

CHAPTER X

EDUCATIONAL ADMINISTRATION

Introduction

In view of the fact that this study puts forward a scheme of educational reorganisation which envisages a wide-scale development of educational institutions of diverse types, it is necessary to ensure that the administrative machinery is adequate to meet the challenge and to provide for its orderly development. To bring about the necessary changes in objectives and to secure better results will demand from the educational administrative staff much enthusiastic and highly skilled effort, sustained over many years. It must be remembered that the educational harvest takes long time to mature. During this period teachers, many of them untrained, partially trained and trained, are to be guided and stimulated to better and still better work; courses of study are to be adapted to match the needs, interests and abilities of pupils and that they are related to their every day life; new schools and new types of schools are to be brought into being; all schools are to be brought together into an organisation in which each type plays its part most significantly; duplication of educational efforts are to be eliminated; and, above all, a determined effort is to be made to provide for free compulsory education to all children of the age-group 6 to 14. Besides, and equally as important as the above, an education conscience is to be aroused in the general public, so that the role which a school plays in modern life may be realised, and the necessary sacrifice on the part of the parents and of taxpayers may be cheerfully

made. For it is when the general public is sympathetic with the aspirations of the educational administrators that the necessary moral and financial support is forthcoming.

Historical, geographical and political factors have led to the emergence of three separate school systems for the three major races - Fijian, European and Indian. These schools owe their origin to christian missions, private industrial companies and Indian religious and cultural organisations; they were managed conducted and financed by them. More recently however the government has assumed greater financial responsibilities for the education of the various races and consequently there has been a tendency towards greater centralization of power. The problem then is how to mobilize all available effort, central and local, for the development of an integrated system of education which will be efficient.

Appraisal of the Existing Administrative Machinery

The Education Ordinance, which has been in force since 1929, was repealed with effect from 31st December, 1960, and was replaced by a new Education Ordinance (No. 24 of 1960) more in keeping with present conditions.¹

The control of educational administration in the Colony is in the hands of the Director of Education who is advised by the Education Advisory Council on the following matters:

- (a) the organisation of educational facilities;
- (b) the course or courses of instruction to be given in

¹ Fiji - Report for the year 1960. Op.cit. P. 47.

different types or classifications of schools;

(c) proposed legislation affecting education;

(d) any educational matter submitted by at least two members of the Council;

(e) any other educational matters referred to the Council by the Director.¹

Besides, there are District Education Committees whose functions are as follows:

(a) the submission to the Director of plans or advice for the promotion or development of education in the areas over which the Committee has jurisdiction;

(b) the tendering of advice to the Director on the establishment and management of new schools;

(c) the tendering of advice on any educational matter which may be submitted to the Committee by the Director;

(d) such other matters as may be prescribed by Regulations made under this Ordinance.²

Since the present administrative machinery is based on the Education Ordinance No. 24 of 1960 and came into force from 1st January, 1961, it will not be out of place here to go through it very briefly pausing on some of the important issues which could perhaps be improved.

Part 1 - consists mainly of definitions, but Clause 2(2) is worth underlining: "Wherever in this Ordinance the Director is empowered or obliged to act with the advice of the Advisory

¹ Education Ordinance No. 24 of 1960. Op.cit. Clause 8.

² Ibid. Clause 37.

Council he shall first consult the Advisory Council but shall not be bound by its advice."¹ It might be argued that such an Advisory Council which has no established powers will not attract well-qualified citizens as would a body with fixed and real responsibilities. No self-respecting citizen will want to waste his time in meetings whose deliberations can be flouted and waived by the caprice of the Director of Education.

Part 11 - Central Administration. Clause 3 says, "It shall be the duty of the Director to promote education in the Colony and the progressive development of its schools."² Clause 4 says what the Director can do with the funds voted by the Legislative Council:

- (1) The Director with the advice of the Advisory Council may from time to time from the public funds -
 - (a) establish or maintain or make grants-in-aid of or advances on loan in respect of schools and school libraries;
 - (b) establish or maintain hostels accessory to schools established or maintained under this Ordinance, and make grants or advances in aid of the establishment, maintenance or repair of hostels accessory to schools maintained under this Ordinance;
 - (c) maintain, or make grants or advances in aid of any person, body of persons, institutions or organisations to assist in promoting the education of the people of the Colony or a substantial section thereof;
 - (d) provide in whole or in part for transporting pupils to and from any government or aided school, or for, or in connexion with any activity of educational value;
- (2) The Director may from time to time from public funds -
 - (a) make such other provision for the carrying on of public education as may be consistent with the provisions of this Ordinance;

¹ Ibid. Clause 2(2).

² Ibid. Clause 3.

- (b) provide for the reimbursement of the expenses of any body constituted under the provisions of this Ordinance.¹

Part III - Scholarships. Clause 5(2) provides for the establishment of a Scholarship Selection Committee, "which shall advise the Director on the award and withdrawal" of scholarships, and Clause 5(3) says, "the Director shall not be bound to act on the advice of the Committee." As regards the composition of the Scholarship Selection Committee, Clause 6(1) states:

The Scholarship Selection Committee shall consist of the Director, whoever of the Chairman of the Public Service Commission or the Controller of Organisation and Establishment shall be appointed by the Director, and four other members nominated by the Council and appointed by the Director.²

Part IV - The Advisory Council. This section provides for the establishment of the Education Advisory Council whose function is "to advise the Director in matters affecting education generally or affecting the education of any community or section of the public", and Clause 9(1) says that the membership of the Advisory Council "shall consist of the Director, the Deputy Director of Education, and such and so many other members as the Governor may from time to time appoint".³ Although the Director is not bound to act on the advice of the Advisory Council, yet Clause 14 provides that

It shall be the duty of the Director, as Chairman of the Advisory Council, to report to the Council the action taken on any matter on which the Council has advised the Director.⁴

Part V - Curricula and Examination. Clause 16(1) says, "the basic curricula in all registered and recognised schools shall be

¹ Ibid. Clause 4.

² Ibid. Clauses 5-6.

³ Ibid. Clauses 7-9.

⁴ Ibid. Clause 14.

as laid down from time to time by the Director," and Clause 16(2) gives power to the Director to institute from time to time "such examinations as he shall deem necessary, and make rules concerning the content and conduct of such examinations".¹ The Director may, under Clause 16(3), "at his discretion, establish committees on a temporary or permanent basis, comprising such persons as he may think fit, to advise him on any curricula and any examinations".²

Part VI - Religious Instruction. This section deals with religious instruction in schools, but makes it clear that no teacher may be compelled to give religious instruction against the dictates of his conscience and that any pupil can be excused from attending religious instruction.

Part VII - Management of Schools. Clause 19 requires that the management of every school to be vested in a properly constituted controlling authority, and Clause 20 specifies the grounds on which the Director may refuse to register a manager. It is an offence under Clause 21 for a person to manage a school when not registered as the manager or after he has been prohibited from managing.

Part VIII - Boards of Governors. This section provides for the establishment of Boards of Governors for government secondary schools and aided private secondary schools. It is a pity that the unaided private secondary schools are not required to comply with the provisions of this section.

Part IX - Education Committees. This section empowers the Director to establish Education Committee in respect of any area or areas in which "in the opinion of the Director" the

¹ Ibid. Clause 16.

² Loc.cit.

establishment of such a Committee "is likely to promote, or assist the development of, education".¹ As regards the membership of the Education Committee, Clause 30 lays it down:

- An Education Committee shall consist of the following members, all to be appointed by the Director -
- (a) one member, who shall be Chairman of the Committee;
 - (b) one member, who shall be Secretary and Executive Officer of the Committee;
 - (c) five other members of whom at least one shall be a woman drawn from such bodies, organisations and communities as the Director may consider are concerned in the furtherance of education in the area specified in the order establishing the Committee.²

Under Clause 33 "the Director may at any time revoke the appointment of any member of an Education Committee".³

Part X - Control of Schools. Clause 38 is based on the English Education Act of 1944, and provides for "pupils should be educated in accordance with the wishes of their parents".⁴ Clauses 40 and 41 provide for the procedure to be followed when establishing a new school and the conditions under which permission to establish a school may be refused. Clause 42 provides for the inspection of schools: "the Director or any authorised officer may visit, with or without notice and enter and inspect any school or any place in which there is reason to believe that a school is being conducted."⁵

Part XI - Teachers. Under Clause 45 every teacher must possess either a certificate or a licence to teach. Under Clause 46(1) the Director may withdraw or refuse to issue a certificate or licence, but if he does so he must under Clause 46(2) inform the person

¹ Ibid. Clause 28.

² Ibid. Clause 30.

³ Ibid. Clause 33.

⁴ Ibid. Clause 38.

⁵ Ibid. Clause 42.

concerned why he has done so and advise him that he may appeal against the Director's decision; and a Board of Appeal shall then be set up under Clause 46(3).

Part XII - Fees. Clause 50 provides that the Governor-in-Council shall prescribe fees in government schools and the Director shall prescribe the "minimum rate of fees for tuition to be charged in any aided schools".¹

Part XIII - Miscellaneous. Clause 53 lays down that every pupil in attendance at a school "shall be liable to any medical inspection by the School Health Officer".² Clause 54 empowers the Director to "Bond" a student at a government or aided training college. Clause 55 is an interesting one and needs quoting in full:

Any person who wilfully disturbs any school or who upbraids, insults or abuses any teacher in the presence or hearing of the children assembled in school or in the school grounds shall be guilty of an offence and shall be liable to a fine not exceeding twenty-five pounds and in default of payment to imprisonment for any period not exceeding two months.³

Part XIV - Compulsory Education. Under Clause 56 the Governor may proclaim areas for compulsory education. It will be the duty of parents of all children in a proclaimed area to ensure that they attend school, but exemption will be granted if the child is receiving proper instruction in some other way, or if he lives more than a specified distance from the nearest school.

Part XV - Regulations. Under Clause 63 the Director, with the advice of the Advisory Council, is empowered to make regulations under this Ordinance.

¹ Ibid. Clause 51.

² Ibid. Clause 53(1).

³ Ibid. Clause 55.

There was a gap of six months between the publication of the Education Bill and the debates on it in the Legislative Council. This period of six months enabled the public to get to know the Bill well and to make representations to the Director of Education, if need be. The general public welcomed this Bill. The editorial of the Pacific Review, a local newspaper, made the following observations; and it is worth quoting the leader in full.

The sphere of education is one in which the people must have full say and authority. It is a cultural sphere which must be made democratic. Children belong to the people, not to the Government. Bureaucrates come and go. The future of the children is the main concern of the parents and of the society to which they belong. It is the duty of the Government to impart education in accordance with the democratic will of the people.

If the people of Fiji had waited for the Government for the education of their children, almost all Fijians and Indians would be illiterate today, after about 75 years' British rule in Fiji. Whatever education we find today among Fijians and Indians today is due to the efforts of the Fijians under the guidance of Christian missions and of Indians voluntarily raising funds and establishing schools. The Government has so far done its utmost to impede rather than accelerate education among these two races which form almost the entire permanent population of Fiji.

The present Education Bill is an attempt on the part of the Government to create a one man dictatorship in the field of education and that one man is the Director of Education, a paid servant of the people, occupying the post for a few years in course of his civil service career.

The Director is given complete authority and a blank cheque on the public funds which must mean all Government funds including general revenue, for establishment and maintenance, of schools and hostels and for paying grants and expenditure incidental to the establishment and running of all kinds of educational institutions. If this Bill passes into law the Director will be the one and only person in the Government of Fiji who will not have to go before the Financial Secretary, the Finance Committee or the Legislative Council for approval

This sounds too good to be true. It is simply incredible that the power which is not enjoyed even by the Governor will be conferred on the Director. It can either be a slip in drafting or else a deliberate and dishonest attempt to mislead the public about the true intentions of the Government.

The Bill provides for the establishment of an Advisory Council, the members of which will be appointed and dismissed at the will of the Director. In certain cases the clauses provide that the Director is empowered or obliged to act with the advice of the Advisory Council. The intention is probably to make out that the Director is not the sole and absolute ruler under the Bill. But a sub-clause ensconced in the Interpretation Clause provides that "Wherever in this Ordinance the Director is empowered or obliged to act with the advice of the Advisory Council he shall first consult the Advisory Council, but shall not be bound by its advice". The Director may find some stooges to work under him on such an Advisory Council, but it is certain that no self-respecting man whose advice is valuable to the promotion and development of education will come forward to serve on the Council on such terms.

The managers of registered schools - the overwhelming majority of schools in Fiji, are subjected to penal sanctions providing for heavy fines and imprisonment in case of neglect or breach of their duties which are laid down in the Bill. For example it lays down that the manager must ensure that the school is properly conducted, that no nomenclature is adopted except that in which the school is classified, that the headteacher keeps enrolment and attendance registers and furnishes such returns to the department as the Director may require. Teachers are provided, appointed and transferred by the department. They are mostly Government servants and are under direct orders of the Education Officers and the Director. The managers have no power or authority over them. If an adequate number of teachers are not appointed, the school cannot be said to be conducted properly and instead providing for a heavy fine for the Director and the Education Officers for such a neglect the managers are held responsible for the acts of the Director and his subordinates including headteachers! The managers who are honorary social workers, are exposed to penalties for the crimes of the Director, Education Officers and headteachers who are all paid servants and who are hired to carry out their duties honestly and efficiently. There is no provision anywhere in the Bill providing punishment for the Director or the Education

Officers for failure in their duties to ensure that adequate staff is provided in every school and that their subordinates obey their orders faithfully! Instead, the managers are made the scapegoats for the sins of the Director and his subordinates!

Part 14 of the Bill has created a false impression in the minds of many people in the Colony. They are under the impression that it provides for compulsory education for the children of this Colony. That impression is utterly wrong. It does not provide anything of the sort. What it does provide is the penalties that the parents will be subjected to if the Government ever introduced compulsory education, which in fact, may never come.

Clause 3 and Part 14 of the Bill provide deceptive sugar-coatings for a bitter pill in order to induce the people of this Colony to swallow it.

The true intent and purport of the Bill is to impede and obstruct the rapid growth of education of Fijians and Indians, especially in secondary education in Fiji.

There is a strong case now for freeing education from clutches of bureaucracy and placing it in the hands of the people by establishing elected Education Council and appointing the Director as its subordinate executive officer. The idea is not new. It is already recommended by Mr. Stephens in his report.

A Director is after all a careerist civil servant who lives within a charmed circle of fellow careerists and works in the blinkers of rules and regulations of his own making, like a silk-worm in his self-made cocoon.

If there is any Bill which deserves the epithet of a "Black Bill", it is this.¹

Most of this is true; some of it is less true. It is true that the members of both the Advisory Council and the District Education Committees are nominated and not freely elected by the people, and that these bodies have no real powers. The power of the Director of Education is enormous. But the Department of Education will not be able to function efficiently if it is not vested with adequate powers. Indeed, more and more people expect

¹ Pacific Review. Nadi, The Pacific Review Limited, 28th April, 1960. P. 2.

a national policy of education. Parents are happy in that they are protected against the ruthless exploitation of private school managements and, moreover, they are assured that their children would receive efficient instruction. The teachers also have reasons to feel happy because they are also protected against the malpractices of the private school managements.

The Director of Education who piloted this Bill through the Legislative Council says: "The shortness of this debate took me unawares... but I think that in itself is a tribute to the work the Advisory Council has done on this Bill over the last two years."¹ The Bill went through the Council in one day. Every Member welcomed this Education Bill and gave it his blessings. Speaking on this Bill, Hon. Dr. A.H.Sahu Khan (Indian Nominated Member), said, "I rise to welcome this Bill. In fact, if anything it is well overdue."² The fact that this Education Bill secured an easy passage through the Council is indicative of the desire on the part of the elected representatives of all the three races to invest the Department of Education with sufficient powers to promote education in the Colony.

Reorganising the Department of Education

The Honourable the Director of Education is the Legislative Council Member responsible for the policy of the government, of which he is a member, with regard to education. It is he who both advises the government and is also responsible for translating into practice the policies decided upon by the government.

The professional staff of the Department of Education in 1960 consisted of the Director, Deputy Director, Chief Inspector of Schools, Inspector of Secondary Schools, 8 Education

¹ Hansard. Sessions of September-October, 1960. Op.cit. P.207.

² Ibid. P. 203.

Officers, Supervisor of Technical Education, Supervisor of Home-craft, Supervisor of Infant Method, 8 Assistant Education Officers, and 24 Visiting Teachers.

In view of the dramatic increase in the school population during post-war years and in view of the fact that this study suggests (a) an early introduction of compulsory education, (b) development of pre-primary and adult education, (c) diversification of post-primary education, and (d) the establishment of University education in Fiji, it will be necessary to increase the professional staff and reorganise the Department. It is suggested that each branch of the education system be entrusted to a specialist officer. This step is felt necessary to ensure efficient administration, supervision and inspection of the education system as envisaged in this study.

The suggestion put forward in the above paragraph, to wit, that each branch of the system be entrusted to a specialist, is in keeping with practice obtained in all educationally advanced countries. The Unesco Educational Missions to Korea and Burma made similar recommendation to effect improvement in the administration and supervision of education in the two countries. The Mission to Korea recommended that the Education Department include on its staff, "technically competent persons who can supply guidance and leadership in the essential phases of the educational programme. They should be persons who combine successful professional experience and specialized training in the appropriate fields."¹ And a similar Mission to Burma recommended that the Department of Education of Burma "be reorganized to include directorates of various divisions, each subordinate to and reporting direct to the Director of Public Instruction."²

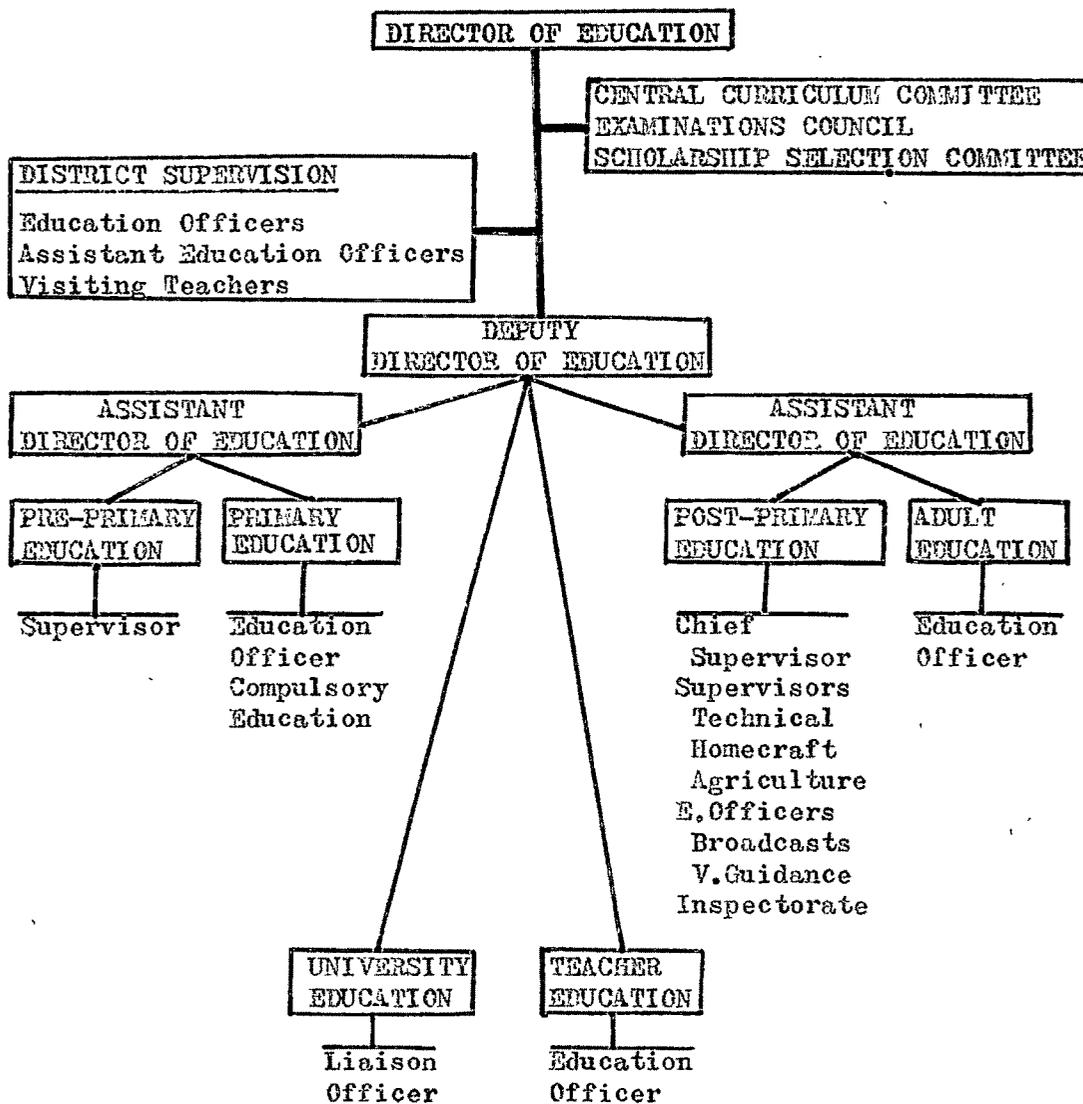
It is suggested that the professional staff of the Department of Education, Fiji, be reorganised as in the following figure:

¹ Rebuilding Education in the Republic of Korea. Op.cit. P.187.

² Report of the Educational Mission to Burma. Op.cit. P. 19.

Figure 3

Suggested Reorganisation of the Professional Staff - Department of Education



The professional staff of the Department of Education will have to be increased to meet this reorganisation. The following ten posts additional to the present establishment will be necessary in the event of the suggestions contained in this study being fully implemented:

Education Officers - Three posts: one each for Compulsory Education, Teacher Education and Adult Education.

One Chief Supervisor of post-primary education and one Supervisor of agricultural education.

One Liaison Officer who shall be responsible for mediating between the University College of Fiji and the Department of Education.

Post-Primary School Inspectorate will have to be increased to include one Supervisor of physical education, one Supervisor of languages, one Supervisor of science subjects, and two Supervisors of general subjects.

The present post of the Chief Inspector of Schools be abolished and this officer be named Assistant Director of Education, and be responsible for pre-primary and primary education. In 1962 an Assistant Director of Education was appointed and it is suggested that this officer be charged with the duty of looking after the post-primary and adult education. The Deputy Director of Education should be responsible for higher education:

Central Curriculum Committee. The committee would be charged with the duty of making a study of the present primary and post-primary curricula and making recommendations for their enrichment. It should have the authority to co-opt the services of outstanding teachers to help with regard to different subjects. It is suggested that the representatives of the Department of Education, the teacher training colleges, the faculty of Education and other appropriate faculties of the University College of Fiji,

school inspectors and teachers' associations be nominated to this committee. In order to link the school more closely with its cultural, social and economic environment, it is advisable that the parents and representatives of different bodies which for various reasons are interested in education should have the opportunity of expressing their view on the curriculum. The present Education Ordinance empowers the Director of Education to establish such a committee.¹

Examinations Council. The examinations council should be established comprising the following: Director of Education, Examinations Officers, Chief Supervisor of Post-Primary Education and 4 secondary school teachers. The council would be responsible for working out the schemes, framing the syllabuses in the various subjects, appointing examiners and conducting all the departmental examinations.

Scholarship Selection Committee. Part III of the Education Ordinance empowers the Director of Education to establish a Scholarship Selection Committee. Its duty is to "advise the Director on the award and withdrawal of local scholarships at University Entrance and post-University Entrance level, and overseas scholarships."² The composition of the committee is laid down in the Education Ordinance as follows:

The Scholarship Selection Committee shall consist of the Director whoever of the Chairman of the Public Service Commission or the Controller of Organization and Establishment shall be appointed by the Director, and four other members nominated by the Council and appointed by the Director.³

¹ Education Ordinance No. 24 of 1961. Op.cit. Clause 16.

² Ibid. Clause 5(2).

³ Ibid. Clause 6(1).

In order that the Scholarship Selection Committee is truly representative of the people, it is suggested that this committee consist of the Director of Education, the Chairman of the Public Service Commission or the Controller of Organisation and Establishment and four other members elected by the Honourable Members of the Fiji Legislative Council.

Increasing Democratic Control of Education

The establishment of the Education Advisory Council, District Education Committees and the Scholarship Selection Committee, although their functions are at present, under the present Education Ordinance, merely recommendatory and advisory in character, is, nevertheless, indicative of a desire to place policy determination and administrative control of education on a democratic basis. This measure is in keeping with political and economic development now taking place in the Colony. It is realised that the people in Fiji need more experience in democratic procedures, before they will be in a position intelligently to discharge the duties incident to their assumption of full administrative control. It is, therefore, felt that the functions of the various education committees should be maintained and that at the same time the people should be allowed to play an increasing part in the control of education, as a means of preparing them for the eventual assumption of full control of education.

The first step in this direction requires the full exercise, by the various education committees, of the functions now vested in them by the Education Ordinance. The Director of Education should in fact seek their advice and give full consideration.

Another step that should be taken, perhaps immediately, in line with the suggested democratization of educational control

involves changing the manner in which people are appointed to the various education committees, so that they will be truly representative of the people. Under the Education Ordinance members to all the education committees are appointed by the government. A monolithic Education Department would certainly be dangerous, not so much because of the danger of dictatorship as because of the dim conventionality of so many modern civil servants. The Department of Education needs a counterpoise. The best counterpoise would be the strength of the teachers and the influence of the parents.

Election of the various education committees by the people will tend to give them the feeling, almost unknown in the Fiji Islands, that the schools belong to them and their children. The people appear to look upon the schools as the responsibility of some unwieldy, remote agency which is difficult to approach so as to bring about desired changes. With the delegation of increased powers to the districts, true democracy in education, as well as effective educational programmes, are more likely to be attained through active participation of local citizens with a personal interest in the schools than through remote control. The people themselves have in many areas organised parent-teacher associations, which indicate the existence of keen local interest in school affairs. Even with the formation of District School Boards it will still be desirable to have these associations as voluntary bodies ready to help their particular school without interfering in any way with the powers of the Board or of the school officials.

Education Advisory Council. It is suggested that the membership of the Education Advisory Council include representatives of the various missions and governing bodies engaged in

educational work, experienced educationists, and teachers per se, representatives of teachers' associations, at least a representative from each of the District Education Committees, and nominations by the various groups of elected members of the Legislative Council. To make the Council responsible to the people, it is suggested that at least the majority of the members should be chosen directly or indirectly by them. The Director of Education may act as the Chairman of the Council.

District Education Committees. The membership of the District Education Committee should be increased to include representatives of teachers and parents beside the members that the Director is empowered by the Education Ordinance to appoint. Teachers must be closely involved in administration and policy, partly for better policy-making and partly to raise their self-respect. Parents must also be involved in the affairs of the schools. Their interests are, in general, sovereign. The variety will prove of value in that it will facilitate meeting local needs and secure local exercise of responsibility. It is suggested that the chairman of the District Education Committee be elected by the members themselves and not nominated by the Director of Education as at present.

It might be advisable to invest one or two District Education Committees with administrative powers over education on an experimental basis. As experience proves the wisdom of the steps taken, they must gradually be generalised. Ultimately, therefore, assuming that the District Education Committees are progressively given increased administrative control of education, the District Education Committee will become School Boards with full responsibility, both administrative and financial, for education and with the Education Officer as the chief executive official.

It may be mentioned that the Unesco Education Mission to the Philippines recommended very similar measures, as this study suggested for increasing the democratic control of education in Fiji, as a first step in the process of decentralising the management of education in the Philippines. The Mission recommended:

That a Board of Education be established for each province, with members elected by the people, to serve for overlapping terms and without remuneration, and to act, at first, in an advisory capacity to the Provincial Superintendent of Education. After functioning for a number of years in this manner, the Board should be given authority, within the framework of the national policies, to make final decisions in matters pertaining to the operation and financing of the schools.¹

The Village School Committees. One of the major difficulties associated with the scheme which this study suggests whereby the government takes over all primary schools and eventually all post-primary schools of the Colony is that such control tends to be bureaucratic and divorced from the life of the community. It appears necessary, therefore, to provide some mechanism whereby the local community can have definite practical interest in the working of the schools in the villages.

The formation of school committees for government as well as privately managed schools should be encouraged. The village school must be an integral part, indeed the centre, of local village community life. The schools must be a focal point from which radiate ideas on agriculture, health and community development project. The school committee should be concerned with the maintenance of the school grounds, the general physical conditions of the buildings, organising bazaars and dramas to raise fund for the school library and sport equipment, and hold a watching

¹ Report of the Mission to the Philippines. Op.cit. P. 55.

brief on behalf of the parents over the general conduct of the school. In addition, it should help in organising and conducting pre-primary and adult education.

Inspection of Schools

The Education Ordinance enjoins that it shall be the responsibility of the Department of Education to inspect all schools - government, aided and unaided. As we have seen that in 1960, the departmental inspectorate consisted of the Chief Inspector of Schools; Inspector of Secondary Schools; 8 Education Officers; a Supervisor each for Technical Education, Homecraft and Infant Method; 8 Assistant Education Officers; and 24 Visiting Teachers.

Primary Education. For the purpose of inspection, supervision and administration of schools, the Colony is divided into four Education Districts - Northern, Western, Central and Eastern. Each Education District is in charge of the Education Officer who is assisted by an Assistant Education Officer and a number of Visiting Teachers. In 1960, schools, teachers and pupils in the four Education Districts numbered as shown in the table below:

TABLE 27

Distribution of Schools, Teachers and Pupils
in the 4 Education Districts in 1960*

<u>Districts</u>	<u>Schools</u>	<u>Teachers</u>	<u>Pupils</u>
Northern	113	392	12,224
Western	204	905	31,796
Central	104	381	12,303
Southern	167	838	25,621
Total	588	2,516	81,944

* Department of Education. Annual Report for the year 1960.
Op.cit. Para. 70.

The Department of Education proposes to divide into two Education Districts each of the two Western and Southern Education Districts which have grown too large for the Education Officers to inspect and supervise efficiently. This should be done without delay.

The Education Officers, Assistant Education Officers and the Visiting Teachers have been chosen from the ranks of the teachers on the basis of their educational and professional competence and after a successful career of teaching and experience. None of them have had special training in the techniques of inspection.

The main function of these officers is to see to the maintenance of a proper standard of efficiency in the teaching and the general conduct of schools. They examine time-tables, school attendance registers, record cards, schemes of work, teachers' work books. In addition they observe teachers' lessons and criticise them.

The present inspectorate of primary education is adequate to carry out inspections of schools. But they need guidance. It is suggested that the Education Officers organise summer courses for the benefit of junior officers and that these courses include techniques of teaching selected subjects such as English, social studies, and arithmetic; ways and means of orienting school activities to the daily lives of the pupils; framing out time-tables; preparation of schemes of work; writing up work book; record keeping; and organising extra-curricular activities. The inspectors must be thoroughly conversant with the school curriculum and should readily take demonstration lessons for the benefit of the teachers. They should have plenty of time to discuss educational problems with the teachers. Their criticisms should always be frank and constructive.

When recruiting new personnel to the inspectorate, it is suggested that the Irish practice, with modifications, if necessary, be adopted:

The first six months of their service are spent in training as probationers with about twelve different inspectors, spending periods up to a fortnight with each and visiting the schools with them, inspecting the schools under their supervision and preparing specimen reports. Each one of these inspectors must present a report on the trainee inspector to the chief inspector. At the end of the six months of probation the chief inspector asks the trainee to carry out in his presence, a test inspection of the work of a selected teacher.¹

Secondary Education. In 1960, forty-five secondary schools with the student body of 5,439 scattered through the length and breadth of the Colony were inspected by one man - the Inspector of Secondary Schools. The Supervisors of technical education and homecraft visited only those few schools where technical and homecraft subjects were taught. It is therefore obvious that all the forty-five secondary schools could not have been adequately inspected. Secondary school inspectorate must be increased.

The Inspector of Secondary Schools had to divide his time between visiting schools and attending to matters relating to secondary education in the Colony. He visited all government schools and aided schools and only a few unaided schools. The schools, that is, the unaided ones, that needed guidance and supervision most were denied. And even those schools he visited, he could devote no more than a day at each school. The inspections were perfunctory and the greater part of his time being taken up in checking time-tables, school records, attendance

¹ School Inspection. Publication No. 174. Paris, Unesco; Geneva, IBE, 1956. P. 199.

registers, schemes of work and other routine work. He would sit in a class for about ten minutes observing a lesson and then hurry to the next class to observe another teacher. On the basis of these hurried inspections he would prepare reports on teachers. The inspector could neither get to know the work of the teachers and appreciate their many difficulties nor could he advise and guide the teachers to improve the work of the schools. Since the inspector was required to submit individual report on every teacher in the school he visited, the teachers looked upon his visit with some degree of apprehension, if not resentment. It would be appreciated that no one can accurately judge a teacher's work in ten minutes!

Increasing Secondary School Inspectorate. Secondary school inspectorate must be increased to include, besides general inspectors, specialists in particular subjects such as: English, foreign languages, mathematics, science, technical subjects, homecraft, commercial subjects, agriculture, music and physical education. It is not suggested that all these inspectors should be appointed at once, finance would not permit such a move. This should, however, be the ideal towards which the inspectorate should be aimed at. For the immediate future it is necessary that the inspectorate should be increased to include the following: Supervisor of Physical Education, Supervisor of Languages, Supervisor of Science, and two supervisors of general subjects (commercial subjects, English language and literature, mathematics, history, geography, health science, etc.). In view of the fact that this study suggests the introduction of diversified courses of studies in secondary schools, it is all the more necessary that the inspectorate should be so composed that effective guidance, supervision and inspection can be carried out. A live, active and efficient inspection staff can do more to

inject new life into the school than "circulars". The inspectors must give professional guidance and leadership to the teachers.

Let us see how secondary school inspectors are recruited in a few educationally advanced countries. In Australia ^{inspectors} specialist "are expected to have a university degree, to have had experience in teaching their special subject and to have occupied a senior post in a school".¹ In Brazil secondary school inspectors are appointed on the results of a test organised by the Public Services Administrative Department, "bearing not only on all the legislation concerning secondary education, but also on general educational principles (philosophy of education, psychology, biology, sociology of education, and teaching methods)". Successful candidates are required to take further training courses for inspection organised by the secondary education administration.² In Ireland a candidate for the position of the inspector of secondary schools must possess as a minimum qualification an honours university degree in the subject or subjects which he has specialised in and "he must also have taught in a school for at least three years".³ In New Zealand

There is no special training for inspectors. Applicants come from the ranks of practising teachers and are usually well-experienced in their subject. They usually have from twenty to thirty years' experience in schools, their age ranging from 40 to 50 years. Most of them are university honours graduates, except the inspectors of woodwork, for which a wide knowledge of the subject and experience are essential.⁴

In Great Britain

Inspectors are appointed by Her Majesty in Council. Recommendations for appointment are made by a panel

¹ Ibid. P. 76.

² Ibid. P. 99.

³ Ibid. P. 201.

⁴ Ibid. P. 245.

consisting of a member of Civil Service Commission, the senior chief inspector, the chief inspector for the branch of education in which candidates have their principal qualifications, such other inspectors as may be required and an administrative officer on the Ministry of Education. The panel takes into consideration the age of the candidates, their academic qualifications, their teaching and other experience, their character - as vouched for by persons of standing - and their personality. In Wales, candidates are required to know Welsh.

And in the United States of America

There is no standard requirement for the appointment of secondary supervisors except in individual states. Generally a supervisor must be in possession of a bachelor's or a master's degree, have had teaching experience in a particular subject for several years and possess the ability to work as a member of a team.

Secondary supervisors usually receive special professional training consisting of courses in supervision, educational methods, educational psychology, curriculum development and measurement.²

As regards selection of secondary school inspectors for India the Secondary Education Commission recommended:

We are of the view that a person, to be chosen as an Inspector, should possess high academic qualifications (an Honours or Master's degree) and should have had teaching experience in schools for at least ten years, or should have been a Headmaster of a High School for a minimum period of three years. In addition to direct recruitment the Inspectors should also be drawn from:

- (i) Teachers of ten years experience.
- (ii) Experienced Headmasters of High Schools.
- (iii) Qualified staff of Training Colleges.

We recommend further that suitable persons from any of these categories may be appointed as Inspectors for a period of three to five years after which they may revert to their original posts.³

¹ Ibid. Pp. 340-341.

² Ibid. P. 351.

³ Indian Secondary Education Commission Report. Op.cit. P. 184.

Fiji must recruit its secondary school inspectors from among the ranks of secondary school teachers. The selection should not be confined to the headmasters only. Some good inspectors, particularly subject inspectors, could be drawn from the assistant masters. It is suggested that a candidate for the inspector's post must possess at least an honours or a master's degree of a recognised university, he/she has had at least ten years' teaching experience in an established school and that he/she is sufficiently mature to command respect from teachers. And in order to broaden their experience and to acquaint themselves with the latest developments in teaching techniques and school administration and organisation and techniques of school inspection it is desirable that the inspectors should be sent overseas on short study tours to Australia, New Zealand, the United Kingdom or the United States of America.

Duties of Inspectors. The title 'inspector' has unfortunate connotations, suggesting an official who comes to inspect, to find out all that is wrong, to criticise and to be feared. In most countries that notion has been discarded. In the United States an inspector is called a "supervisor" and the Indian Secondary Education Commission suggested that the term "Educational Adviser" be used instead.¹ For Fiji, it is suggested that the term "supervisor" be used, because education, particularly post-primary education, is in its infancy and therefore there is need for direction, guidance and supervision.

The inspector is a competent person, keenly interested in the welfare of the schools. He is "the friend, philosopher and guide" of the teachers. He or she must make periodical visits, not only to check up, but to instruct, encourage and inspire. His duty is,

¹ Loc.cit.

therefore, out of the depth of his experience, to encourage those who need it by demonstrating improved ways of teaching and stimulating the pupils. The visits of the inspector should be happy occasions, when teachers look forward to the opportunity for placing their problems before one whose help can be relied upon. Of course he must inspect - else how can he advise? - but his advice should be given wisely so as not to discourage. He must report with great frankness. The inspectors should give professional guidance and leadership to the teachers through individual or group contact with the teachers either in class, at district gatherings of teachers, at teachers' conferences, or at refresher courses. On all these occasions the inspectors must encourage new methods and communicate the results obtained by other schools on experiments carried out.

Perhaps the day will soon dawn when the inspectorate in Fiji too would be held in high esteem as they are in Scotland; as the Scottish report on Secondary Education says:

In recent years the Inspectorate have come to be looked on, and have come, we believe, to look on themselves, as above all consultants and collaborators, able to bring to the problems of any one school experience culled in many, and to contribute to the solution of difficulties a judgment at once disinterested and well-informed. To stimulate by discussion and suggestion, to spread ideas and be a link between school and school, to provoke the unreflective to thought and to awaken healthy doubts as to the sufficiency of familiar routines - in such service lies the most valuable function of the Inspectorate.¹

Conclusion

It is imperative that Fiji should evolve a unified integrated system of pre-primary, primary and post-primary schools serving the needs of the three major races. In this connection the

¹ A Report of the Advisory Council on Education in Scotland. Secondary Education. Edinburgh, HMSO, 1947. Para. 656.

administrative staff of the Department of Education will have to shoulder the major function of providing educational leadership to the people of Fiji. The current Education Ordinance which has been in force since 1st January, 1961, enjoins that it shall be the duty of the Director of Education to promote education in the Colony and the progressive development of its schools, and that the Director of Education shall make grants-in-aid to non-governmental schools to ensure that the children enrolled in private schools have the right to educational opportunity equal to that provided by government schools. For the execution of this laudable duty, the Education Ordinance invests the Director of Education with adequate powers; it also provides for the establishment of necessary administrative machinery.

But the successful operation of any education programme designed to improve the efficiency of education, to be effective, needs to remain close to the people whom it serves. It is therefore incumbent upon the administrative personnel of the Department of Education to enlist the support and co-operation of all sections of the community. The general public can effectively participate in the education programme if they clearly understand the ends which education must serve. To secure these ends, a large degree of co-operation is essential between the educational leaders of all races and those of the Department of Education, in the formulation of educational policy. By increasing the elective membership of both the Education Advisory Council and the District Education Committees, the government would be taking positive steps towards democratization of educational control. By so doing two very useful purposes would be served: local leadership in education will be trained as well as local interest and

participation in educational programme will be stimulated and sustained. Parents and teachers must be closely involved in administration and policy-making.

Inspectors of schools are the eyes, ears and heart of the Department of Education. Upon them will depend all that this study wishes to accomplish in bringing the benefits of enlightenment to the children and the people of Fiji. By their work they ought to bring light, understanding, encouragement and inspiration to the teachers. It is, therefore, essential that the appointments to the inspectorate be made carefully and that the inspectors receive training, instruction and guidance from the senior officers of the Department of Education.