been considerable collaboration among the

¹Information from personal interview with W. Senteza Kajubi.

constituent members of the Institute has been that of planning and conducting short inservice courses for college tutors and primary teachers.¹

The Castle Commission Report (1963) had recommended that a Ugandan Institute should not be a, "controlling but a coordinating body serving all aspects of teacher education."² The Institute has made every endeavor to maintain this image of being a coordinating body. One way this coordinating function is being carried out has been diagrammatically represented in a recent study of Critical Issues in Teacher Education.³ The following diagram represents the coordination of teacher education in Uganda.

It is obvious from this diagram that the Institute has taken significant steps in facilitating interaction between itself and the three other agencies. It would be rather unrealistic, however, to claim that there has been perfect partnership and collaboration in teacher education in Uganda. There have been times of strain and unarticulated conflicts between the constituent members of the Institute. In the next chapter an attempt will be made to identify examples of situations which tend to block the development of healthy collaboration.

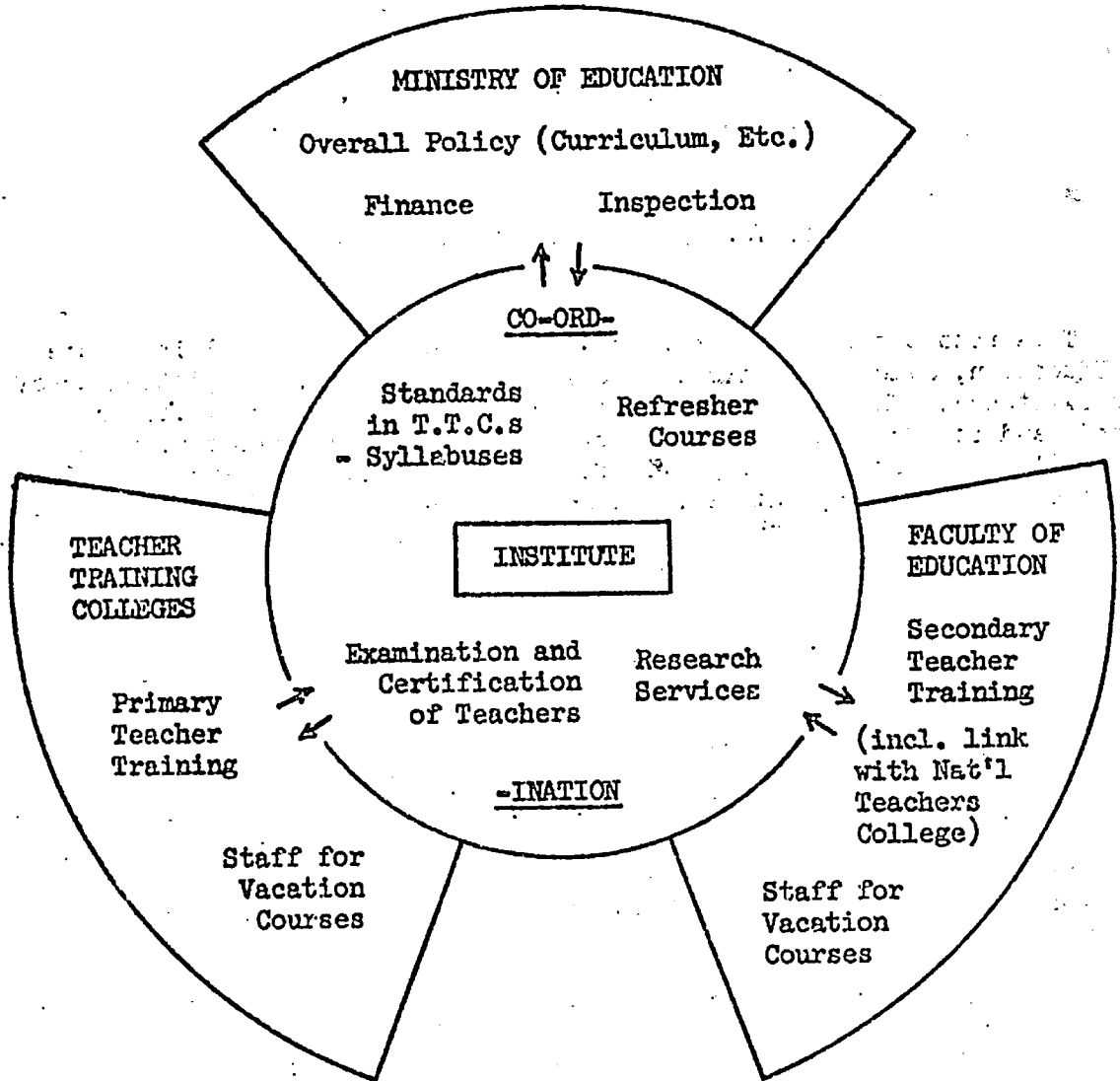
¹National Institute of Education, Annual Report, 1967-1968, p. 229.

²Uganda Government. Education in Uganda: The Report of the Uganda Commission. Entebbe: Government Printer, 1963, p. 52.

³Carl J. Manone (ed.). Critical Issues in Teacher Education. Kampala: Makerere University, 1970, p. 140.

Figure 4

TEACHER EDUCATION (UGANDA) - ORGANIZATION



CHAPTER IV

BARRIERS TO PARTNERSHIP AND COLLABORATION
IN TEACHER TRAINING

Collaboration in teacher training in Uganda started very early when the Government Department of Education began a system of paying grants to recognized educational institutions which had been founded by the Roman Catholic and Protestant Missions. The Government paid the cost of salaries of teachers and for buildings of senior secondary schools and primary teacher training centers--the majority of which were boarding institutions. The Protectorate government also provided boarding grants and capitation grants for these institutions.¹ On top of these grants parents paid fees and the local education authorities provided a substantial number of scholarships.²

Organizationally, there were formal structures for collaboration throughout the 1940's and the 1950's. Each of the three religious agencies, the Roman Catholic Archdioceses of Rubaga, the Anglican Province of Uganda, Ruanda and Burundi, and the Uganda Muslim Educational Association, had its own structure for the

¹David Scanlon. Education in Uganda. Washington, D.C.: U.S. Office of Health, Education, and Welfare, Office of Education, U.S. Printing Office, 1964, p. 20.

²Ibid.

organization, administration and supervision of their primary, secondary and teacher training institutions.¹ These formal structures of collaboration were often re-enforced by occasional meetings and conferences which brought together representatives of various collaborating institutions. One of these conferences was held in 1944.² In spite of these apparent structures for collaboration there was as yet no institutionalized partnership. Each of the organizations was busy planning and building its own empire. A committee which was appointed to review the system of African education in Uganda noted that, "in parts of Uganda . . . [there was] a demand for the establishment of schools free from Mission control."³ The Committee believed that this attitude arose from a feeling, "that local opinion and local authorities are insufficiently consulted and involved in the management and control of schools."⁴ But regardless of the recommendations of the report of that Committee, the Minister of Education was forced ten years later to inform the Uganda National

¹The Educational Secretary General was the chief liaison officer between his religious organization and the Protectorate Department of Education. Under each of the Educational Secretary Generals were four Provincial Education Secretaries. In addition, each district had a schools' supervisor and an assistant supervisor for each of the three religious agencies.

²Uganda Protectorate. Report of the Conference on Primary Teacher Training, August 23rd and 24th, 1944. Entebbe: Government Printer, 1945.

³Uganda Protectorate. African Education in Uganda. Entebbe: Government Printer, 1953, p. 5.

⁴Ibid.

Assembly that he believed Uganda should, "have a national system to train Uganda teachers who will bring up our children with a national loyalty and a national pride. As most of us know, there are powerful forces in this country which do not share this view, who claim the right to control these schools while Government simply pays for everything."¹ Similar instances could be cited to demonstrate signs of dissatisfaction with the then current features of collaboration. There have been similar dissatisfaction with certain activities of the National Institute of Education. A move taken by the Ministry of Education early in 1969 to relieve the Institute from the function of designing and revising syllabuses for primary schools is one example to suggest that the organizational health of the Institute may not be perceived as perfect in certain quarters.

It is quite likely that there continue to be, as in the instances just cited, concealed and perhaps not yet fully understood barriers which make real partnership in teacher education difficult. Are there any roadblocks the discovery of which might enhance chances of fuller and richer collaboration and partnership in teacher education in Uganda? Might the discovery of such barriers provide us with possible clues toward the identification of certain principles that facilitate rather than impede fuller partnership in teacher education? What then are these barriers to collaboration?

¹Uganda Parliamentary Debate (Hansard): National Assembly Official Report, First Session, 1962-1963, p. 390.

A recent study of school plant innovations¹ identified some barriers to change in school systems. Although many of the barriers identified in that study are uniquely related to school plant innovations, at least three barriers were reported that may apply to the sort of roadblocks we are searching for. These are: bureaucratic organizations, vested interests, and status quo.

Bureaucratic Organizations

One observable phenomenon is that collaborative ventures so far initiated in teacher education in Uganda have mainly been between bureaucratic organizations. What is a bureaucratic organization and how might its characteristics encourage or hinder collaboration?

Concepts of bureaucracy as practiced in contemporary organizations have been a little "softened" by challenges from two schools of thought about organizational theory. There was first the influence of the scientific management approach which was developed by Frederick W. Taylor. He assumed that, "employees were primarily passive instruments to be used as adjuncts to machines in the performance of productive activities."² Taylor's main contribution was his introduction of scientific methods for measuring an individual

¹Ralph H. Dumas. "A Study of School Plant Innovations in Selected School Districts." Ed.D. Dissertation, Teachers College, Columbia University, New York, 1969. Unpublished.

²Alice Miel, and Arthur J. Lewis. Notes on, "Organization for Work on Curriculum and Instruction." Unpublished.

employee's productivity. A second challenge came from the human relations approach to organization. This school of thought was a reaction to Taylor's efficiency movement. The human relations movement emphasized the individual in the organization. Supporters of this view therefore pleaded for improvement in working conditions for the employees.

In spite of these challenges, the main features of bureaucracy are still identifiable. These were first stated by a German sociologist, Max Weber. Living and working at a time when paternalism and nepotism were common, Weber sought a structure for organization which would be freed of these social weaknesses. He sought an organization where role relationships would be more important than the relationships among the human beings who occupied certain positions.¹ Weber's idea of bureaucracy had a technical meaning which is best understood if one thinks of a large group of people organized to achieve some goal, each in direct relationship with the leader. In order effectively to direct the activities of so many people the leader has to delegate authority and responsibility to others--a group of intermediaries who will direct the work of smaller groups. These sub-leaders were referred to by Weber as the bureaucracy of the organization.² According to this view, any large organization such

¹Robert L. Katz. "Toward a More Effective Enterprise," Harvard Business Review 38:83, September 1960.

²Alan E. Ferris. "Organizational Relationships in Two Selected Secondary Schools: A Comparative Study." Ed.D. Dissertation, Teachers College, Columbia University, New York, 1965, p. 12. Unpublished.

as a national government, government ministry, religious organization, university institution and even large public schools would find it necessary to develop a bureaucracy. According to Weber, "the purest type of exercise of legal authority is that which employes a bureaucratic administrative staff."¹ This administrative staff under the supreme chief of the organization, consists of individuals who are appointed and function according to specific principles. From these principles the main characteristics of a bureaucratic structure have been identified. These are summarized as follows:²

1. The regular activities required for the purposes of the organization are distributed in a fixed way as official duties.
2. The organization of offices follows the principle of hierarchy; that is, each lower office is under the control and supervision of a higher one.

¹Max Weber. "The Essentials of Bureaucratic Organization: An Ideal-type Construction," Reader in Bureaucracy, edited by Robert K. Merton, et. al. Glencoe: The Free Press, 1952, p. 21.

²Peter M. Blau. Bureaucracy in Modern Society. New York: Random House, 1956, pp. 28-30, passim. N.B. Warren G. Bennis. Changing Organizations: Essays on the Development and Evolution of Human Organization. New York: McGraw-Hill Book Company, 1966, p. 5, describes the six underpinnings of bureaucracy as: (1) a division of labor based on functional specialization, (2) a well defined hierarchy of authority, (3) a system of rules covering the rights and duties of employees, (4) a system of procedures for dealing with work situations, (5) impersonality of inter-personal relations, (6) promotion and selection based on technical competence.

3. Operations are governed by a consistent system of abstract rules . . . [and] consists of the application of these rules to particular cases.
4. The ideal official conducts his office . . . [in] spirit of formalistic impersonality . . . without hatred or passion, and hence without affection or enthusiasm.
5. Employment in the bureaucratic organization is based on technical qualifications and is protected against arbitrary dismissal. It constitutes a career. There is a system of promotions according to seniority or to achievement, or both.
6. Experience tends to universally to show that the purely bureaucratic type of administrative organization . . . is from a purely technical point of view, capable of attaining the highest degree of efficiency.

Serious problems would arise if two or three organizations which accepted this principle of unity of command attempted to collaborate. Unless the original organizations merged into a single bigger organization, the principle of unity of command would act as a real barrier to collaboration of institutional organizations.

Other principles which have significant implications for the inter-institutional collaboration derive from the work of James D. Mooney and Alan C. Reiley. In their book, The Principles of Organization, they articulated four categories of principles: (a) the coordinative principle, (b) the scalar principle, (c) the

functional principle, and (d) the staff phase of functionalism. For Mooney and Reiley the principle of coordination was the basic principle in which all the other principles were contained.¹ The scalar principle was a means of establishing vertical or hierarchical coordination in an organization. There would be different grades of personnel at different vertical scales in the organization. This scalar principle would also act as a barrier if two or more organizations attempted to collaborate. The sensitive areas would be how to coordinate and relate the vertical scales in the various collaborating organizations. The functional principle relates to organizational coordination of personnel according to their functions based on their professional specializations. When there is collaboration between several organizations in a joint enterprise, there is likely to arise a problem of vested professional interests. Personnel in each organization would tend to develop their own pet ideas about how things should be done. These are barriers that should be understood and anticipated in the process of establishing collaborative ventures between various organizations and/or institutions.

In their fourth principle, Mooney and Reiley distinguish personnel in an organization who represent authority and others who act as advisers. They explain that, ". . . line represents the authority of men; staff the authority of ideas. The true value of

¹James D. Mooney, and Alan C. Reiley. The Principles of Organization. New York: Harper and Brothers, 1947, p. 5.

the staff official has only one measure--his ability to generate ideas that are of value to line authority."¹ This method of allocating authority may have justification in business organizations, but it certainly presents serious problems in educational and other professional organizations. Miel and Lewis refer to this problem when they say, "Bureaucratic structure assigns the principal the responsibility for evaluating the work of a person whose expertise may exceed his own. Thus there may be a conflict between authority based on expertise and authority assigned to an official position in a bureaucracy."²

At a recent teacher education conference in East Africa a speaker referred to the "Peter Principle." He said, the Peter Principle specifically says, "In a hierarchy--and a hierarchy could be any organization, whether a governmental organization, a university, a church, any group--every employee tends to rise to his level of incompetence."³ The Peter Principle illustrates so well the absurdity of having a bureaucratic setup which confuses the authority of line with the authority of staff. A highly competent third grade teacher who is rendered incompetent by her promotion to the status of

¹James D. Mooney, and Alan C. Reiley. The Principles of Organization. New York: Harper and Brothers, 1947, p. 34.

²Alice Miel, and Arthur J. Lewis. Notes on, "Organization for Work on Curriculum and Instruction." Unpublished.

³Carl J. Manone (ed.). "Profile of the Effective Administrator: Focus on Self-Appraisal," Critical Issues in Teacher Education. Kampala: Makerere University, 1971, p. 32.

Headmistress, or the very creative teacher in the Science Department who is rendered incompetent by being promoted to the status of Head of the Department are but victims of the bureaucratic setup which gives higher status to the "line" personnel than it gives to the "staff" personnel. How can the Ministry of Education be reorganized to prevent this tendency to promote staff personnel to levels of their incompetence? One sad aspect in terms of the Peter Principle, as far as our thesis of collaboration is concerned, is that most administrative decisions which determine policies of most collaborative ventures are likely to be left in the hands of these employees who have risen to their levels of incompetence!

Status Quo

Newton's second law of motion is that, "a body at rest will remain at rest, and a body in motion will continue in motion."

At a conference which was attended by representatives of principals of teacher training centers, Makerere College and senior officials of the Government Department of Education in 1944, Makerere College, "made it clear that it was not concerned with the training of teachers for primary schools."¹ From that time it was agreed that Makerere College should restrict its resources on the training of secondary teachers and that the training of primary teachers should

¹Uganda Protectorate. Report of the Conference on Primary Teacher Training, August 23rd and August 24th, 1944. Entebbe: Government Printer, 1945, p. 2

be the concern of primary teacher training centers under the guidance and control of the Department of Education. The teacher training committees of the 1950's and early 1960's were formal mechanisms devised by the Department of Education for carrying out this responsibility of planning and implementing professional programs for students at primary teacher training centers. Thus by 1964, tradition had been firmly established that Makerere was a place where secondary teachers were trained and that the University College had no resources for the training of primary teachers. It would therefore, have been expected that when the National Institute was established it should have focused on the training of secondary teachers. It would have been in line with the expectation of traditional thought that an institution which was not only Makerere-based, but which was an integral part of the University College should be basically concerned with secondary teacher education. As it turned out, however, the National Institute was from the very start almost exclusively concerned with the coordination of professional programs of primary teacher training institutions.

Two possible explanations are apparent for this almost exclusive association of the Institute with primary teacher education. The first deputy director of the Institute, who dominated most of the policy decisions upon which the aims and functions of the Institute were based, had been a senior official of the Ministry of Education and had been the Head of the Teacher Education Section in the Inspectorate Division. According to traditional arrangements made with Makerere,

the chief function of this Teacher Education Section was to coordinate professional programs for teacher education institutions at the primary level. It is therefore likely that when this official was transferred to the newly established Institute, he continued to perceive the function of coordinating teacher education as being limited to primary teacher institutions. A second major function of the Teacher Education Section of the Inspectorate Division had been the development of syllabuses for primary schools. The fact that the Institute again restricted its services to the designing of programs for primary schools and never expressed interest in assisting with the designing or reform of programs for secondary schools tends to confirm the view that the deputy director tended to perceive the functions of the Institute within the framework of his former responsibilities as an official of the Ministry of Education.

It is also possible that the Institute decided to limit its coordinating services to primary teacher education because the Faculty of Education was unwilling to modify the stand Makerere College had taken in 1944. The Faculty might have taken the view that its main area of specialization was in the training of secondary teachers and that it had little to gain by subjecting its programs to the coordination of the newly established National Institute of Education.

There are other areas where the tendency to maintain established status quo might act as barriers. Should, for example, other academic departments of the University be involved in the activities of

determining professional programs for primary and secondary teacher training institutions? Should representatives of the local district communities be involved and, if so, how? What about the Regional Inspectors of Schools and the members of the Board of Governors of the teacher training organizations? Should students at the teacher training institutions have some say in the way their programs are determined? Should the views of these students be considered in evaluating and revising their professional programs? In dealing with such questions, decision-makers would have to contend with serious barriers created by tendencies to maintain traditional status quo. But perhaps the most frustrating situation is when the decision makers themselves are unwilling and/or unable to consider alternative ways of reorganizing their institutions. The basic barrier here would be concealed in the view that what their organizations are doing is right. Under such a situation the only effective solution might be from the intervention of an external change agent.

Vested Interests

John Gardner holds that vested interests, "are the diseases of which organizations and societies die."¹ Goodwin Watson tells us that a, "vested interest may be in freedom to operate as one pleases,

¹John Gardner. Self Renewal. New York: Harper and Row, 1964, p. 117.

quite as truly as in money-income or title on the door."¹ But Herbert Shepard's distinction of "Primary" and "Secondary" adaptation and the corresponding concepts of "primary mentality" and "secondary mentality" seem to get closer to the heart of the problem of "vested interests." Shepard begins with the assumption that organizations, like persons, can be viewed as organisms whose parts are living and in communication. He goes on to observe that one characteristic of organisms is that they adapt to their environments. He then distinguishes what he terms "Primary" and "Secondary" adaptation. In primary adaptation, "the individual is the unit of interest; his survival and well being are at stake. And from his point of view, the survival and well being of external environment features are of interest in a purely instrumental sense. He cultivates the garden for his own sake, not for its sake. His interest in other individuals has a similar construction: he exploits them if necessary for his own well being, he protects himself from their exploitativeness, he trades with them if he sees an advantage to himself in doing so."² On the hand, the focus of secondary adaptation is on processes which ensure survival of the species in its environment. Shepard regards the beehive as a remarkable secondary adaptation pattern.

¹Goodwin Watson (ed.). Concepts for Social Change. New Jersey: Cooperative Project for Educational Development, National Education Association, 1967, p. 20.

²James G. March (ed.). Handbook of Organizations. Chicago: Rand McNally and Company, 1965, p. 1117. Note: Shepard's individual is essentially a Hobbean type of person.

It is, however, in his discussion of the organization principles and the primary mentality that Shepard pinpoints a concept of vested interests as barriers to collaborative ventures. He says:

The primary mentality seeks to ensure survival and wellbeing by getting the external environment under control. As superiors get subordinates under control, the latter's needs to control the environment are violated. The hierarchy is in this sense the product of a series of victories and defeats in a win-lose struggle. The organization is bound together in a system of "antagonistic cooperation." Where subordinate controls are inadequate, subordinates extend their own area of control.¹

Remembering that for Shepard the adaptative behavior of individuals is comparable to the behavior of any organization, it becomes clear that his description of primary adaptation gives an excellent case of vested interest tendencies in an organization. When organizations with their vested interests are units of a bigger organization, then the problems due to what Shepard describes as the "primary mentality" create serious barriers for effective collaboration.

Does the problem of vested interests apply in the case of collaborative ventures in teacher education in Uganda? In at least three areas this problem of vested interests significantly affects collaborative ventures in teacher education, not only in Uganda but in several other developing nations of Africa. The three areas are religion, university autonomy and external aid.

¹James G. March (ed.). Handbook of Organizations. Chicago: Rand McNally and Company, 1965, p. 1120.

A former British official of the Uganda Department of Education has said that,

a special feature of administrative control of education in Uganda is the part played by voluntary agencies The main agencies are the Roman Catholic Church, the Church of Uganda (previously known as the Native Anglican Church and including the C. M. S.), and the Uganda Muslim Education Association. The first two of these are in fact responsible for having begun most primary schools, many junior secondary schools, and more than half of the senior secondary schools, as well as nearly all the primary teacher training colleges.¹

But each of the religious agencies had a basic commitment of consolidating and extending its denominational "empire." Each of the agencies saw formal education as the chief instrument of achieving its denominational purpose. The fact that practically all the primary teacher training colleges were founded by these religious agencies reflects the importance they attached to teacher training. Thus any attempt by an outside body--whether Government or Institute--which aspired to control these teacher training colleges was bound to be perceived by the religious agencies as an encroachment on their vested interests. It is obvious from the records of the Parliamentary debate on the budget speech given by the Minister of Education in June 1963 that the Government proposal to assume direct control of the schools and teacher training colleges was strongly resisted by the religious agencies. At one point in the debate the Minister of

David G. Scanlon (ed.). Church, State and Education in Africa. New York: Teachers College Press, 1966, p. 149.

Education revealed that he had, "had representations from the highest quarters of the voluntary agencies claiming the right that Government should supply all the money necessary to enable the agencies to run the schools as well as the administrations of these schools. Coupled with this claim was also the demand that Government should not interfere."¹

As a direct reaction to the Government decision to relieve the religious agencies of their previous administrative power of schools a Joint Church Educational Council was formed. The Council contained representatives of the Roman Catholic Church and of the Church of Uganda. Its purpose was to act as a watch dog over the Government procedure to formalize the control of the schools and colleges. The Council also hoped to act as a pressure group to the Ministry of Education. It cannot therefore be doubted that religious agencies in Uganda continue to have strong vested interests in education and that these interests can be serious barriers to attempts to establish certain structures of collaboration in teacher education.

At one of the earliest Afro-Anglo-American Program Annual Conferences, testimony was given by delegates from Nigeria and Ghana that there had been conflict between government and the universities,

¹Uganda Parliamentary Debate (Hansard): National Assembly Official Report, First Session, 1962-1963, pp. 391-392.

and that the much prized Western concepts of university autonomy and independence were in jeopardy.¹

One assumption that African universities have inherited from the Western universities (especially from British and German universities) is that there is a gold standard of learning which must be jealously protected by the universities. This assumption has been very closely associated with an orthodox belief in public examinations as a sure method of screening those who attain this standard. What was perhaps a more unfortunate assumption was that for the African universities to attain this gold standard of learning they had to adopt the curricula of the established universities of Britain. In one of his writings on African universities, Eric Ashby has pointed out that being on a gold standard of learning does not necessarily mean that the African universities must accept the imprint of a foreign coinage.²

Universities had vested interests in their claim to be the watchdogs of academic standards. They also had an indirect control over all levels of the school system. Academic entrance requirements set by the universities determined the type of curricula secondary schools had to offer. Entrance requirements of the secondary schools

¹Teacher Education, Vol. IV, No. 2, November 1963. London: Oxford University Press, 1963, p. 98.

²University Quarterly, Vol. XX, 1965/1966, p. 82.

dictated the structure and scope of the curricula offered by primary schools. The curricula of the primary schools and secondary schools determined to a large extent the type of curricula that teacher training colleges offered to their students. Thus so long as the purpose of secondary schools in Uganda was to help their students to pass the externally set and externally marked Cambridge University School Certificate Examinations, the debate about accepting or not accepting the imprint of a foreign coinage was rather trivial. Many African universities had no alternative but to accept the imprint of a foreign coinage since they had no entrance examinations of their own. Until recently Makerere University had, for example, to admit its students on the strength of their performance in the examination set and marked by Cambridge in Britain. The establishment of the East African Examination Council is thus a significant step in getting an African imprint on "gold standards" of learning which the East African universities and/or the East African Examination Council will set up. The question then will be how the vested interests of the guardians of the new "gold standards" of learning so determined will affect the programs of other institutions in East Africa.

The university demand for autonomy is an aspect of the university's anxiety to assert its ethos. In his provocative article on "Tensions in School-University Collaboration" Edward Ladd suggests that university systems have unique sub-cultures of their own.¹

¹E. Brooks Smith, and Others (eds.). Partnership in Teacher Education. Washington, D.C.: American Association of Colleges for Teacher Education and Association for Student Teaching, 1968, pp. 102-103

In the case of the newly emergent universities of Africa the demand for autonomy often has political implications. Being aware of the vested interests they have inherited from their association with the British universities, the African universities are concerned about the aggressive might of the Independent African Governments. The university demand for autonomy is therefore a part of the game to obtain what Shepard has referred to as "antagonistic cooperation." Many African governments, however, are unprepared to tolerate university demand for absolute autonomy. A recent visitation committee to Makerere University College was very critical of the university demand for absolute autonomy.

Academic freedom has come to be interpreted by the college as freedom from Government involvement. Thus when the University of East Africa Act, 1962, defined one of the aims and functions of the university as "to preserve academic freedom and in particular the right of a university or a university college to determine who may teach, what may be taught, how it shall be taught and who may be permitted to study there," it implied that Government should not be allowed by the university to have any say in selecting the teachers . . . the course content, the manner of conducting such courses and the people who are to be admitted into the university We regard this freedom as totally unacceptable and therefore recommend that this degree of "academic freedom" should not exist in the new university.¹

The committee's observation and recommendation underline the need and importance of re-assessing the assumptions on which current

¹The Republic of Uganda. Report of the Visitation Committee to Makerere University College. Entebbe: Government Printer, 1970, p. 6.

collaborative arrangements in teacher education were based. Is it still necessary for the General Council of the Institute to be subjected to the University Senate? Is it still necessary for all the coordinating functions of the Institute to be centralized at Makerere? Would there be professional advantages in involving other institutions and/or organizations in the partnership for training primary teachers?

It has been said that, "he who pays the piper calls the tune." In an address to the University of Notre Dame, the President of the World Bank said that, "The gap between the rich and poor nations is no longer merely a gap. It is a chasm. On one side are nations of the West that enjoy per capita incomes in the \$3,000 range. On the other are nations in Asia and Africa that struggle to survive on per capita incomes of less than \$100."¹ There can therefore be no question about the need of the developing nations for financial aid. But as Harbison warned some years ago, if all the "underdeveloped" countries are counting on massive external resources, the available funds from all external sources may amount to only a fraction of their combined requirement.²

¹Robert S. McNamara. Address to the University of Notre Dame, Notre Dame, Indiana, May 1, 1969, p. 3.

²Afro-Anglo-American Program, et. al. Conference on the African University and National Educational Development, September 8th to 18th, 1964. Lake Mohonk: Conference Documents, 1964, p. 3.

This poverty of African countries creates a situation which often forces them to sing the tunes of the countries and agencies that offer them financial aid. Normally such aid is given in two ways: bilaterally (i.e., from government to government) and multilaterally, when the aid is paid through the United Nations or other international organizations. External financial aid for specific projects may also be given by foundations and corporations. With the exception of a few cases both bi-lateral and multi-lateral financial aid have political and commercial strings. Financial aid from foundations and corporations is also often influenced by their specific vested interests in certain programs. In the case of Britain, "about two thirds of her total grants and loans are tied, in whole or in part, to the supply of British goods and services."¹ The United States and many other countries which give financial aid and loans apply this system of tying. In certain cases the financing bodies spell out the details of the structure of the projects they propose to support in such detail that the receiving institutions and/or governments are left with no significant leeway for proposing alternative structures. It is here that the vested interests of the assisting countries and/or bodies become a barrier.

The aiding agency is often faced with a dilemma, however. There is a scarcity of experienced educational planners in many of

¹British Information Services. Economic Aid: A Brief Survey. London: Central Office of Information, September 1968, p. 5.

the developing nations and there have been cases of misuse of public funds. One therefore wonders what the best solution here should be. Too much prescription from external agencies will tend to cripple local initiative and to reduce the degree of commitment local leaders will give to a project. Such local leaders will be deprived the joy and pride of regarding the project as their own--a product of the total will of the collaborating bodies.

It should be pointed out, in concluding this section, that there has been no attempt to make a comprehensive list of all barriers cited above are only given as examples. Ways of facilitating partnership and collaboration within and between organizations will be inferred in our discussion of the characteristics of healthy and fully functioning organizations which immediately follows.

CHAPTER V

CHARACTERISTICS OF A HEALTHY AND FULLY
FUNCTIONING ORGANIZATION

An analysis of barriers to partnership and collaboration was not intended to be an end in itself. It is a means in the continuing search for a fully developed image of an organization which has not been crippled by such barriers.

In his discussion of, "The Fully Functioning Self," Earl Kelly asks a question which might have significant implications to the search for characteristics of a healthy and fully functioning organization. Kelly asks, "What is a person with a fully functioning self like?" He then goes on to suggest that this question can only be answered in terms of the behavior of such a person. Consequently he proceeds to identify characteristic behaviors of a fully functioning personality:¹

1. The fully functioning personality thinks well of himself.
2. He thinks well of others.
3. He . . . sees his stake in others, i.e., he comes to see other people as opportunities, not for exploitation, but for the building of self.

¹Earl C. Kelly. "The Fully Functioning Self," Perceiving, Behaving, Becoming: A New Focus for Education. Washington, D.C.: Association for the Study of Curriculum Development Yearbook, 1962, pp. 9-20.

4. He sees himself as a part of a world in movement--in process of becoming.
5. He sees the value of mistakes . . . as inevitable in constantly breaking new ground . . . [and as] unprofitable paths [which] show the way to better ones.
6. He develops and holds human values.
7. He is cast in a creative role . . . sees that creation is not something which occurred long ago and is finished, but that it is now going on and that he is a part of it.

Kelly shows very clearly that the environment which facilitates the development of a fully functioning self is significantly different from that which cripples an individual's concept of self. "Damage to the self, so disabling to so many of us, comes from the fact that we grow up in an authoritarian culture."¹ The fully functioning self, on the other hand, lives in an environment of interpersonal cooperation and involvement. "The growing self must feel that it is involved, that it is really part of what is going on, that in some degree it is helping shape its own destiny, together with the destiny of all. Perhaps there is no one quality more important for the developing self than this feeling of involvement in what is taking place. This is what gives a person a 'reason to be.'"²

¹Earl C. Kelly. "The Fully Functioning Self," Perceiving, Behaving, Becoming: A New Focus for Education. Washington, D.C.: Association for the Study of Curriculum Development Yearbook, 1962, p. 11.

²Ibid., p. 17.

Kelly's analysis seems to suggest that a healthy and fully functioning organization is unlikely to develop in a bureaucratic environment. It seems indeed likely that it is this environment of bureaucracy which facilitates the development of many of the barriers to organizational and inter-organizational partnership and collaboration. Bureaucracy is thus not just a mere category of barriers that block organizational collaboration. Bureaucracy might best be perceived as the breeding ground of practically all barriers to organizational collaboration. It seems imperative, therefore, that an alternative organizational environment to bureaucracy must be found if we are to realize the development of a healthy and fully functioning organization.

Some five years ago Bennis predicted that, "Within the next twenty-five to fifty years, we should all be witness to and participate in the end of bureaucracy and the rise of new social systems better able to cope with twentieth-century demands."¹ Just at the time Bennis made this prediction another writer proposed the use of the synergetic theory as a basis for school organization. In making this proposal Louis Rubin was drawing from his experience as Director of a Ford Foundation supported center for coordinated education which was then working on a variety of school improvement projects. Rubin explains that "a synergy" refers to the cooperative interaction of

¹Warren G. Bennis. Changing Organizations. New York: McGraw-Hill Book Company, Inc., 1966, p. 4.

the various elements of a system where the gains of coordinated action are greater than the sum of the independent efforts of the separate elements.¹ He then argues that, "because schools are a complex amalgam of many parts, geared for the achievement of identifiable outcomes, they ought properly to be synergies. That is, they ought to be organizations in which the targets and the battle tactics are both clear and acceptable to each of the parts, in which the capacities of each are fused into a powerful thrust toward the goals, and in which the separate parts, through collaborative function, acquire a potency otherwise impossible."²

Basing his analysis on the school as an open system, Rubin identified some seven characteristics of a school that is a synergy.³ Although these characteristics were specially designed for schools some of them can be applied to other educational organizations. It

¹Louis J. Rubin. "Synergetics and the School," Teachers College Record, November 1966, p. 127.

²Ibid.

³Ibid., pp. 130-132. A summary of these characteristics is as follows: (1) end objectives of the school be understood and accepted by persons in the organization, (2) objectives be expressed as goals which can be assessed and achieved, (3) all activities and procedures be coordinated, (4) means for achieving goals be specified, (5) criteria for assessing extent goals are being achieved be specified, (6) contradictions in the system be continuously identified and resolved and (7) members of the enterprise identify themselves with the worth and importance of the organization.

is indeed my belief that a synergetic type of organization offers a more appropriate environment to an educational organization than that provided by a bureaucratic type of organization.

The basic difference between bureaucratic organizations and synergetic organizations is that whereas the bureaucratic theory is based on a mechanistic model, the synergetic theory is based on an organic model. In formulating his principles of bureaucracy Weber believed that, "The fully developed bureaucratic mechanism compares with other organizations exactly as does the machine with non-mechanical modes of production."¹ In arriving at this analogue, Weber was following the administrative theory of his time. Classical administrative theory made the division of labor its central tenet. The classical approach rested firmly on the assumption that the more a particular job was broken down into its simplest component parts, the more specialized and consequently the more skilled a worker would become in carrying out his part of the job. It was further believed that the more skilled the worker became in fulfilling his particular job the more efficient the whole production system would be.² This system was obviously ideal for such mechanical operations as the production of automobiles on an assembly line. But such a mechanistic model is ill-suited for contemporary educational organizations.

¹Peter M. Blau. Bureaucracy in Modern Society. New York: Random House, 1956, p. 31.

²Amitai Etzioni. Modern Organizations. Englewood Cliffs: Prentice-Hall, Inc., 1964, pp. 22-23.

The features of a synergetic organization are modelled on the characteristics of living organisms. Horvath and Rapaport assert that, "Quasibiological functions are demonstrable in organizations. They maintain themselves; they grow; they sometimes reproduce or metastasize; they respond to stresses; they age, and they die."¹ Katz and Kahn remind us, however, that, "the common characteristics of all open systems should not blind us to the differences that do exist between biological and social systems."² They point out, for example, that whereas biological structures have a physical boundedness, social structures have none. Another difference is that the structure of the physical parts of an organism has no comparable counterparts in an organization, "Biological systems such as . . . organisms have anatomical structures which can be identified even when they are not functioning. In other words, these systems have both an anatomy and a physiology. There is no anatomy to social systems."³

In spite of these minor differences it still holds that there are many similar significant features between a fully functioning synergetic organization and an organic system. Thus if we could

¹Anatal Rapaport, and William J. Horvath. "Thoughts on Organizational Theory," Modern Systems Research for the Behavioral Scientist, edited by Walter D. Buckley. Chicago: Aldine Publishing Company, 1968, p. 75.

²Daniel Katz, and Robert L. Kahn. The Social Psychology of Organizations. New York: John Wiley and Sons, Inc., 1967, p. 30.

³Ibid., pp. 30-31.

identify the characteristics of a fully functioning organism, we would not be too far from the attainment of characteristics of a fully functioning synergetic organization. Apart from the characteristics already identified by Rapaport and Horvath, Ernest Nagel refers to other significant characteristics of living organisms. These include the following:¹

1. Living organisms are not mere assemblages of tissues and organs functioning independently of one another but are integrated structures of parts.²
2. Living organisms continuously adapt to their environments while at the same time parts of the same organisms adapt to each other.³
3. Living organisms have ability to maintain themselves and to develop.

Thus according to Nagel, fully functioning organisms are, "complex systems of mutually determining and interdependent processes to which subordinate organs contribute in various ways."⁴ From these studies the following basic characteristics of a fully functioning organism seem to emerge:

¹Ernest Nagel. "Mechanistic Explanation and Organismic Biology," The Structure of Scientific Thought: An Introduction to Philosophy of Science, edited by Edward H. Madden. Boston: Houghton Mifflin Company, 1960, p. 136.

²Ibid., p. 133.

³Ibid.

⁴Ibid., p. 137.

1. Has capacity to adapt to changing situations,
2. Provides effective interdependence and interaction of constituent parts,
3. Has ability for self-maintenance and self-renewal, and
4. All parts contribute in determining and maintaining essential processes.¹

Just as there are risks in applying laws drawn from animal psychology to human psychology, similarly there might be risks in attributing characteristics of biological organisms to social organizations. One safeguard is to regard the characteristics of biological organisms as a base in identifying characteristics of a healthy and fully functioning organization.² Utilizing the psychological insights in Kelly's analysis of "the fully functioning self" and Rubin's practical experience one arrives at the following tentative characteristics of a healthy and fully functioning organization:

¹This maintenance of processes is the basic goal of the organism and its parts.

²I am using the expression "healthy and fully functioning" to qualify an organization that is a synergy. Matthew Miles has used the expression "organizational healthy" to convey more or less similar meaning. Miles holds that a healthy organization . . . "not only survives in its environment, but continues to cope adequately over the long haul, and continuously develops and extends its surviving and coping abilities." See: Matthew B. Miles. "Planned Change and Organizational Health: Figure and Ground," Change Processes in the Public Schools, edited by Richard O. Carlson, et. al. Oregon: The Center for the Advanced Study of Educational Administration, 1969, p. 17. I am also borrowing the expression "fully functioning" from Kelly's "The Fully Functioning Self," to emphasize the fact that the so-called "healthy organizations" can be placed at different points of a continuum. The expression "healthy and fully functioning" is therefore used to suggest the highest degree of health of an organization on such a continuum.

1. Its purposes are mutually determined and fully accepted by its sub-systems.
2. It recognizes and facilitates committed involvement of persons at all significant decision-making levels.
3. It provides open lines of communication between sub-systems and between individuals.
4. It perceives itself as being in a process of becoming.
5. It possesses mechanisms for self-evaluation and self-renewal.

Brief comments on each of these characteristics follow.

The Purposes of a Healthy and Fully Functioning
Organization are Mutually Determined and
Fully Accepted by its Sub-Systems

A basic characteristic of a healthy and fully functioning organization is that its purposes and objectives should be well understood and accepted by each person in the organization who can contribute to their achievement. This means that representatives of the sub-systems of the organization should be fully involved in the initial process of determining these purposes. These purposes should be achievable with available resources.

A Healthy and Fully Functioning Organization Recognizes and
Facilitates Committed Involvement of Persons at all
Significant Decision-Making Levels

A healthy and fully functioning social organization recognizes the fundamental dignity of man as man and not as a mere instrument to be used or manipulated. Emmanuel Kant once said that man should not always be treated only as a means but also as an end. Thus an organization which provides opportunities for full involvement of its personnel facilitates committed participation. Employees who are trusted and consulted gain an important sense of being accountable. They realize that obligation is with them twenty-four hours a day rather than just when the autocrat is looking. It thus becomes unthinkable for such employees to neglect or sabotage their 'own' project.

A Healthy and Fully Functioning Organization Provides
Open Lines of Communication Between Sub-Systems
and Between Individuals

In a healthy and fully functioning organization the lines of communication should be kept open. This permits and facilitates effective interaction between the sub-systems of the organization and between individuals in the organization. In extreme bureaucratic organizations the normal trend of communication is down the line, i.e. from superior to subordinate. Employees know what they are to do but not why they are doing it.

In a healthy and fully functioning organization communication is not only down the line but also up the line. Here subordinates are free to seek clarifications on directives received from senior colleagues. Subordinates also make suggestions to these senior colleagues. In a healthy and fully functioning organization there is also horizontal or lateral communication between peers. The nature and extent of exchanges among such peers are related to the objectives of the sub-systems in which they are involved. Thus peer opinion is not parallel or opposed to agreed policy in sub-systems and/or in the organization. In authoritarian organizations horizontal flow of information is discouraged and often prohibited. Thus under such authoritarian systems there can be a great deal of unrest without organized revolt. This is because people cannot organize cooperative efforts when they cannot communicate with one another.¹

In keeping the lines of communication open a healthy and fully functioning organization recognizes the "silent language" as a powerful medium of communication.

A Healthy and Fully Functioning Organization Perceives Itself
as Being in a Process of Becoming

A healthy and fully functioning organization is an open rather than a closed system. It does not only accept change it expects change. It realizes that today has no meaning except in relation to

¹Daniel Katz, and Robert L. Kahn. The Social Psychology of Organizations. New York: John Wiley and Sons, Inc., 1967, p. 245.

an expected tomorrow. This attitude of being in the process of becoming has a freeing effect. It helps the organization to be flexible and less orthodox about its present principles. This enables the organization to continuously adapt its objectives and programs without feeling guilty about it. The organization adapts itself in accordance with the significant needs and demands of its environment.

A Healthy and Fully Functioning Organization
Possesses Mechanisms for Self-Evaluation
and Self-Renewal

A healthy and fully functioning organism should have mechanisms for self-evaluation. It should provide means for feedback of all significant levels of operation. There should be genuine attempts to resolve interpersonal and inter-group differences and conflicts in an atmosphere of mutual empathy trust and love. The aim here is not to produce conformity of opinion as such. Healthy differences of opinion should be accepted. Realizing its areas of weakness and strength as reflected from such systematic feedback technique, a healthy and fully functioning organism should seek new ways of improving its effectiveness. It should utilize its capacity for self-renewal to initiate change and to introduce innovations rather than wait passively for these changes to be imposed on it by external forces.

Conclusion

To what extent are these tentative characteristics of a healthy and fully functioning organization reflected in the Institute of Education which is the organization that coordinates teacher education programs in Uganda? Our analysis of organizational characteristics of the National Institute provide us with significant clues regarding its characteristics. In the next chapter additional clues about the characteristics of the National Institute of Education will be reported from field reactions of personnel who have been closely associated with the work and programs of the Institute.

CHAPTER VI

FIELD STUDY

Purpose and Reasons for the Study

In the preceding chapter tentative theoretical characteristics of a healthy and fully functioning organization were identified. In an earlier chapter an analysis of the organization and functions of the National Institute of Education in Uganda was made. This analysis was based mainly on secondary sources and these cannot be considered adequate for purposes of finding out whether or not a specific National Institute could be regarded as a healthy and fully functioning organization; such analysis cannot adequately reflect features of partnership and collaboration that a healthy and fully functioning organization should possess. Hence in addition to such secondary sources this chapter will present empirical evidence based on perceptions of various groups of people--college principals, tutors, Ministry of Education officials and senior college students--who have been closely associated with the work and activities of the National Institute of Education and its sub-systems.

Two techniques of collecting such field data were employed. First, questionnaires were used to collect data from field-based principals, tutors and students of primary teacher training colleges as well as from district education officers and regional inspectors of schools. The second technique used was that of conducting personal interviews.

Questionnaires

Four questionnaires¹ were developed. One was specially designed for Principals of Primary Teacher Training Colleges. This questionnaire will hereafter be referred to as Questionnaire P. Another questionnaire was designed for Tutors of Primary Teacher Training Colleges. This instrument will be referred to as Questionnaire T. Thirdly, a questionnaire was developed for Senior Students in Primary Teacher Training Colleges. This instrument will be referred to as Questionnaire S. Lastly, a questionnaire was designed for Officials of the Ministry of Education who are most closely associated with primary teacher education and with the work of primary teacher training colleges and primary schools in Uganda. The latter questionnaire will hereafter be referred to as Questionnaire M.

Except for Questionnaire S, the other three questionnaires have a similar general format. The phrasing of questions in these three questionnaires is not necessarily identical. Although most questions in each of these three questionnaires are designed to produce reaction on similar topics, each instrument contains questions which are unique to itself. Generally, however, the first section of each of Questionnaires P, T and M contains questions on demographic data. A second group of questions focuses on aims and purposes of primary schools and primary teacher training colleges, as well as on the goals of the National Institute of Education. A third major group

¹Questionnaires may be found in Appendices.

of questions in Questionnaires P, T and M deals with the important topic of communication between the Institute and its sub-systems and among the sub-systems themselves. The fourth group of questions are aimed at identifying the degree of consultation existing between the Institute and its sub-systems, among the sub-systems themselves and between the sub-systems and other agencies. The fifth group of items seeks to elicit responses regarding who should be responsible and accountable for what in the professional training of primary teachers and also regarding the nature of partnership and collaboration that should be developed to carry out certain activities and services related to professional teacher training. Identical questions were designed for each of Questionnaires P, T and M in this area in order that the views of college principals, college tutors and ministry officials might easily be compared. The sixth and last major group of questions in Questionnaires P, T and M ask the three groups of respondents to testify on what they perceive as the special achievements and special weaknesses of the Institute and its sub-systems.

Questionnaire S has a different format. The first six questions of this instrument are devoted to demographic data. Question seven tries to find out whether or not the students know the aims of their professional program. Questions eight to eleven focus on the students' self images. Do they perceive themselves as

trusted and responsible beings or do they think they are treated more or less as irresponsible school children? Are the reactions of students at Grade II and Grade III Teacher Training Colleges similar? Question twelve is to test the freedom of peer association whereas questions thirteen to seventeen are designed to find out how far such freedom of peer association, if any, is real. Question eighteen tries to find out to what degree college students are involved in the college decision-making process.

All four Questionnaires P, T, M and S contain both open and closed questions. Each of the four groups of respondents was given written promise that their answers would be treated as highly confidential and personal. Written guarantee was also given to each of the four groups that the analysis of their answers would be carried out at Teachers College, Columbia University. The researcher, in consultation with principals of the appropriate teacher training colleges, made special arrangements to ensure that college students and college tutors had full guarantee that their views did not leak to any one. The researcher had personal conferences with all the principals of colleges that had been selected for this study. At these conferences the procedure of administering the questionnaires and the methods of selecting samples of students and tutors to respond to the questionnaires were discussed and agreed upon. It was, for

example, agreed that students would themselves be responsible for the administration of their Questionnaire S.

Each student was issued with an envelope bearing the researcher's name and address. Instructions were given that each student completing Questionnaire S should submit it in a sealed envelope to one of their colleagues whom they had themselves elected for the purpose. These student representatives were provided with large envelopes bearing the researcher's Kampala address. It was the responsibility of these student representatives to ensure that the researcher received the students questionnaires. Except in one case where a student representative returned his questionnaires by registered mail, the researcher made arrangements to collect these questionnaires personally from the student representatives.

In the case of college tutors each of those who received a Questionnaire T was also issued an envelope addressed to the researcher's temporary office in Kampala. Each such tutor was expected to submit his completed questionnaire to the researcher directly. College principals and Ministry officials were also expected to submit their completed questionnaires directly to the researcher.

Interviews

In addition to the four questionnaires, individual interviews were conducted. It was initially planned to use the structured technique of interviewing and a detailed interview guide with some sixty questions was designed for this purpose. After carrying out the first two preliminary interviews, it became necessary for the researcher

Figure 5

Questionnaires

Sources of Data in Field Study¹

Institutional Category	Type of Questionnaire Designed	Total Population 1970	Questionnaires Distributed	Questionnaires Returned
COLLEGES:				
Principals	Questionnaire P	26	24	23
Tutors	Questionnaire T	300 approx. ²	50	48
Students	Questionnaire S	800 approx.	130	130
MINISTRY:				
District Education Officers) Regional Inspectors)	Questionnaire M	22	22	17

¹Further particulars on interviews given in Appendices.

²For final year students only.

Figure 6

Interviews

Institutional Category	Individuals Interviewed	Total Time Taken (in hours)	Distance Travelled (in miles)
MAKERERE UNIVERSITY:			
Institute of Education Department of Education	7	15	40
MINISTRY OF EDUCATION	8	17	30
TEACHER TRAINING COLLEGES	5	11	950 approx.
AAA/ATEA EXECUTIVE	2	5	--
TEA/TEEA	2	5	--

AAA: Afro-Anglo-American Program
ATEA: Association of Teacher Education in Africa
TEA: Teachers for East Africa Project
TEEA: Teacher Education in East Africa

to change the method of interview from the structured one to an unstructured technique. Thus instead of formally and rigidly adhering to the pre-planned questions the researcher posed only key questions on selected topics and encouraged the subjects, many of whom were his personal friends and professional colleagues, to express their thoughts more freely.¹

In such unstructured interviews the use of a tape recorder would have been an asset. But at the time this study was conducted taped dialogs were highly suspicious. There was a fear that such taped dialogs might be used for political purposes.² It was therefore felt to be unwise to use tape recorders. The researcher took notes as the interviews proceeded.

Pre-testing of Instruments

Arrangements had been made for pre-testing the two types of instruments used in this field study. The initial plan was for the researcher to arrive in Uganda some ten days before the end of the first term, January to April, for teacher training colleges. The researcher would then carry out pilot tests of the questionnaires and interviews. It was hoped that from the results of these pilot tests

¹Tentative topics and questions on the revised interview guide may be found in Appendices.

²It was widely believed in Kampala that during President Obote's regime, which had just been overthrown, there had been much spying on civilians carried out by secret agents who used tape recorders and other instruments.

more appropriate instruments would be designed and made ready for administration during the Easter Holidays and the early part of the second term for teacher training colleges. Unfortunately the new Uganda Military Government ordered that all educational institutions in the Republic should be closed a week before the scheduled end of the first term.¹ This unexpected closure of schools and colleges made it impossible for the researcher to carry out satisfactory pre-tests of the instruments. It was possible, however, to administer pilot tests of Questionnaires S and T to groups of primary teachers and college tutors who were attending in-service courses at the National Institute of Education. These pilot tests led to minor revisions of Questionnaires S and T. More significant changes were made, as already noted, in the nature of the interview guide used.

Selection of Who Should Respond to
the Questionnaires

The four questionnaires were designed for four different populations. All the twenty-four principals of primary teacher training colleges² were asked to complete Questionnaire P. Similarly all the eighteen district education officers³ and all the four regional

¹The early closure of these institutions was connected with arrangements for a state funeral of the late Sir Edward Mutesa, the first President of Uganda and a former Kabaka of Buganda.

²These exclude the two colleges which are only responsible for running up-grading courses.

³The two recently created districts of Eastern Acholi and Northern Karamoja were not yet in existence at the time the questionnaire was designed and issued to field officials.

inspectors of schools were issued with Questionnaire M. What about the selection of respondents for Questionnaires T and S? For these the stratified and systematic techniques of sampling was used in selecting the teacher training colleges from which tutors and students who were to respond to Questionnaires T and S respectively were selected by means of systematic sampling.

Two criteria were used in classifying primary teacher training colleges. The first criterion was the standard and status of the colleges. Grade III colleges were grouped separately from Grade II colleges. To maintain a balance between these two main groups of primary teacher training colleges, it was decided to select three colleges from each of the two groups. Since there are only four Grade III teacher training colleges the three colleges representing this group were easily selected at random. But in selecting the three Grade II teacher training colleges an additional criterion was used. The twenty Grade II were classified according to the sex of the students. This method gives three groups. Seven colleges are exclusively for women students, eight colleges are exclusively for men students and five colleges are open for both men and women students. One college was randomly selected from each of the three sub-groups of Grade II colleges.

After selecting the six primary teacher training colleges, the researcher, in collaboration with the principals of these colleges, used the technique of systematic sampling to select tutors and students who were to respond to Questionnaires T and S. Only final year students

were involved in this study.¹ In systematically selecting the students, the alphabetical listing of students' surnames was strictly followed. The actual number of students selected from each of the six colleges varied slightly depending on differences in class sizes.

College tutors were also randomly selected using the systematic sampling technique. The alphabetical listing of tutors' surnames was strictly followed in the selection. With the use of these techniques 130 students and fifty tutors were selected to respond to Questionnaires S and T respectively.

Selection of Interviewees

The researcher deliberately arranged his schedule in Uganda to coincide with the annual Conference of the Association for Teacher Education in Africa (ATEA) which was held in Kampala during the last week of March 1971. The ATEA Conference provided the researcher with a rare opportunity to meet and interview a few of the leading teacher educators from institutes and university departments of education in Africa which were formerly associated with the Afro-Anglo-American Program.² The researcher had the privilege of interviewing the two key founders of the Afro-Anglo-American Program.³ Other individuals who were selected for interviews were drawn from the following

¹This means only second year students in the Grade III colleges and only fourth year students in the Grade II colleges.

²A full list of individuals who were interviewed is shown in the Appendix.

³Professors Karl Bigelow and John Lewis.

institutions: the Central Staff of the Makerere Institute of Education, Makerere Faculty of Education, Headquarters Staff of the Ministry of Education, Primary Teacher Training College Principals Association, the Uganda Joint Christian Council, the Uganda Education Association, the UNICEF Branch in Uganda and the TEEA Project.¹ Before returning to New York, the researcher paid a brief visit to Nairobi and had informal interviews with the Registrar of the University of Nairobi and with the former secretaries of the Eastern and Western Area Teacher Training organizations in Kenya.

Analysis and Interpretation of Data from
Questionnaires and from Interviews

What image (or images) of the National Institute of Education and its sub-systems do personnel who are presently responsible for primary teacher education in Uganda have? How do the traits of this image (images) compare with the characteristics of a healthy and fully functioning organization as identified in Chapter V of this study? The following analysis of data collected by means of interviews and questionnaires will provide at least partial answers to these two questions.

¹While attending an ASCD Conference at St. Louis in March 1971, the researcher had another privilege of interviewing a former TEA Chief of Party, Arthur Lewis, who was one of the keen supporters of the plan to develop National Institutes of Education in East Africa

Aims and Purposes of Teacher Education

The overwhelming view of Ministry officials and of principals and tutors of primary teacher training colleges was that there was as yet no complete agreement on aims and purposes of either primary education or the primary teacher training program. It was also the general opinion of the respondents that the aims and purposes of the National Institute of Education were neither agreed upon nor well understood. Eighty-eight per cent of Ministry officials who answered Questionnaire M were not acquainted with what the Institute set out to accomplish; Seventy-one per cent of college tutors and sixty-one per cent of college principals were equally ignorant of what the Institute's purposes were.

Lines of Communication

Professional communication between the Central Inspectorate and field-based Ministry officials leaves much to be desired. Less than twenty-five per cent of District Education Officers and Regional Inspectors of schools were of the opinion that the Central Inspectorate kept them adequately informed of professional decisions relating to the training of primary school teachers. Eighteen per cent of these field-based Ministry officials reported that the Central Inspectorate never communicated to them any professional information at all! Although just over fifty-two per cent of the principals and forty-one per cent of college tutors believe that the Central Inspectorate keeps them adequately informed of professional decisions, there was still four per cent of college principals and six per cent of college tutors

who reported that the Central Inspectorate never informed them of any thing.

On the whole, principals seem to be satisfied with the professional communication they receive from the National Institute of Education. About seventy per cent of the college principals were of the opinion that they were regularly kept informed of professional decisions by the National Institute. There were, however, some nine per cent of the college principals who reported that they received no professional communication from the Institute. A relatively higher percentage of college tutors (twenty-one per cent) also reported that the Institute never communicated to them any professional decisions. District Education Officers and Regional Inspectors of Schools are, however, the least satisfied with the professional communication they receive from the National Institute. As many as forty-seven per cent of these Ministry officials said that they are "never informed of anything" decided by the Institute Professional Board.

Professional communication between college principals and their tutors is reasonably satisfactory. Over sixty-eight per cent of the tutors were satisfied with the professional communication they receive from their principals. But communication from college principals to district education officers and Regional Inspectors of Schools is far from being satisfactory. About eighty-eight per cent of these Ministry officials said that they were not adequately kept informed of the professional work of the colleges in their districts.

As many as forty-one per cent of these Ministry officials said that they were completely ignorant of what the colleges were doing.

Although downward communication (where the initiative is supposed to be taken by the "superior" to the "inferior") is far from being satisfactory, upward communication (where the initiative for making suggestions is taken by the "inferior") is very often much more inhibited. There are, however, two exceptions to this generalization. There appears to be excellent feedback from college tutors to their principals. Approximately ninety-eight per cent of college tutors reported that they easily communicated their professional ideas to their principals. Similarly professional feedback from District Education Officers (D.E.O.'s) to their Regional Inspectors appears to be satisfactory. Eighty-eight per cent of the District Education Officers reported that they often communicated their professional ideas to their Regional Inspectors.

Apart from these two cases of relatively satisfactory upward communication, other cases of upward communication were comparatively much more inhibited. Eighty-two per cent of college principals, for example, reported that they had not been in constant communication with Regional Inspectors and thirty per cent of the principals said that they had never made any professional suggestions to Regional Inspectors. Professional feedback from college principals to the Central Inspectorate is equally inhibited. Eighty-seven per cent of college principals reported that they were not in constant communication with the Central Inspectorate, and twenty-six per cent of the principals

said that they had never offered any professional suggestions to the Central Inspectorate!

Feedback from college tutors to the Central Inspectorate is even much more inhibited. Ninety-three per cent of college tutors said that they were not in constant professional communication with the Central Inspectorate and thirty-three per cent of these tutors reported that they had never offered any professional suggestions to the Central Inspectorate. Although the Central Inspectorate appeared relatively more approachable to District Education Officers and Regional Inspectors, professional feedback from these field based officials to the Central Inspectorate was far from being satisfactory. Seventy-six per cent of these officials reported that they were not in constant professional communication with the Central Inspectorate and twenty-nine per cent of these same Ministry officials said they had never offered any professional suggestions to the Central Inspectorate.

Professional feedback to the National Institute of Education was no better than that to the Central Inspectorate. Eighty-eight per cent of the District Education Officers and Regional Inspectors were not in constant professional communication with the National Institute and forty-seven per cent of these Ministry officials said that they had never made any professional suggestions to the National Institute. Similarly only about twenty-one per cent of college principals and fourteen per cent of college tutors reported to have been in constant professional interaction with the National Institute of Education. Approximately forty per cent of college tutors confessed that they had

never made any professional suggestions to the National Institute and seventeen per cent of the principals also reported that they had taken no initiative to suggest any professional ideas to the National Institute.

Apart from upward and downward channels of communication there is lateral or horizontal communication. Data from interviews suggest that lateral communication between the various divisions of the headquarters staff of the Ministry of Education leaves much room for improvement. This inadequate lateral communication between the various Ministry divisions is symbolized by the physical location of the officials offices. The Minister, the Permanent Secretary and the administrative divisions of the Ministry are housed in a separate block from that in which the Inspectorate division is housed. Each of the Ministry divisions has its own staff meetings which are not attended by members of other divisions. This inadequate lateral communication among the top Ministry officials very often affects the quality of communication between the Ministry and other collaborating institutions.

A recent report on Makerere University reveals that lateral communication between certain departments is not as satisfactory as it could be. It was particularly recommended that there should be more collaboration between the National Institute, the Faculty of Education and the National Teachers College, Kyambogo.¹ Some staff members of Makerere University who were interviewed suggested that there could

¹The Republic of Uganda. Report of the Visitation Committee to Makerere University College. Entebbe: Government Printer, 1970, p. 43.

be useful lateral interaction between the Psychology Department in the Faculty of Education and the Psychology Department in the Faculty of Arts and Social Sciences.

Lateral professional communication between principals of teacher training colleges and field-based Ministry officials is weak. Only thirty-five per cent of these Ministry officials had constant professional interaction with principals of colleges in their districts. But lateral professional communication among college tutors is excellent. Ninety-eight per cent of college tutors who answered Questionnaire T reported that they had good professional interaction with their fellow tutors.

Partnership and Collaboration

Committed involvement. The National Institute has often been described as a "partnership between the university, the training colleges and the Ministry of Education." But this description could be misleading if the constituent members of the partnership are not significantly involved in the important activities of the Institute. Available data suggest that the National Institute does not adequately consult either college principals and tutors or field-based Ministry officials on professional matters pertaining to the training of primary teachers. Forty-eight per cent of college principals reported that they had never been consulted by officials of the National Institute about improvements of professional courses for their colleges. Similarly seventy per cent of field-based Ministry officials alleged

that they had never been consulted at all by the National Institute on improvements of professional standards for primary teachers. In the absence of such consultation it is unlikely that the college principals and staff or the Ministry officials feel deeply committed to programs undertaken by the central staff of the National Institute of Education.

Sharing of professional responsibilities. Respondents to Questionnaires P, T and M were asked to indicate which of the three constituent members of the National Institute should assume primary responsibility for certain select services associated with the training of primary teachers. The respondents were also requested to show which of the services they wished were the equal and joint primary responsibility of two or three of the constituent members of the Institute. Figure 5 summarizes the reactions of the respondents. These reactions suggest that the respondents were generally agreed that no single constituent member of the Institute should exclusively assume primary responsibility for all the services. The general view of the respondents was that whereas certain services could be the primary responsibility of specific constituent members of the Institute, other members of the Institute should be allowed to assume at least some secondary responsibility in the running of many of the services. Thus whereas the general consensus of the respondents was that the principals and staff of teacher training colleges should be primarily responsible for the selection of new entrants to their colleges, there were a number of respondents who wanted the Central

Figure 7

Exclusive and Shared Responsibilities Between Ministry of Education, Teachers Colleges and the National Institute of Education

Services	Percentage of Principals for:		Percentage of Tutors for:		Percentage of Ministry Officials for:	
	Exclusive Responsibility	Shared Responsibility	Exclusive Responsibility	Shared Responsibility	Exclusive Responsibility	Shared Responsibility
Selection of Students Grade II	61	39	77	23	65	35
Selection of Students Grade III TTC	74	26	69	31	59	41
Designing of Primary Curriculum	49	52	43	57	47	53
Designing of Grade II TTC Curriculum	70	30	46	54	57	47
Designing of Grade III TTC Curriculum	70	30	50	50	53	47
Running of In-service Courses (Primary Teachers)	56	44	56	44	59	41
Running of In-service courses (Tutors)	63	37	73	27	59	41
College Written Examinations	79	21	62	38	65	35
College Practical Teaching Examinations	52	48	54	46	59	41
Inspection of Primary Teacher Training Colleges	82	18	52	48	71	29

Inspectorate and the Central staff of the National Institute to offer assistance in the selection of college entrants. It is also obvious from the data that the three groups of respondents wished the central staff of the National Institute to be primarily responsible for both the setting and marking of written examinations for final year students at primary teacher training colleges as well as for running in-service courses for college tutors. But there were again some respondents who wished to see college principals and staff and/or Ministry officials getting involved in the activities of these services.

With regard to the inspection and supervision of professional programs at primary teacher training colleges, the overwhelming view of the respondents was that the Central Inspectorate should bear primary responsibility for this service but that the central staff of the National Institute should also be involved in the activity.

In contrast to these services which respondents wished to be primary responsibilities of particular members of the National Institute, there were several other services which they believed should be the joint responsibility of more than one of the constituent members. The latter services included the designing of primary school curriculum; the designing of Grade II teacher training curriculum; the designing of Grade III teacher training curriculum; running of in-service courses for primary teachers and the assessing of the practical teaching examination for final year students at primary teacher training colleges.

Adaptation to Changing Conditions

One characteristic of a healthy and fully functioning organization is its ability to adapt itself to its constantly changing environment. This chapter would therefore be incomplete if no comment was made regarding the ability or inability of the National Institute to adapt itself to the changing conditions of its social, political and educational environment.*

The second half of the last decade has witnessed a lot of changes in Uganda. Two presidents were overthrown by military power; the national constitution was on two occasions completely recast; political opposition to the ruling party was banned by an Act of Parliament. On the educational front, the second half of the decade saw the implementation of the recommendations of the Castle Commission Report (1963). One of the recommendations of the latter Commission was that "improvements in teacher training and in high school education should have first and equal priority in future planning."¹ It was in accordance with this recommendation that the Uganda Government initiated a plan which was intended to overhaul the whole system of primary teacher training by replacing the then existing small Grade II and Grade III teacher training colleges with four regional primary teacher training colleges. Each of these regional teacher training institutions was supposed to have a student population of 1000. Unfortunately

¹Uganda Government. Education in Uganda: the Report of the Uganda Education Commission. Entebbe: Government Printer, 1963, p. 78.

these institutions which were to be constructed largely with a loan from the USAID were never built. This, coupled with the fact that government capital expenditure on primary teacher training facilities was severely curtailed during the period, made any qualitative and/or quantitative improvements of the primary teacher training program almost unattainable. The activities of the National Institute would have thus been very seriously crippled were it not for the financial and personnel assistance the Institute generously received from external sources.

CHAPTER VII

A DESIGN FOR THE REORGANIZATION OF THE NATIONAL
INSTITUTE OF EDUCATION

The first section of the second chapter reports the origin of the concept of institutes of education and describes the working of institutes of education in England and Wales. In Chapter III a description of the organization and functions of the National Institute of Education in Uganda was presented. Chapter VI contains additional data on the work of the National Institute as reported by field-based Ministry of Education officials, the staff and principals of teacher training colleges, the academic staff of the central unit of the National Institute of Education and by the Headquarters staff of the Ministry of Education. Chapter V which discusses characteristics of a healthy and fully functioning organization provided a standard against which to examine the organizational health of the National Institute of Education.

This chapter proposes a design for the reorganization of the National Institute of Education and offers a description of how such a reconstituted institute might operate. The proposed design is presented in the following sections: (1) a rationale for the reorganization of the National Institute of Education, (2) a basis for collaboration and partnership in the reorganized structure, (3) the organizational structure of the proposed National Teacher Training

Institute, (4) operation of the National Teacher Training Institute and (5) periodic evaluation and adaptation of the proposed Institute's work.

A Rationale for the Reorganization of the
National Institute of Education

The organizational structure of the National Institute of Education in Uganda is a poor replica of the British model of institutes of education. It was noted in Chapter II that although the British institutes of education were closely associated with university institutions, there was nonetheless an intricate system of checks and balances in the power structure of those institutes which aimed at insuring that no single party in the collaborative structure was in a position to dictate institute policy on all issues at all times. The constitution of the Ugandan National Institute of Education contains no such safeguards. On the contrary, the constitution contains clauses which put the governance of the corporate body under the exclusive control of Makerere University. The constitution states: "The Institute shall be an integral part of Makerere University College and the Director, Deputy Director and the Academic Staff and research workers of the central organization of the Institute shall be members of the staff of Makerere University College."¹ In the

¹L. V. Lieb (ed.). A Report of the Conference on Teacher Education for East Africa, April 5-7, 1965, Nairobi, Kenya, 1965, p. 24.

section dealing with the General Council, the Institute's constitution says: "The General Council shall be responsible, subject to the authority of Makerere University College Council, for the general policy of the Institute and shall advise the Principal (now the Vice-Chancellor) of Makerere University College . . . on the fulfillment of the aims of the Institute."¹ No true partnership can flourish under such a constitution which gives veto power to only one member in the partnership. There is therefore a need to redesign the constitution of the Institute in ways that permit all significant partners to share in the determination of policy for the National Institute of Education.

When the National Institute was established six years ago (December 1964) some University people feared that the national government might interfere too much in the governance of university institutions.² There was a general tendency for university men to jealously protect traditional university autonomy against external pressures. In a paper on "The African University Cooperating with Other Agencies in the Interest of National Educational Development," Lewis referred to this problem when he said,

¹L. V. Lieb (ed.). A Report of the Conference on Teacher Education for East Africa, April 5-7, 1965, Nairobi, Kenya, 1965, p. 25.

²Events in Ghana at this time tended to encourage this type of negative attitude towards political intervention into the governance of universities.

Universities face another problem as they define their roles and relationships. For the University to function as a university there should be academic freedom. University officials recognize that political pressures will erode this freedom and reduce the University to a second or even third rate institution. Any plan for cooperation that appears to contain the seeds for political coercion will be suspect to faculty members.¹

It is important that the reorganized institute be conceived as a service rendering and coordinating mechanism and never as a controlling institution. The reorganized institute should be a means through which the collaborating institutions and agencies more effectively fulfill their joint objectives. Consequently, the central staff of the reorganized institute should be servants of all the collaborating agencies and should not be allowed or encouraged to build an empire of their own. A former Deputy Director of the National Institute of Education in Uganda once warned, "If the Institute attempts to create yet another empire within the educational system of Uganda; if the Institute considers itself a separate entity from the Colleges or the Inspectorate or the University, it will have started off on a very wrong course."² It is difficult under the

¹Afro-Anglo-American Program. Paper on The African University Cooperating with Other Agencies in the Interest of National Educational Development, read by Arthur J. Lewis at the Lake Mohonk Conference Held from September 8th to 18th, 1964.

²L. V. Lieb (ed.). A Report of the Conference on Teacher Education for East Africa, April 5-7, 1965, Nairobi, Kenya, 1965.

current set up for the central unit of the National Institute of Education not to be regarded as a separate entity with distinct functions of its own. Many observers would tend to agree with the former Acting Director of the Institute of Education at Dar-es-Salaam that, "in a sense the Institute is another Teachers' College. Its work, in many ways, is similar to that done by the country's established colleges for the teaching profession."¹ There is thus an urgent need to clarify the purpose of the National Institute of Education and to redefine the roles of each of the collaborating agencies. Lewis reminds us, however, that,

to draw lines to clarify relative responsibilities in a cooperative enterprise is always difficult where the roles of the cooperating institutions are still in the process of being defined In view of this, it is necessary to accept the fact that the lines dividing responsibility may often be blurred and can only gain sharpness with experience. This suggests the desirability of periodically re-assessing the division of responsibilities and the roles assigned to each of the cooperating institutions.²

Another reason for the proposed reorganization of the National Institute of Education is in the need to decentralize its decision-making process and thus facilitate committed involvement by representatives of collaborating institutions and agencies at all significant

¹Carl J. Manone (ed.). A Report of the University of East Africa Conference on New Directions in East African Teacher Education: Innovation, Implementation and Evaluation, September 30th and October 1st and 2nd, 1968, Mombasa, Kenya, p. 125.

²Arthur J. Lewis. Afro-Anglo-American Program, Paper on the African University Cooperating with other Agencies in the Interest of National Educational Development, read by Arthur J. Lewis at a conference held at Loke Mohonk, New York, 8th to 18th September 1964.

levels. The need for such decentralization of the decision-making process was reflected in the fact that relatively high percentages of field-based Ministry of Education officials and the staff and principals of teacher training colleges still experienced difficulty in their professional communication with the National Institute of Education (see Chapter VI). The decentralization of the decision-making process aims at transforming the National Institute from an organization of centralized control to a mechanism of shared services.

Closely associated with the desire to decentralize the decision-making process is the need to transform the National Institute into more of a synergetic organization and less of a bureaucratic organization. The proposal to recast the organizational structure of the National Institute of Education is an attempt to set up an organization that embodies the characteristics of a healthy and fully functioning organization (see Chapter V).

A Basis for Collaboration and Partnership
in the Reorganized Structure

One basic weakness in the concept of an institute of education as inherited from Britain is in the role played by the university in relation to the other collaborating members. The McNair Committee was itself sharply and evenly divided on this issue. While the Committee was in agreement on the recommendations relating to the creation of a central training council, it was not agreed about the method of integration. Five of the ten members of the Committee recommended

that the universities should be asked to create university schools of education and that the universities should accept general responsibility for the training of all teachers. These members were of the opinion that no, "area system for the training of teachers can be effective unless those who shoulder the responsibilities derive their authority from a source which, because of its recognized standards and its standing in the educational world, commands the respect of all the partners concerned The universities embody these standards and have this standing."¹ Thus according to these members, universities were expected to play a leading role in the initial education and training of teachers.

The other five members of the McNair Committee were opposed to the idea of universities assuming excessive power and influence in the training of teachers. They therefore recommended the setting up of joint boards which they hoped would be associations of equals in the discharge of a common task² and which, unlike the university schools of education, would not make, "the training colleges dependents of the University."³

¹Board of Education. Teachers and Youth Leaders: Report of the Committee Appointed by the President of the Board of Education to Consider the Supply, Recruitment and Training of Teachers and Youth Leaders. London: His Majesty's Stationery Office, 1944, p. 50.

²Ibid., p. 61.

³Ibid.

It was noted in Chapter II that most area training organizations in England and Wales established institutes of education which adopted many of the features of a university school of education rather than those of a joint board. Consequently, the popular image of an institute of education was never that of an, "association of equals in the discharge of a common task." The British model of an institute of education which was exported to Africa was thus not a true partnership of equals. The university was always assumed to be the senior partner from which all the other members had to seek guidance and leadership.

For a more satisfactory professional image of collaboration and partnership in teacher education, one has to turn to American teacher educators and scholars. The American Association of Colleges for Teacher Education and the Association of Teacher Educators have made considerable contribution to the dissemination of data on the topic of partnership in teacher education. One of the latest works co-sponsored by these two associations contains the following summary of important elements in the rationale for cooperation and partnership:¹

1. Partnership gives legitimacy to what has been step-child operation . . . collaboration provides quasi-institution or inter-institution between school and college, with support and involvement by appropriate related organizations.

¹Hans C. Olsen. School-College Relations in Preparing School Personnel. Washington, D.C.: ERIC Clearinghouse on Teacher Education, February 1971, pp. 6-7.

2. Partnership . . . furnishes structure needed for joint policy making Formal, agreed upon statements of organizational pattern and standard operating procedure form the basis for this structure.
3. Partnership is collaboration by professional equals. It requires acceptance of the notion that personnel from each of the participating institutions, organizations and agencies are equal in their contribution to, and importance in the equal enterprise, but the contributions are different. There must be mutual respect for the encouragement of the differing talents, knowledge and viewpoints participating personnel bring with them from their respective institutions, organizations and agencies.
4. Partnership demands clearly defined roles and responsibilities for all participating institutions, organizations, agencies, and personnel. Uncertainty and confusion about who does what when and how is reduced to minimum.
5. Partnership serves to establish common purposes for all who participate. It creates a remarkably similar frame of reference among participants and develops a commitment to the enterprise that can withstand even the most rigorous jolts and strains encountered in any multi-institutional operation.
6. Partnership provides enough flexibility so that changing circumstances, differing needs, new personnel, innovative practices, experimental processes and novel ideas may be accommodated.
7. Partnership rests upon full participation by all participants in the decision-making process. Individuals and institutions must be fully and appropriately involved. This means that communication is open, regularized and clear. Shared authority is a prerequisite to joint accountability.
8. Partnership requires that the resources of the participating institutions . . . be committed to the venture . . . specific commitment of personnel, facilities, funds, and other resources leads to a more mature, regularized relationship. Joint fiscal responsibility is necessary for he who pays the piper calls the tune, and he who does not pay, dances to someone else's tune.

The Organizational Structure of the Proposed
National Teacher Training Institute

The concept of partnership contained in the last section demands that the determination of new structures in any reorganization of the formal mechanism for the professional improvement of teacher education should be jointly undertaken by the potential collaborating institutions, organizations and agencies. The following proposed structure should therefore be regarded as tentative and as a basis for discussion by all parties concerned.¹

It is proposed that the National Institute of Education be reorganized by setting up a new structure which should bear the title of the National Teacher Training Institute. The basic function of this National Teacher Training Institute would be to provide a mechanism by means of which the Makerere Faculty of Education, the National Teachers College, Kyambogo, the Central Inspectorate of the Uganda Ministry of Education, the Regional School Inspectorates, all primary teacher training colleges, all in-service teacher training colleges, district education committees, selected secondary and primary schools used for purposes of internship teaching, the National Curriculum Development Center, the Uganda Teachers Association and other related institutions and agencies, would collaborate

¹One of the basic characteristics of a healthy and fully functioning organization is that the aims and objectives of the organization should be mutually determined and fully accepted by its sub-systems. (See Chapter V.)

in their use of human and material resources to improve the professional training of teachers in Uganda. Unlike the National Institute of Education the proposed National Teacher Training Institute should not restrict itself to the training of primary teachers. It should extend its services to the training of both primary and secondary teachers at pre-service and in-service levels.

In addition to the central headquarters in Kampala the proposed National Teacher Training Institute should set up regional centers. The purpose of such regional centers would be to maximize community participation into the work of the National Teacher Training Institute. There would be four regional institute centers (see Figure 6) corresponding to the four regions of Uganda. It is proposed that these institute regional centers be closely associated with the four regional primary teacher training colleges which the Ministry of Education intend to set up with financial assistance from AID/Washington. Consequently it is proposed that the institute regional centers be sited in Mbale, Gulu, Mbarara and Kampala. The relationship between a regional teacher training college and its associated institute regional center should correspond to the relationship between the Makerere Faculty of Education and the Institute Central Headquarters in Kampala. All teacher training colleges in a particular region would be associated to the corresponding institute center in the region.

The governance of the proposed National Teacher Training Institute should be as follows: there should be a Board of Governors for the National Teacher Training Institute. This Board should be

Figure 8

The Organizational Structure of the Proposed
National Teacher Training Institute

Physical Set-up of the Institute

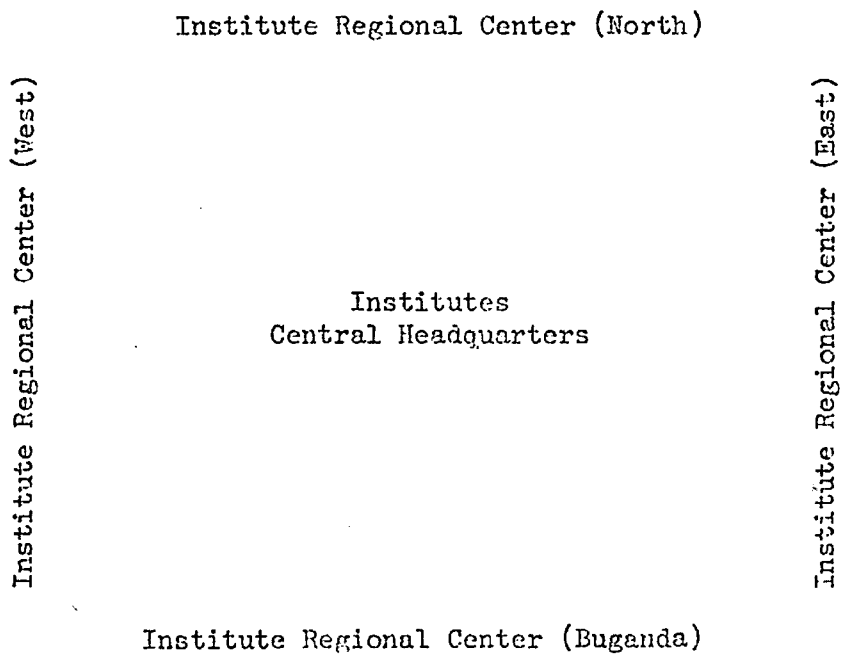
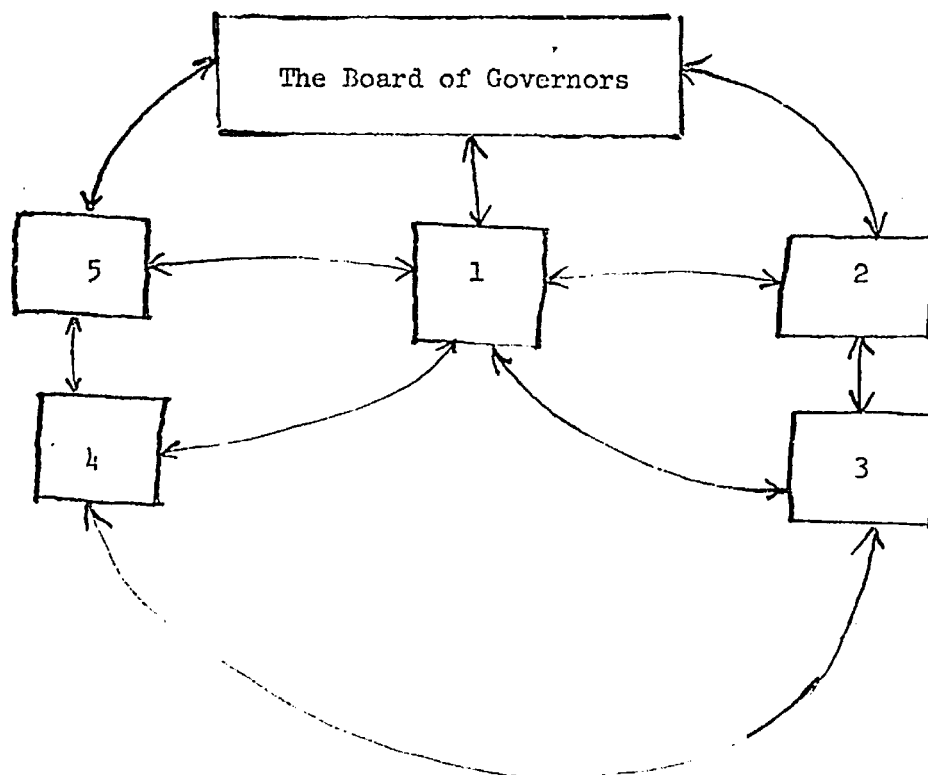


Figure 8
(Continued)

The Governance of the Institute



-
- Key:
1. The Central Professional Committee
 2. Regional Professional Committee (Eastern Region)
 3. Regional Professional Committee (Buganda Region)
 4. Regional Professional Committee (Western Region)
 5. Regional Professional Committee (Northern Region)

composed of representatives of all the significant collaborating institutions and organizations. Each of the Institute's central and regional centers would also be represented on the Governing Board. The main purpose of this Board would be to determine policy and suggest guidelines for the National Teacher Training Institute. The Board should not contain too many representatives. It is therefore proposed that the Board should have between sixteen and twenty representatives. Makerere University and the Ministry of Education should be invited to send observers to this Governing Board. These university and Ministry members on the Board would serve as consultants and would have no voting powers. This strategy would protect the Board from being too dominated by the vested interests of Makerere University and the Ministry of Education. The Board of Governors would elect their own chairman who would serve for a specific period of time and then be replaced by another member elected in the same manner. The Board of Governors would meet at least once a year. The Board would be responsible for the appointment of the Director, Deputy Directors and the professional staff of the National Teacher Training Institute. The Board of Governors should have final authority in the reorganized set-up.

Professional decisions for the proposed National Teacher Training Institute should be delegated to professional committees. There should be a central professional committee associated with the central headquarters of the National Teacher Training Institute. In addition to this central professional committee there should be four

regional professional committees, one for each of the four institute regional centers. Each of these professional committees might set up a number of sub-committees to focus on specific areas of the National Teacher Training Institute's work. The central professional committee might, for example, consider setting up a special sub-committee to advise on matters related to the professional training of secondary teachers and possibly another sub-committee to advise on training programs for primary teachers. The central professional committee might also set up sub-committees to deal with such other areas as educational research, in-service teacher training and the supervision of beginning teachers.

Whereas the central professional committee would be responsible for the training of both secondary and primary school teachers, regional professional committees should focus mainly on the training of primary school teachers. Training programs at the Institute's central and regional centers should be flexible enough to embrace other school and teacher training college personnel.

Representatives to the central and regional professional committees should be drawn from all the significant collaborating institutions and organizations. To insure healthy communication between the central professional committee and the regional professional committees on one hand, and among the regional professional committees themselves, it is proposed that each regional professional committee should be represented on the central professional committee. It is further proposed that each regional professional committee should

encourage representatives of other regional professional committees to attend its meetings as observers. There should be other arrangements whereby regional professional committees can actively exchange professional ideas. There could, for example, be annual workshops organized by the central professional committee for all members of the Institute's professional committees. To insure a two-way communication between the central professional committee and the regional professional committees it is further proposed that the central professional committee should be represented on each of the four regional professional committees. Whereas there would be no need for each of the collaborating institutions and organizations to be represented by an equal number of delegates, every attempt should be made to insure that each of the collaborating partners is given a fair opportunity to express its views before significant decisions are made.¹ The determination of the exact number of representatives for each of the collaborating partners on the professional committees should possibly be one of the responsibilities of the Board of Governors. But for purposes of efficient operation it is proposed that total membership on each of the professional committees should be between twenty and thirty. Both the central and regional professional

¹Proposals in this section aim at insuring that the proposed National Teacher Training Institute has open lines of communication between itself and its sub-systems and between the sub-systems themselves. (See: Characteristics of a Healthy and Fully Functioning Organization in Chapter V.)

committees should have the right of coopting certain members on their committees and sub-committees for specified periods.

Members of both the Board of Governors and of the professional committees should serve for a specified period of time at the end of which they should be replaced by other members. Members who sit on the Board of Governors or on the professional committees by virtue of the posts they hold in member institutions should, however, retain their membership so long as they continue to hold those specific posts.

The Operation of the National Teacher

Training Institute

As indicated in the organizational structure of the proposed National Teacher Training Institute the Institute headquarters center and the Institute's regional centers would be closely interrelated. They would be members of the same organization deriving their operational guidelines from a single Board of Governors. Assuming that the Institute headquarters center would take over the instructional and other facilities now occupied by the National Institute of Education it would be natural to expect the Institute headquarters center to act as the base and dissemination center, at least during the formative years of the Institute, for the Institute regional centers.

Unlike the present National Institute of Education, the National Teacher Training Institute would restrict its field of operation to teacher education. One of the limitations of the concept of an "institute of education" is that this title very often blurs

the real mission of the Institute. In the discussion of the work of institutes of education in West and Central Africa, as reported in Chapter II, it was noted that these institutions offered services which had nothing or little to do with teacher education. Ayalew proposed that an institute of education for schools in Ethiopia should bring into association the Haile Selassie I University, all recognized teacher training institutions in Ethiopia, and the Ministry of Education in order to, "focus human and material resources on the study and improvement of the educational program in the schools and colleges of the nation."¹ It would be difficult to distinguish the functions of this Ethiopian Institute of Education from the normal functions of a Ministry of Education. It is the belief of the present writer that if institutes of education are to make a contribution that will lead to a real breakthrough in teacher education they will have to restrict their focus of operation. It is because of this belief that it is proposed that the reorganized Institute for Uganda should be called the National Teacher Training Institute.

One of the chief functions of the proposed National Teacher Training Institute should be to provide training facilities similar to those Smith and his associates propose for teacher training complexes in Teachers for the Real World. According to Smith and his

¹Gabre Selassie Ayalew. "An Institute of Education: A Proposal for a Mechanism for Supervision and Improvement of the Instructional Program in Ethiopian Schools." Ed.D. Dissertation, Teachers College, Columbia University, New York, 1969, p. 24. Unpublished.

associates a program for the beginning teacher should have three basic and interrelated parts, "a theoretical component, a training component and a teaching-field component."¹ Smith and his associates suggest that the theoretical component of the training program would best be given in a university or college² and that the teaching-field component which is composed of programs for interns should be the responsibility of the school systems. Smith and his associates then go on to suggest that a new social mechanism which they called a training complex should be established to be responsible for the training component.

The functions of the proposed National Teacher Training Institute would be different from those of a training complex. The National Teacher Training Institute is not to be limited to the "training component" of the teacher's program. Except for the Makerere Faculty of Education and possibly for the National Teachers College, Kyambogo, facilities at teacher training colleges are still relatively poor. Similarly facilities in the public schools are also poor. It is therefore necessary for the National Teacher Training Institute to provide services in all the three components of the teacher's program. Consequently the National Teacher Training Institute should assist teacher training colleges in their effort to design and implement improved programs related to the theoretical component. Similarly the National Teacher Training Institute should assist district

¹B. Othanel Smith, Saul B. Cohen, and Arthur Pearl. Teachers for the Real World. Washington, D.C.: The American Association of Colleges for Teacher Education, 1969, p. 24.

education officers, regional inspectors of schools, and the staffs of primary and secondary schools in their effort to supervise the work of beginning teachers. But since almost all teachers are now prepared in programs that provide little or no training in teaching skills, it is vital that the National Teacher Training Institute provide this very essential part of the teacher's program. It is therefore proposed that both the Institute headquarters center and the Institute regional centers set up units which should be adequately equipped to provide training in teaching skills. A uniquely important aspect of the work of these units would be to develop and store an extensive supply of training materials. It should, however, be realized that the developing, classifying and indexing of such training materials entail much hard work. Very often these materials are used somewhat less effectively because they are used without proper analysis and without relation to objectives of instruction. Lindsey reminds us that it, "must be admitted that while desirable outcomes were sought, very often the observing, recording and analyzing of behavior by both students and teachers suffered tragically from inadequacy of focus, from lack of objectivity in recording and from superficial techniques of analysis."¹ The effective use of training materials would thus call for external assistance. The National Teacher Training Institute would require personnel

¹Margaret Lindsey. "Professional Laboratory Experiences in Teacher Education--1970," Inquiry Into Teaching Behavior of Supervisors in Teacher Education Laboratories. New York: Teachers College Press, 1969, p. 14.

who have the expertise and current experience in the development and use of protocol and training materials.

When fully equipped the training unit associated with the Institute's headquarters center would offer training programs to groups of students, college supervisors, school and college inspectors and the staff of secondary schools who serve as supervisors of teachers serving their internships or probationary teaching. Training facilities at the Institute's headquarters center would also be fully utilized by students and the staff of the Faculty of Education at Makerere and by students and staff of the National Teachers College, Kyambogo.

Training facilities at the Institute's regional centers would be used by students at the teacher training colleges within the regions. This would include students at both the regional teacher training college and all the other Grade II teacher training colleges in the region. The training unit in Mbale would, for example, be responsible for conducting training programs for students in all the teacher training colleges within the Eastern Region. Similarly, the training unit in Gulu should be responsible for conducting training programs for students in all teacher training colleges in the Northern Region.

One of the main reasons for setting up institute regional professional committees was to make it possible for many more teacher educators to be actively involved in the decision-making process related to teacher education.¹ It is because of this same reason that

¹One of the characteristics of a healthy and fully functioning organization identified in Chapter V was the facilitation of committed involvement of persons at all significant decision-making levels.

it is proposed that the regional professional committees should delegate much of their professional work to the teacher training colleges themselves. It was noted in Chapter VI that the general consensus of respondents was that teacher training colleges should be primarily responsible for the selection of new entrants to their colleges. Teacher training colleges should also be actively involved in the work of designing programs for their students. The staff and principals of teacher training colleges should also assume increased responsibility in the final examination of their students. But regional professional committees should provide suitable forums for exchange and sharing of professional ideas. It was noted in Chapter V that respondents were of the view that the designing of curricula for teacher training colleges and the designing and conducting of programs for in-service courses should be jointly undertaken by all collaborating partners. Regional professional committees and their sub-committees would provide the necessary means for conducting such shared services. Regional professional committees might, for example, encourage the development of subject associations whereby college tutors of specific disciplines would be enabled to meet occasionally and discuss ways of improving their own teaching of the discipline. Such subject associations could sometimes be addressed by invited guests from other regions or from an appropriate department at Makerere University.

Periodic Evaluation and Adaptation of the
Proposed Institute's Work

An essential characteristic of a healthy and fully functioning organization is the organization's ability to adapt itself to its constantly changing environment. Another equally important characteristic of a healthy and fully functioning organization is exhibited in the organization's drive for self-renewal. There is consequently a need to provide a permanent mechanism for evaluating and reviewing the effectiveness of the work of the proposed National Teacher Training Institute. It is hoped that the Board of Governors and the Institute's professional committees would provide suitable guidelines on how to conduct continuous evaluation and reform of the Institute's work. The standard for use in gauging the degree of the Institute's organizational efficiency would, however, consist of the five chief characteristics of a healthy and fully functioning organization. Hence the questions to be considered in such evaluation of the Institute's work might be as follows:

1. Are its goals and purposes mutually determined and fully accepted by its sub-systems? Are these goals clear, achievable and appropriate?
2. Does it recognize and facilitate committed involvement of persons at all significant decision-making levels? Does the National Teacher Training Institute receive periodic feedback from its clients on various aspects of its work?

3. Does it provide open lines of communication between sub-systems and between individuals? The main concern here would be to minimize distortions about sources and the flow of information horizontally, vertically, and to and from the environment.
4. Does it perceive itself as being in a process of becoming? Are its principles and guidelines flexible enough? Does it welcome and make positive use of negative criticism?
5. Are its mechanisms for self-evaluation and self-renewal adequate and reliable?

In order for the Institute to benefit further from new insights and experiences it is suggested that such continuous internal self-evaluation of the Institute's work be supplemented by occasional external evaluation. It is proposed that such external evaluation be conducted by personnel who are actively engaged in work similar to that attempted by the National Teacher Training Institute and who are associated with higher education institutions that are known to be committed to the systematic improvement of teacher education programs. Such external evaluation might be conducted once in every five years and should be reasonably comprehensive.

Lastly, the Board of Governors and the Institute's professional committees should utilize data from these internal and external evaluations and from other relevant sources in their continuous effort to develop and maintain a national teacher training organization which is healthy and fully functioning.

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APPENDIX A

Introductory Remarks Which AccompaniedAll the Questionnaires

Educational leaders are very anxious to discover effective ways of organizing and improving pre-service and in-service professional programs for primary teachers. The purpose of this study is to try and learn more about the ways primary teacher trainers in Uganda share their responsibilities and how they organize themselves in attempting to meet certain professional goals.

In this questionnaire the term "primary school teachers" refers to both Grade II and Grade III teachers. The term "primary teacher training college" covers both Grade II and Grade III primary teacher training colleges. You are encouraged to be as free as possible in expressing your own views. All your answers will (and this is a promise) be treated as highly confidential and as personal. Analysis of the answers will be carried out at Teachers College, Columbia University.

Directions

1. Please read each question carefully and when you make up your mind on the most appropriate answer, put a " " in one of the appropriate spaces provided for that item which best expresses your point of view.

2. Answer all questions.
3. Space is provided at the end of certain questions in case you have some additional views and comments to express.
Be free to use this space in any way you like.

APPENDIX B

Questionnaire for Principals of Teacher
Training Colleges

Questions

1. Your sex:

78% Male22% Female2. In what age bracket do you fall? Please tick one of the following: Under 20 years 21 to 25 years 26 to 30 years9% 31 to 35 years26% 36 to 40 years35% 41 to 50 years26% 51 to 60 years4% Over 603. Your formal professional education. Please tick one of the following: Hold Grade III Teacher's Certificate4% Hold Grade IV Teacher's Certificate65% Hold Makerere Diploma of Education30% Hold Grade V Teacher's Certificate obtained from overseas institution Hold a university degree

4. How long have you been in your present post as principal? Please tick one of the following:

48% Less than 2 years

13% 2 to 5 years

30% 5 to 10 years

 10 to 15 years

9% Over 15 years

5. What was your job just before you became the principal?

6. How long did you work in this job? Please tick one of the following:

 Less than 2 years

 2 to 5 years

 Over 5 years

7. To what extent are educationalists in Uganda agreed on the aims and purposes of primary school education? Please tick one of the following:

 They are completely agreed

39% They are agreed to a large extent

35% They are agreed to a small extent

26% They are totally disagreed

8. To what extent are teacher trainers in Uganda agreed on the aims and purposes of the primary teacher training course? Please tick one of the following:
- 4% They are completely agreed
- 61% They are agreed to a large extent
- 26% They are agreed to a small extent
- 9% They are totally disagreed
9. Have you seen and read the Constitution of the National Institute of Education? Please tick one of the following:
- 39% I have read it
- 4% I have seen it but not read it
- 57% I have never seen it
10. Have you seen and read the new (1970) Uganda Education Act? Please tick one of the following:
- 44% I have read it
- 13% I have seen it but not read it
- 43% I have never seen it
11. How well does the Ministry of Education (especially the Inspectorate Division) keep you informed of professional decisions relating to the training of primary teachers? Please tick one of the following:
- 17% Kept informed all the time
- 35% Kept informed most of the time
- 43% Kept informed sometimes
- 4% Never informed of anything

12. How well does the National Institute of Education keep you informed of the decisions of the Professional Board? Please tick one of the following:
- 30% Kept informed all the time
- 39% Kept informed most of the time
- 22% Kept informed sometimes
- 9% Never informed of anything
13. How easily do you communicate your own professional ideas to your regional inspector of schools? Please tick one of the following:
- 13% Very easily
- 52% Easily
- 30% Not easily
- 4% With much difficulty
14. How often have you made (or attempted to make) such professional suggestions to your regional inspector of schools? Please tick one of the following:
- 9% Very often
- 9% Often
- 52% Sometimes
- 30% Never
15. How easily do you communicate your own professional ideas to the Central Inspectorate? Please tick one of the following:
- 17% Very easily
- 48% Easily
- 17% Not easily
- 17% With much difficulty

16. How often have you made (or attempted to make) such professional suggestions to the Central Inspectorate? Please tick one of the following:

4% Very often

9% Often

61% Sometimes

26% Never

17. How easily do you communicate your own professional ideas to the National Institute of Education? Please tick one of the following:

26% Very easily

43% Easily

26% Not easily

4% With much difficulty

18. How often have you made (or attempted to make) such professional suggestions to the National Institute of Education? Please tick one of the following:

4% Very often

17% Often

61% Sometimes

17% Never

19. How often are you consulted by officials of the Central Inspectorate on matters related to the improvement of professional courses for students at primary teacher training colleges? Please tick one of the following:

 Very often

4% Often

52% Sometimes

43% Never

20. How often are you consulted by officials of the National Institute of Education on matters related to the improvement of professional courses for students at primary teacher training colleges? Please tick one of the following:

9% Very often

13% Often

30% Sometimes

48% Never

21. How often are you consulted by the Regional Inspector of Schools on matters related to the improvement of professional courses for primary teachers? Please tick one of the following:

 Very often

13% Often

39% Sometimes

48% Never

22. How often do you consult members of your own staff on matters relating to the improvement of professional standards for students at your college? Please tick one of the following:

70% Very often

22% Often

4% Sometimes

4% Never

23. How often do you consult regional inspectors of schools on matters relating to the improvement of professional standards for your students and for primary teachers? Please tick one of the following:

 Very often

9% Often

43% Sometimes

48% Never

24. How often do you consult head teachers of primary schools in your area on matters relating to the improvement of professional standards of primary teachers? Please tick one of the following:

 Very often

17% Often

48% Sometimes

35% Never

25. What other groups or institutions do you consult on professional matters affecting primary teachers in general and your students in particular?

26. Allowing some degree of professional and administrative cooperation and collaboration which of the following services and/or activities would you regard as the special responsibility of the institutions indicated? Please indicate degrees of responsibility if you think that certain services or activities should be jointly carried out by more than one institution. Thus instead of ticking only one space under the appropriate institutional column, as you should if you think the service should be carried out by only one institution, you put figure number "1" in the space under the institution you think should be specialy accountable for the specific service. You then put figure number "2" in the space under the institution you think should have secondary responsibility and number "3" under the institution that should have least responsibility. If you think two or three institutions should be equally and jointly accountable for a certain service or activity you indicate this by putting figure "1" in each of the two or three appropriate spaces provided for that service/activity.

	<u>Principals and staff of Teacher Training Colleges</u>	<u>The Institute of Education (Professional Board)</u>	<u>Ministry of Education (Central Inspectorate)</u>
The selection of new students for Grade II teacher training colleges	_____	_____	_____
The selection of new students for Grade III teacher training colleges	_____	_____	_____
The designing (preparation) of the primary school curriculum (syllabus, etc.)	_____	_____	_____
The designing (preparation) of the Grade II teacher training college curriculum (syllabus, etc.)	_____	_____	_____
The designing (preparation) of the Grade III teacher training college curriculum (syllabus, etc.)	_____	_____	_____
The preparation and running of in-service courses for Grade II and Grade III teachers	_____	_____	_____
The preparation and running of in-service courses and seminars for tutors of primary teacher training colleges	_____	_____	_____
The setting and marking of the written examination for final year students at primary teacher training colleges	_____	_____	_____
The assessing of the practical teaching examination for final year students at primary teacher training colleges	_____	_____	_____
The inspection and supervision of professional programs at primary teacher training colleges	_____	_____	_____

28. Roughly what percentage of your official time is devoted to what you would regard as administrative duties? Please tick one of the following:

4% 100% to 80%

74% 80% to 50%

22% 50% to 30%

 30% to 10%

 Below 10%

29. Roughly what percentage of your official time do you actually devote to activities which you believe lead to the professional growth of your staff and of your students? Please tick one of the following:

 100% to 80%

13% 80% to 50%

52% 50% to 30%

17% 30% to 10%

 Below 10%

30. What comments or views do you have on the way you spend your official time? Please be brief.



31. How different should the pre-service professional programs for primary teachers of the rural communities be from those of the primary teachers of the urban communities? Please tick one of the following:

 Very different

30% Moderately different

44% Slightly different

26% No difference at all

32. What would your reply be if you were asked whether you regard yourself as a member of the National Institute of Education? Please briefly write your reply below.

33. What would your reply be if you were asked whether you regard yourself as an official of the Ministry of Education? Please briefly write your reply below.

34. If you were asked to single out (identify) three most outstanding professional achievements of the National Institute of Education during the last few years what, in your opinion, would such achievements be? Please summarize your answers in the space below. Use the space on the other side of this page if necessary.

Thank you so much for your cooperation. I wish to repeat and assure you that your answers will be treated as private and confidential.

APPENDIX C

Questionnaire for Tutors of Primary
Teacher Training Colleges

Questions

1. Your sex:

69% Male

31% Female

2. In what age group do you fall? Please tick one of the following:

 Under 20 years

2% 20 to 25 years

6% 25 to 30 years

35% 30 to 35 years

23% 35 to 40 years

25% 40 to 50 years

8% Over 50 years

3. Your formal professional education. Please tick all appropriate spaces below:

25% Hold Cambridge School Certificate

2% Hold Grade III Teacher's Certificate

0% Hold Grade IV Teacher's Certificate

56% Hold Makerere Diploma of Education

25% Hold Grade V Teacher's Certificate obtained from
overseas institution

25% Hold a university degree

4. How long have you been a primary teacher training college tutor in Uganda? Please tick one of the following:

25% Less than 2 years

16% 4 to 6 years

39% 6 to 10 years

20% Over 10 years

5. Are you a citizen of Uganda?

73% Yes

27% No

6. What was your job just before you became a primary teacher training college tutor?

7. How long were you in that job (i.e., the job referred to in question 6 above). Please tick one of the following:

 Less than 2 years

 2 to 5 years

 Over 5 years

8. To what extent are teacher trainers in Uganda agreed on the aims and purposes of the primary teacher training course? Please tick one of the following:

4% They are completely agreed

62% They are agreed to a large extent

30% They are agreed to a small extent

4% They are totally disagreed

9. Have you seen and read the Constitution of the National Institute of Education? Please tick one of the following:
- 29% I have read it
- 6% I have seen it but not read it
- 65% I have never seen it
10. Have you seen and read the new (1970) Uganda Education Act? Please tick one of the following:
- 29% I have read it
- 2% I have seen it but not read it
- 69% I have never seen it
11. How well does the principal of your college keep you informed of professional decisions made by other organizations but which affect you as a college tutor? Please tick one of the following:
- 27% Kept informed all the time
- 42% Kept informed most of the time
- 29% Kept informed sometimes
- 2% Never informed of anything
12. How well does the Inspectorate keep you informed of professional decisions taken by the Ministry of Education which relate to your work as a college tutor? Please tick one of the following:
- 17% Kept informed all the time
- 25% Kept informed most of the time
- 52% Kept informed sometimes
- 6% Never informed of anything

13. How well does the National Institute of Education keep you informed of decisions of its Professional Board which affect your work as a college tutor? Please tick one of the following:

10% Kept informed all the time

31% Kept informed most of the time

38% Kept informed sometimes

21% Never informed of anything

14. How easily do you communicate your own professional ideas to your college principal? Please tick one of the following:

50% Very easily

48% Easily

2% Not easily

 With much difficulty

15. How often have you made (or attempted to make) such professional suggestions to your principal? Please tick one of the following:

29% Very often

35% Often

35% Sometimes

 Never

16. How easily do you communicate your own professional ideas to the Central Inspectorate? Please tick one of the following:

 Very easily

25% Easily

50% Not easily

25% With much difficulty

17. How often have you made (or attempted to make) such professional suggestions to the Central Inspectorate? Please tick one of the following:

 Very often

 6% Often

 60% Sometimes

 33% Never

18. How easily do you communicate your own professional ideas to the National Institute of Education? Please tick one of the following:

 39% Very easily

 40% Easily

 21% Not easily

 With much difficulty

19. How often have you made (or attempted to make) such professional suggestions to the National Institute of Education? Please tick one of the following:

 2% Very often

 14% Often

 46% Sometimes

 38% Never

20. How easily do you communicate your own professional ideas to fellow tutors of your primary teacher training college? Please tick one of the following:

 42% Very easily

 54% Easily

 2% Not easily

 2% With much difficulty

21. How often have you communicated such ideas to fellow tutors?
Please tick one of the following:
- 31% Very often
56% Often
10% Sometimes
2% Never
22. How often do you consult head teachers of primary schools in your area on matters relating to the improvement of professional standards for primary teachers? Please tick one of the following:
- 10% Very often
19% Often
54% Sometimes
17% Never
23. How often do District Education Officers consult you on matters relating to the improvement of professional standards for primary teachers? Please tick one of the following:
- 2% Very often
8% Often
29% Sometimes
60% Never
24. What other groups or institutions do you consult on professional matters affecting primary teachers? Please list these in the space below:

25. Allowing some degree of professional and administrative cooperation and collaboration which of the following services and/or activities would you regard as the special responsibility of the institutions indicated. Please indicate degrees of responsibility if you think that certain services or activities should be jointly carried out by more than one institution. Thus instead of ticking only one space under the appropriate institutional column, as you should if you think the service should be carried out by only one institution, you put figure number "1" in the space under the institution you think should be specifically accountable for the specific service. You then put figure number "2" in the space under the institution you think should have secondary responsibility and number "3" under the institution that should have least responsibility. If you think two or three institutions should be equally and jointly accountable for a certain service or activity you indicate this by putting figure "1" in each of the two or three appropriate spaces provided for that service/activity. The person administering this questionnaire will explain further, if necessary, how such degrees of responsibility and accountability can be indicated. Feel free to ask him.

	Principals and Staff of Teacher Training Colleges	The Institute of Education (Professional Board)	Ministry of Education (The In- spectorate)
The selection of new students for Grade II teacher training colleges	_____	_____	_____
The selection of new students for Grade III teacher training colleges	_____	_____	_____
The designing (preparation) of the primary school curriculum (syllabus, etc.)	_____	_____	_____
The designing (preparation) of the Grade II teacher training college curriculum (syllabus, etc.)	_____	_____	_____
The designing (preparation) of the Grade III teacher training college curriculum (syllabus, etc.)	_____	_____	_____

	<u>Principals and Staff of Teacher Training Colleges</u>	<u>The Institute of Education (Professional Board)</u>	<u>Ministry of Education (The In- spectorate)</u>
The preparation and running of in-service courses for Grade II and Grade III teachers	_____	_____	_____
The preparation and running of in-service courses and seminars for tutors of primary teacher training colleges	_____	_____	_____
The setting and marking of the written examination for final year students at primary teacher training colleges	_____	_____	_____
The assessing of the practical teaching examination for final year students at primary teacher training colleges	_____	_____	_____
The inspection and supervision of professional programs at primary teacher training colleges	_____	_____	_____

26. Roughly what percentage of your official time do you actually devote to activities which you believe lead to the professional growth of your students? Please tick one of the following:

50% 100% to 80%

44% 80% to 50%

6% 50% to 30%

 30% to 10%

 Below 10%

27. What comments (if any) do you have on the way you spend your official time? Please be specific and brief.

28. How different should pre-service professional programs for primary teachers of schools in rural communities be from those of similar schools in the urban communities? Please tick one of the following:

4% Very different^b

40% Moderately different

35% Slightly different

21% No differences at all

29. If you were asked whether you regard yourself as a member of the National Institute of Education what would your answer be? Please briefly express your answer below.

30. If you were asked whether you regard yourself as an official of the Ministry of Education what would your answer be? Please briefly express your answer below.

31. If you were asked to single out (identify) two or three most outstanding professional achievements of the National Institute of Education during the last few years what, in your experience, would such achievements be? Briefly summarize these achievements in the space below. Use the space on the other side of this page if necessary. Only brief notes are required.

Thank you so much for your cooperation. I wish to repeat and assure you that your answers will be treated as private and confidential.

APPENDIX D

Questionnaire for Officials of the
Ministry of Education

1. Your sex:

100% Male

 Female

2. In what age bracket do you fall? Please tick one of the following:

 Under 20 years

 21 to 25 years

 26 to 30 years

 31 to 35 years

23% 36 to 40 years

65% 41 to 50 years

12% 51 to 60 years

 Over 61 years

3. Your formal professional education. Please tick one of the following:

12% Hold Grade III teacher's certificate

41% Hold Grade IV teacher's certificate

41% Hold Makerere diploma of education

6% Hold Grade V teacher's certificate--obtained from overseas

 Hold a university degree

4. How long have you been in your present post? Please tick one of the following:

 Less than 2 years

12% Two to 5 years

65% Five to 10 years

17% Ten to 15 years

6% Over 15 years

5. Have you ever worked as a tutor or principal at a primary teacher training college (i.e., either Grade II or Grade III teacher training college)? Please tick one of the following:

59% Yes

41% No

6. How long were you a tutor or principal of a primary teacher training college? Please tick one of the following:

 Less than 2 years

 Two to 5 years

 Over 5 years

7. To what extent are educationalists in Uganda agreed on the aims and purposes of primary school education? Please tick one of the following:

6% They are completely agreed

59% They are agreed to a large extent

29% They are agreed to a small extent

6% They are totally disagreed

8. To what extent are teacher trainers in Uganda agreed on the aims and purposes of the primary teacher training course? Please tick one of the following:
- They are completely agreed
- 70% They are agreed to a large extent
- 17% They are agreed to a small extent
- 11% They are totally disagreed
9. Have you seen and read the new (1970) Uganda Education Act? Please tick one of the following:
- 100% I have read it
- I have seen it but not read it
- I have never seen it
10. Have you seen and read the Constitution of the National Institute of Education? Please tick one of the following:
- 12% I have read it
- 6% I have seen it but not read it
- 82% I have never seen it
11. How well does the Ministry of Education (especially the Inspectorate Division) keep you informed of professional decisions relating to the training of primary teachers? Please tick one of the following:
- 6% Kept informed all the time
- 17% Kept informed most of the time
- 59% Kept informed sometimes
- 18% Never informed of anything

12. How well does the National Institute of Education keep you informed of decisions of its professional board? Please tick one of the following:
- 6% Kept informed all the time
- Kept informed most of the time
- 47% Kept informed sometimes
- 47% Never informed of anything
13. How well do principals of primary teacher training colleges keep you informed about the professional work going on in their colleges? Please tick one of the following:
- 6% Kept informed all the time
- 6% Kept informed most of the time
- 47% Kept informed sometimes
- 41% Never informed of anything
14. How easily do you communicate your own professional ideas to your regional inspector of schools? Please tick one of the following:
- 35% Very easily
- 53% Easily
- Not easily
- 12% With much difficulty
15. How often have you made (or attempted to make) such professional suggestions to your regional inspector of schools? Please tick one of the following:
- 35% Very often
- 41% Often
- 12% Sometimes
- 12% Never

16. How easily do you communicate your own professional ideas to the Central Inspectorate? Please tick one of the following:

12% Very easily
35% Easily
29% Not easily
23% With much difficulty

17. How often have you made (or attempted to make) such professional suggestions to the Central Inspectorate? Please tick one of the following:

6% Very often
17% Often
47% Sometimes
29% Never

18. How easily do you communicate your own professional ideas to the National Institute of Education? Please tick one of the following:

 Very easily
35% Easily
41% Not easily
23% With much difficulty

19. How often have you made (or attempted to make) such professional suggestions to the National Institute of Education? Please tick one of the following:

 Very often
12% Often
41% Sometimes
47% Never

20. How easily do you communicate your own professional ideas to the principals of primary teacher training colleges in your area? Please tick one of the following:

18% Very easily

47% Easily

29% Not easily

6% With much difficulty

21. How often have you made (or attempted to make) such professional suggestions to principals of primary teacher training colleges in your area? Please tick one of the following:

6% Very often

29% Often

41% Sometimes

24% Never

22. How often are you consulted by officials of the Central Inspectorate on matters related to the improvement of professional courses for students at primary teacher training colleges? Please tick one of the following:

6% Very often

6% Often

12% Sometimes

76% Never

23. How often are you consulted by officials of the National Institute of Education on matters related to the improvement of professional courses for students at primary teacher training colleges? Please tick one of the following:

 Very often

12% Often

18% Sometimes

70% Never

24. How often are you consulted by the principals of primary teacher training colleges on matters related to the improvement of professional courses for students at their colleges? Please tick one of the following:

6% Very often

17% Often

18% Sometimes

59% Never

25. How often do you consult members of your own staff on matters relating to the improvement of professional standards for primary teachers in your area? Please tick one of the following:

 Very often

59% Often

29% Sometimes

6% Never

6% ?

26. How often do you consult head teachers of primary schools in your area on matters relating to the improvement of professional standards for primary teachers in your area? Please tick one of the following:

47% Very often

29% Often

24% Sometimes

 Never

27. What other groups or institutions do you consult on professional matters affecting primary teachers? Please list these in the spaces below:

28. Allowing some degree of professional and administrative cooperation and collaboration, which of the following services and/or activities would you regard as the special responsibility of the institutions indicated. Please indicate degrees of responsibility if you think that certain services or activities should be jointly carried out by more than one institution. Thus instead of ticking only one space under the appropriate institutional column, as you should if you think the service should be carried out by only one institution, you put figure number "1" in the space under the institution you think should be specifically accountable for the specific service. You then put figure number "2" in the space under the institution you think should have secondary responsibility and number "3" under the institution that should have least responsibility. If you think two or three institutions should be equally and jointly accountable for a certain service or activity you indicate this by putting figure "1" in each of the two or three appropriate spaces provided for that service/activity.

	<u>Principals and Staff of Teacher Training Colleges</u>	<u>The Institute of Education (Professional Board</u>	<u>Ministry of Education (The In- spectorate)</u>
The selection of new students for Grade II teacher training colleges	_____	_____	_____
The selection of new students for Grade III teacher training colleges	_____	_____	_____
The designing (preparation) of the primary school curriculum (syllabus, etc.)	_____	_____	_____
The designing (preparation) of the Grade II teacher training college curriculum (syllabus, etc.)	_____	_____	_____
The designing (preparation) of the Grade III teacher training college curriculum (syllabus, etc.)	_____	_____	_____

	<u>Principals and Staff of Teacher Training Colleges</u>	<u>The Institute of Education (Professional Board</u>	<u>Ministry of Education (The In- spectorate)</u>
The preparation and running of in-service courses for Grade II and Grade III teachers	_____	_____	_____
The preparation and running of in-service courses and seminars for tutors of primary teacher training colleges	_____	_____	_____
The setting and marking of the written examination for final year students at primary teacher training colleges	_____	_____	_____
The assessing of the practical teaching examination for final year students at primary teacher training colleges	_____	_____	_____
The inspection and supervision of professional programs at primary teacher training colleges	_____	_____	_____

29. What additional institutions or bodies would you like to see involved in the attainment of the above services. Briefly indicate what services/activities each of these additional institutions/bodies would best be suited for.

30. Roughly what percentage of your official time is devoted to what you would regard as administrative duties? Please tick one of the following:

31% 100% to 80%

69% 80% to 50%

 50% to 30%

 30% to 10%

 Below 10%

31. Roughly what percentage of your official time do you actually devote to activities which you believe lead to the professional growth of teachers in your area? Please tick one of the following:

 100% to 80%

100% 80% to 50%

 50% to 30%

 30% to 10%

 Below 10%

32. What comments or views do you have on the way you spend your official time on administrative and professional duties. Briefly express these views in the space below:

33. How different should the pre-service professional programs for primary teachers of the rural communities be from those of the primary teachers of the urban communities? Please tick one of the following:

 Very different
41% Moderately different
41% Slightly different
18% No difference at all

34. If you were asked to single out (identify) three most outstanding professional achievements of the National Institute of Education during the last few years what, in your judgment, would such achievements be? Briefly summarize these in the space below. Use the space on the other side of this page if necessary.

Thank you so much for your cooperation. I wish to repeat and assure you that your answers will be treated as private and confidential.

APPENDIX E

Questionnaire for Senior Students of Primary
Teacher Training Colleges

Questions

1. Your sex:

58% Male42% Female2. In what age group do you fall? Please tick one of the following:2% Under 15 years55% 15 to 18 years28% 18 to 21 years10% 21 to 25 years5% 26 to 30 years Over 30 years

3. What is your father's or guardian's job? Please use the space below to write your answer.

4. Your formal academic qualifications. Please tick all spaces below which are appropriate.

79% I hold a Primary Leaving Certificate9% I hold a Cambridge G.C.E. Certificate20% I hold a Cambridge School Certificate10% I hold a Grade II Teacher's Certificate

5. Is your college a Grade II or Grade III teacher training institute? Please tick one of the following:

68% It is a Grade II teacher training college

32% It is a Grade III teacher training college

6. How long have you been a student at this college? Please tick one of the following:

1% Less than 1 year

33% This is my second year

4% This is my third year

61% This is my fourth year

1% This is my fifth year

7. How well have the aims of your professional course as a future primary school teacher been made clear to you? Please tick one of the following:

50% They have been very fully and very clearly explained

50% They have been fairly well explained

 They have been poorly explained

 They have not been explained at all

8. To what extent does your principal treat you as a responsible adult? Please tick one of the following:

71% Always treats me as a responsible adult

25% Sometimes treats me as a responsible adult

41% Very rarely (i.e., on very few occasions) treats me as a responsible adult

 Never treats me as a responsible adult

9. To what extent do other college tutors treat you as a responsible adult? Please tick one of the following:
- 53% They always treat me as a responsible adult
- 41% They sometimes treat me as a responsible adult
- 5% They very rarely treat me as a responsible adult
- 1% They never treat me as a responsible adult
10. To what extent do your parents treat you as a responsible adult? Please tick one of the following:
- 69% They always treat me as a responsible adult
- 26% They sometimes treat me as a responsible adult
- 4% They very rarely treat me as a responsible adult
- 1% They never treat me as a responsible adult
11. In your opinion as a senior student, to what extent are students at your college mature enough to be treated as responsible adults? Please tick one of the following:
- 32% They are very mature
- 65% They are fairly mature
- 2% They are very rarely mature
- They are not mature at all
12. How often do students at your college meet to discuss their own personal and professional problems? Please tick one of the following:
- 30% They meet very often
- 41% They meet fairly often
- 25% They very rarely meet
- 4% They never meet at all

13. As far as you know, how often does the staff (i.e., the principal and tutors) of your college meet to discuss problems? Please tick one of the following:
- 34% They meet very often
- 51% They meet fairly often
- 15% They very rarely meet
- They never meet at all
14. Is the principal of your college free to attend meetings organized by students? Please tick one of the following:
- 88% Yes
- 12% No
15. If the principal is free to attend student meetings how often does he/she actually attend them? Please tick one of the following:
- 11% He attends them very often
- 44% He attends them fairly often
- 27% He very rarely attends them
- 18% He has attended none so far
16. Are the tutors of your college free to attend student meetings? Please tick one of the following:
- 77% Yes
- 23% No
17. Assuming that the tutors are free to attend student meetings at your college, how often do they actually attend these meetings? Please tick one of the following:
- 16% They very often attend
- 35% They fairly often attend
- 21% They very rarely attend
- 28% They have so far not attended any

18. Are students at your college ever invited to attend college staff meetings? Please tick one of the following:

 Yes

 No

APPENDIX F

Interview GuideIntroductory Remarks

I am sure you will want to know why I am here. You have seen me before wearing a Ministry of Education hat and you might be wondering whether I am doing some kind of exercise for the Ministry of Education. Well, you know how I have been out of Uganda since February 1969. I am on a doctoral program at Teachers College, Columbia University. The University has very generously made it possible for me to return and spend a few weeks in Uganda and try to get up-to-date on various educational developments and changes. My study is on how to improve the professional training of teachers in this country. I am picking on you because of two main reasons. I know you happen to be one of the very few people in this Republic who have devoted much time and thought on the improvement of professional standards for teachers. Secondly, your experience as a member (or former member) of the Professional Board of the National Institute of Education must have enabled you to see problems of primary teacher education in clearer lights than most other people. I very much hope you will feel completely free to express your frank and honest views in the questions I am going to raise. Your views will be treated with the highest respect and confidence. Nothing you say will be quoted against your name or institution. What will appear in the dissertation report are generalized impressions and trends of thought rather than opinions of individuals.

Tentative Topics and Questions on the
Revised Interview Guide

1. Aims and Purposes of Primary Teacher Education:
 - a. Are the aims and purposes of primary teacher education agreed upon and understood?

2. Channels of Professional Communication:
 - a. What professional communication is there between the primary teacher training colleges and the Ministry of Education, i.e. the Central Inspectorate?
 - b. What professional communication is there between the primary teacher training colleges and Makerere University, i.e., the Faculty of Education? The central unit of the National Institute of Education?
 - c. What communication is there between the National Institute and the Central Inspectorate?
 - d. Do you see any barriers in these communications?
 - e. Do you have suggestions on ways of improving channels of professional communication?

3. The Institutes Professional Board:
 - a. How far is the Board achieving its aims?
 - b. What problems has the Board faced?
 - c. How have these problems been dealt with?
 - d. What changes, if any, would you like to see made in the governance of the National Institute?

- e. What changes would you wish to see made in the Professional Board?

4. Concept of Partnership and Collaboration:

- a. Why should teacher training be a collaborative venture?
- b. Who should be the chief partners in this collaboration? Why?
- c. Are tutors of primary teacher training colleges fully involved in this collaboration?
- d. Should college students be involved in this collaboration?
If yes, how?
- e. Should local communities be involved in the collaboration?
How? Why?

5. The Process of Evaluation:

- a. Who or what should be evaluated?
- b. Who should be involved in the evaluation? Why?

APPENDIX G

List of Individuals Interviewed

<u>Name</u>	<u>Date</u>	<u>Place</u>
Dr. John Lewis	31/ 3/1971	Kampala
Dr. A. G. Sellassie	31/ 3/1971	Kampala
Mr. Joseph Lijembe	31/ 3/1971	
Dr. Karl Bigelow	4/12/1970	New York
Mr. Y. K. Bamunoba	8/ 5/1971	Mbarara
Mr. F. Fogarty	6/ 4/1971	Kampala
Mr. T. J. Harrison	6/ 4/1971	Kampala
Mr. James Aryada	6/ 4/1971	Kampala
Professor Asavia Wandira	6/ 4/1971	Kampala
Rev. V. Ravensdale	7/ 4/1971	Kampala
Mr. Arthur Baguuywa	7/ 4/1971	Kampala
Dr. Arthur Lewis	8/ 3/1971	St. Louis
Mr. H. A. Curtis	12/ 5/1971	Nairobi
Mr. J. Karauja	12/ 5/1971	Nairobi
Mr. W. Senteza Kajubi	17/ 4/1971	Kampala
Miss Joyce Gibbs	24/ 4/1971	Kampala
Mr. Nelson Mugevwa	20/ 4/1971	Kampala
Mr. Sam Muwonge	10/ 4/1971	Kampala
Mr. William Kuuya	28/ 4/1971	Iganga
Father J. Whelan	29/ 4/1971	Ngora
Professor Eric Lucas	14/ 4/1971	Kampala
Mr. D. Kasirye	7/ 4/1971	Kampala
Mr. William Rwetsiba	15/ 4/1971	Kampala
Mr. F. Garvey-Williams	26/ 4/1971	Kampala
Mr. Philip Acaye	26/ 4/1971	Kampala
Dr. Carl Manone	26/ 4/1971	Kampala
Mr. John Nyakatura	26/ 4/1971	Kampala
Dr. Lorene Fox	26/ 4/1971	Kampala
Mr. C. A. Pratt	1/ 4/1971	Kampala
Mr. Holgard	26/ 4/1971	Kampala
Dr. F. Indire	12/ 5/1971	Nairobi
Bishop Odonga	30/ 4/1971	Mpale

APPENDIX II

Members of the Council and Academic Board of the Western
Teacher Training Organization (Kenya) by July 1962

The Council

Chief Education Officer, Chairman
 Chief Inspector of Schools
 Professor E. Lucas, Makerere College
 Miss E. Ricketts, Royal College
 Sister Karoli, Women's Teacher Training Colleges
 Mr. Richard Ondeng, Christian Council of Kenya Management
 Rev. Father C. Masei, Catholic Management
 Mr. A. W. Mayor) Christian Council of Kenya Principals
 Mr. J. R. Carter)
 Rev. Brother Francis, Catholic Principals
 Principal of Siriba Teachers College
 Principal of Kabiunga Teachers College
 Provincial Education Officer, Kisumu
 Education Secretary, Mill Hill Mission
 Education Secretary, Christian Council, Kenya
 Mr. Onyiego Nyarongo, Kenya National Union of Teachers
 Secretary, Eastern Teachers Training Organization
 Provincial Education Officer, Nakuru
 Principal, Hunters' Trees College
 Principal , St. Joseph's College, Kitale

The Academic Board

The Chief Inspector of Schools, Chairman
 Mr. T. W. Sharrad, Siriba College
 Rev. Sister Marian, Asumbi Women's Teacher Training College
 Mr. A. W. Mayor, Ugiya Teacher Training College
 Mr. J. R. Carter, Kaimosi Teacher Training College
 Mr. M. C. Grounds, Kabianga Teacher Training College
 Secretary, Eastern Teacher Training Organization
 Mr. J. D. Ochieng, Chairman Kenya National Union of Teachers
 Miss M. Crosbie, Women's Education Officer
 Rev. Brother Francis, Eregi Teacher Training College
 Mr. J. Rogers, Hunter's Tree Teacher Training College
 Rev. Brother Alan, St. Joseph's Teacher Training College
 Miss E. Ricketts, Royal College

APPENDIX I

Primary Teacher Training Colleges
in Uganda by 1970

<u>Grade II Colleges</u>	<u>Student Population</u>
Busubiri Teacher Training College	214
Namutamba Teacher Training College	190
St. Joseph's Teacher Training College, Nkozi	209
Kibuli Teacher Training College	161
St. Ursula's Teacher Training College, Nyondo	113
Lady Irene Ndejje	213*
Sancta Maria, Nkakonjeru	152
St. John Bosco's Teacher Training College, Nyondo	169*
Kabwagasi Teacher Training College	101
Fatima Teacher Training College, Ngetta	166
St. Mary's Teacher Training College, Bukedea	108
Bishop Kitching Teacher Training College, Ngora	138
Bishop Stuart Teacher Training College, Mbarara	227*
St. George's Teacher Training College, Ibanda	201
St. Scholastica, Kinyumasika	240
St. Augustine's Teacher Training College, Butiti	142
Arua Teacher Training College	147
St. John Bosco's Teacher Training College, Lodonga	154
Christ the King, Gulu	145
Moroto Teacher Training College	120
 <u>Grade III and In-service Colleges</u>	
St. Aloysius Teacher Training College, Ngora	145*
St. John Bosco's Teacher Training College, Gaba	49
Bishop Willis Teacher Training College, Iganga	125*
Shimori Teacher Training College	109
Canon Lawrence Teacher Training College, Boroboro	188*
Kuwalasi Teacher Training College	105

* Colleges that were used in the field study.