An Analysis of the Planning Process in Secondary Education in Trinidad and Tobago: 1962-1976

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AN ANALYSIS OF THE PLANNING PROCESS IN SECONDARY
EDUCATION IN TRINIDAD AND TOBAGO:
1962-1976

A Dissertation
Presented in Partial Fulfillment
of the Requirements for the Degree
Doctor of Education

by
Vernon E. Andrews
June 1978
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ABSTRACT

AN ANALYSIS OF THE PLANNING PROCESS IN SECONDARY EDUCATION IN TRINIDAD AND TOBAGO 1962-1976

by

Vernon E. Andrews

Chairperson: Lyndon G. Furst
Title: AN ANALYSIS OF THE PLANNING PROCESS IN SECONDARY EDUCATION IN TRINIDAD AND TOBAGO, 1962-1976

Name of researcher: Vernon E. Andrews

Name and title of faculty adviser: Lyndon G. Furst, Ed.D.

Date completed: June 1978

Problem
During the period 1962-1976, the Government of Trinidad and Tobago directed very specific attention to the development of education in general and secondary education in particular. Three major documents related to educational planning were prepared. A survey of the literature revealed that a detailed analysis of educational planning in Trinidad and Tobago had not yet been undertaken. The purpose of the study was to analyze the planning process in secondary education in Trinidad and Tobago during the period 1962-1976.

Method
The design of the study conforms to the pattern of
descriptive research. The analysis was based on seven points arrived at by establishing a measure of agreement on the constituent parts of a planning process. The review of the literature provided the base for setting the parts of the process.

The seven points which the researcher sought to determine were:

1. The philosophical basis on which planning in secondary education was conceived and the method used to determine it
2. The theoretical concept or concepts utilized in planning
3. The goals to be achieved and the method for their determination
4. The relationship between philosophy, aims, and objectives of the educational plans evolved during the period
5. The evaluative criteria developed for measuring success or failure of the plan
6. The planning machinery and the process of implementation
7. The method by which conclusions were arrived at and any subsequent recommendations made

Five major documents were analyzed according to the seven points established and the findings listed in the research. The five major documents were:

1. Committee on General Education, 1959
2. Educational Planning Mission, 1964
3. Draft Plan, 1968-83
5. Prime Minister's Proposals to Cabinet on Education.

September 18, 1975
Twenty-nine other documents were consulted in the course of the study and some additional information was gleaned from these sources. Three interviews were also conducted with persons involved in educational planning in Trinidad and Tobago.

Findings

The findings of the study were the following: (1) The philosophical basis of planning was primarily that the education system should serve the needs of the people of Trinidad and Tobago. (2) An eclectic approach was followed in planning, incorporating social-demand, manpower-requirements, and cost-benefit analysis. (3) The goals in secondary education were intended to make the curriculum more diversified and less examination conscious, to increase the number of school places, to cater to individual differences, to develop an administrative structure and physical plant adequate to meet the aforementioned goals. (4) There was a general degree of congruence between philosophy, aims, and objectives in secondary education. (5) Evaluative criteria were not clearly delineated in some of the plans prepared. (6) Several of the goal targets were not met in keeping with the time projections. (7) There were no standard methods used for arriving at decisions; some of those utilized were: public input, governmental policy statements, professional expertise provided by international organizations, research.

Conclusions

The following conclusions are supported by the findings:

1. There was a definable process of educational planning,
which included secondary education, in Trinidad and Tobago during the period 1962-1976

2. The philosophical basis which influenced planning in secondary education was essentially that education should serve the needs of the people of Trinidad and Tobago. This was in contrast to the externally oriented system of the pre-independence era.

3. There was a shift in emphasis from social demand planning to a more eclectic approach.

4. No definitive statement on the success of the plans can be given at the present time since greater importance was given to the realization of quantitative targets and there are no criteria stated for evaluating quantitative goals.

5. There are serious questions surrounding the claims of macro-planning as the tool for educational development and consequently national development.
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CHAPTER I

INTRODUCTION

Historical Overview

The islands of Trinidad and Tobago together form an independent country located at the southern end of the Caribbean archipelago. Trinidad, which is the larger, has an area of 1,864 square miles, and Tobago, 116 square miles, with a combined area of 1,980 square miles. The estimated mid-year population in 1973 was 1,061,800 (Statistical Pocket Digest, 1974). Trinidad and Tobago can be classified at the present time as a developing Third World country.

Trinidad was discovered by Columbus on his third voyage to the West Indies in 1498. It remained under Spanish rule until surrendered to the British by the Spanish Governor, Don Jose Maria Chacon, in 1797. The period of Spanish rule was a classic demonstration of Spain's inability to organise and develop the colony. The primary interest of the Spaniards was gold, and since this was not found on the island little interest was shown in its development. While still under Spanish domination, the French presence became felt toward the end of the 18th century. The precise circumstance accounting for this was the memorandum of Roume de St. Laurent, a French planter from Grenada, submitted in 1777 to the King of France. The proposals were intended to allow the immigration of French planters with their slaves into Trinidad. The influx was to come from the French territories of Martinique, Guadeloupe, St. Lucia and Grenada. The Spanish Government
accepted the proposals and on November 20, 1783, the King of Spain issued the cedula which opened the doors of Trinidad to foreign immigrants under certain conditions (Williams, 1962, pp. 40, 41).

Tobago existed in a state of "betweenity" from 1626 when it was claimed by Britain until it was annexed to Trinidad in 1898. During this time it changed hands repeatedly between Britain, France, Holland; and also experienced attacks by the buccaneers and Spain. There was, in addition, a settlement by Courlanders. It was finally acquired by Britain from France in 1802 and the action was confirmed and ratified in 1814 (Williams, p. 51).

Under British rule the first effort toward the development of a system of education was begun in 1851 when the Governor, Lord Harris, saw the need for a system of primary education and proposed that Ward schools be established. Harris' proposals were very "progressive" for their time. His system ran into opposition from the Roman Catholics and support from the other denominations was divided. This opposition by the Catholics was based on the feeling that the religious interests would be sacrificed to the secularism of the Ward schools. In 1869, Sir Patrick J. Keenan was invited to enquire into and report on the state of education in Trinidad. Keenan severely condemned the existing system and recommended a system quite opposite to Harris' (Committee on General Education, 1959, pp. 8-10).

During the first half of the twentieth century a number of different commissions studied and made reports on the educational system in Trinidad and Tobago. These included, Education Commission, 1916; Mayhew-Marriott Commission, 1931; John Foster Commission, 1937; West Indian Royal Commission, 1938; Working Party, 1954. Of the
many issues facing the various commissions the following three were among the most prominent:

1. Financing of education
2. Control and administration of the system
3. Curriculum and nature of the school system

The year 1950 marked the advent of ministerial government in Trinidad and Tobago and with it the responsibility of education fell under the portfolio of the Ministry of Education and Social Services. The Director of Education still continued, however, to administer the department (Committee on General Education, pp. 3-10).

In 1956 nationalistic feelings began to be more precisely articulated and took a definite trend toward the climax of independence in 1962. The significant event which precipitated this development was the coming into power of the People's National Movement (PNM) under the leadership of Dr. Eric Williams (Ryan, 1972). At that time (1956) Trinidad and Tobago had a total of 36 secondary schools: Government--3, Government assisted--12, Private registered--21. In 1958, the year for which enrollments are immediately available, there were 16,631 pupils in secondary schools in the country. (The number of secondary schools by that time had increased to 42). Of this number, 9,932 were in Government and Government assisted schools. A look at the 1959 enrollments for secondary schools in comparison to primary schools is quite revealing. Secondary enrollment--19,741, primary enrollment^1--171,774 (A Digest of Statistics on Education 1966-1967). The figures refer only to Government and assisted primary schools, private primary schools are not included.
Based on these figures, the secondary enrollment expressed as a percentage of the primary enrollment is approximately 11.5. This suggests that only a small number of students from the primary level move on to the secondary level. This problem was a reflection of limited secondary school places and the further aggravation occasioned by the limited scope of the curriculum. It was almost entirely of the grammar school type and was geared to the external examinations administered by the universities of Cambridge and London respectively.

Political independence was gained from Great Britain on August 31, 1962. The advent of independence brought with it the responsibilities for both internal and external affairs. A natural concomitant of independence was the desire to develop a sense of national identity and commitment to service of the country. Education was recognized as an important tool in the accomplishment of this goal ([Draft Plan, 1968-83, p. 5]). Further, it was recognized that the educational system inherited at the time of independence was not geared toward the realization of this goal.

As colonialism drew politically to a close in 1962, Trinidad and Tobago found itself with an educational system which bore all the characteristic features of cultural imperialism. There was no national outlook in education and no unified control. The secondary school system bore not the slightest relation to, nor took the slightest interest in, primary schools (Williams, 1974, p. 1).

The first significant step taken by the PNM Government with

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While it may be argued that the search for national identity is one of the preconditions for independence, and further, it can be assumed that a pattern or model of national identity has already been established before independence is achieved, it is not necessarily a fait accompli. A pattern seems to exist in a number of newly independent Third World countries in which a sense of identity is yet to be determined and achieved after political independence has been granted.
regard to education was the appointment in 1957 of a committee with the following terms of reference:

To consider the operation of the educational system of the country and make recommendations on future policy related to the curriculum, the improvement of academic and other standards, and the integration of the diverse elements which comprise our population (Committee on General Education, 1959, p. 23).

Subsequent to this, Government invited a UNESCO Planning Mission "To advise the Ministry on planning its education program both on a long-term and short-term basis." The Mission arrived in April, 1964 and reported in August of the same year. One of the important recommendations was the establishment of an Educational Planning Unit within the Ministry of Education. This led to the preparation and presentation to Cabinet in 1967 of Outlines of a Plan of Educational Development in Trinidad and Tobago 1967-83. This was the immediate precursor to the Draft Plan for Educational Development in Trinidad and Tobago, 1968-83. This was the most comprehensive document produced on educational planning in Trinidad and Tobago up to that time and it formed the basis for major changes and developments (Newton & Braithwaite, 1975, pp. 241, 242).

At the time that the Draft Plan was prepared, the country was facing a period of financial austerity. This was precipitated largely by the uncertainty surrounding the petroleum industry and its dwindling resources. Efforts in the direction of off-shore drilling were not yet fully productive (Emmanuel, 1977). Petroleum was also the mainstay of the economy. Such a situation gives added meaning to an aim of the Plan, "... the improvement and extension of education at reasonable cost" (Draft Plan, 1968-83, p. 1).

Developments in Trinidad and Tobago within the two years,
1974-76, made it necessary to suggest major changes in the structure of education especially as it related to the secondary school. The important developments were: improvement of economic conditions due to significant finds of oil and natural gas; the rise in oil prices; public pressure for more secondary education for all students--extension from three to five years for all students (Emmanuel). Further, a number of proposals relative to secondary education in the Draft Plan had not been realized in keeping with the time projections. The following three paragraphs from the Prime Minister's Proposals to Cabinet on Education, 18th September, 1975, place the problem in closer perspective.

1. Reference is drawn to the recent discussions at the level of Cabinet and subsequent decisions of Cabinet relating to the difficulties in the implementation of the Education Plan.

2. The problem concerning the acceptance of these recommendations in connection with the implementation programme relates to the broader question of whether the plan on which this building programme was designed is not now open to serious question and critical review. It is recognised that in the short-term, i.e. within a year from now, additional school places must be provided. The question that is being raised is whether this short-term solution should be proceeded with in isolation from a total review and possible modification of the plan. The follow-up question will then be whether a short-term solution could be designed with enough flexibility to accommodate any specific modifications of the overall plan after such a review.

3. The Prime Minister has considered all of these points as well as other points made in various discussions and is convinced that a critical review of the Educational Plan, as it is now being implemented, is urgently needed and any short-term activity must anticipate that such a review may lead to various modifications (pp. 3, 4).

In consequence of these, Cabinet appointed a working party to reappraise the Draft Education Plan and to make suitable recommendations. The Working Party submitted its report to Cabinet on

The Problem

Within the time period under study, 1962-1976, the major documents of educational planning that evolved were: the Report of the Educational Planning Mission, Trinidad and Tobago, UNESCO, 1954; the Draft Plan for Educational Development in Trinidad and Tobago, 1968-83; and the Report of Working Party on Education, 1976. One other document, though falling outside of the designated time period, must receive attention: the Report of the Maurice Committee on General Education, 1959. This is added because of its pivotal place in educational planning in Trinidad and Tobago and also its proximity to the time period marks it as a foundational document upon which any subsequent research must be conducted.

A number of external variables impinge on the planning process in the course of its operation. Two of these are revising factors and diverting factors. Ghaussi (1968) classifies revising factors as those which occur due to unanticipated economic, social or international changes which require revision. Diverting factors are those which have no relation with any change which justifies the adjustment of plan targets. These diverting factors often represent personal or group influences.

Based on references cited in the foregoing section of the study, it is evident that during the plan period at least two issues developed: (1) revising and diverting factors and (2) problems related to implementation. Coupled with this, a comprehensive and detailed analysis of educational planning in Trinidad and Tobago
apparently has not yet been undertaken. Such an analysis should prove a useful instrument for future planning. The future development of the country and the part secondary education must play in this development make this problem of sufficient moment to warrant the investigation of the researcher.

**Purpose of the Study**

The purpose of the study was to identify and analyse the planning process in education in Trinidad and Tobago during the period 1962-1976, with particular reference to secondary education. The study sought to determine the following:

1. The philosophical basis on which planning in secondary education was conceived and the method used to determine it.
2. The theoretical concept or concepts utilized in planning.
3. The goals to be achieved and the method for their determination.
4. The relationship between philosophy, aims, and objectives of the educational plans evolved during the period.
5. The evaluative criteria developed for measuring success or failure of the plan.
6. The planning machinery and the process of implementation.
7. The method by which conclusions were arrived at and any subsequent recommendations made.

**Need for the Study**

A survey of the literature located three studies which may be considered to have some bearing on the planning of secondary education in Trinidad and Tobago (Alleyne, 1973; Alleyne, 1969; Loney, 1964).
None of these studies accounts for changes and developments which have occurred within the past four years (1973-1977) in Trinidad and Tobago. This study envisages a more comprehensive and detailed analysis of educational planning relative to secondary education in Trinidad and Tobago than has so far been undertaken.

The writers of the Draft Plan were conscious of the need for appraisal and revision of the Plan in the course of its implementation.

No Education System is left to remain static. It has to be continuously appraised and revised. In Education we deal always with a rapidly changing social setting and the education has to be both the foundation and catalyst of change (p. 5).

In 1975 a committee was appointed to consider measures to alleviate the problems of the shift system. In their report they cited the reference just quoted and added. "Unfortunately, to the best knowledge of this Committee no such appraisal or revision has been done to any serious extent within the Ministry of Education and Culture" (Cabinet Appointed Committee to Consider . . . Shift System At Schools, 1975, p. 20).

Further support for a study of this nature can be appealed to from the wider context of planning as a vital function in national development in many countries.

Nowadays educational planning is practised in many countries. A comparative analysis and appraisal of the status of the educational planning process in various countries is a valuable topic for research (Ghaussi, 1968, p. 7).

Some specific aspects of value which this study might provide would include the discovery of weaknesses in the planning process, which in turn could lead to planning which seeks to avoid a re-occurrence of these problems. It is hoped that such a study would be valuable to educational planners not only in Trinidad and Tobago, but in territories having similar problems and with common political and
socio-economic patterns, especially as they consider the changing role of secondary education in the developmental structure of emerging countries in today's world.

As a concluding specification for the need of this study, it is significant to note that personnel involved in educational administration in Trinidad and Tobago are of the opinion that such a study would be of great value. This the researcher was able to determine through informal interviews conducted during a recent visit to Trinidad and Tobago. There is no specific documentation for this stance since at that time the action was one of prospecting, rather than researching.

**Delimitations**

This study is concerned only with secondary schools which come under direct control of the Ministry of Education in Trinidad and Tobago. This would include those classified as Government and Government assisted schools. Reference to private registered schools would only be included in so far as they come within the sphere of governmental regulations. Any internal planning within separate school units or by denominational boards of education does not fall within the province of this study. The time period extends between 1962 and 1976. Any recourse to data outside of these dates is used only to enhance or clarify issues during the period.

The analysis of the planning process is delimited by the seven points listed under the purpose of the study and which are further amplified in Chapter III. This delimitation takes cognizance of constant change in the practice of educational planning (Beeby, 1970), and also the differences of opinion as to what constitutes
educational planning (Hansen, 1975; Psacharopoulos, 1975). In analyzing any aspect of the "art," one has therefore to combine generally accepted principles as enunciated in the literature with a more than passing knowledge of the particular subject being analyzed. This delimitation which cuts across lines of both macro and micro educational planning gives direction to the study consistent with the combination of two factors stated: general principles in the literature and some knowledge of the subject to be analyzed. Finally, the study does not involve an evaluation of the plans prepared during the period.

Limitations

This study is limited by the availability of documents on educational planning in Trinidad and Tobago during the period 1962-1976. The main sources of written data were: the Ministry of Education, the Public Relations Division of the Prime Minister's Office, and the Educational Planning Unit of the Ministry of Education.

Assumptions

It was assumed that:

1. All important data for this study are available
2. The Government of Trinidad and Tobago, either directly or through its delegated authority, followed a definable process or processes of educational planning in secondary education during the period 1962-1976

Definition of Terms

Aim--a planning direction intended to accomplish a goal.
Composite school--a secondary school combining both junior
and secondary level programs, intended for remote areas of the country.

**Comprehensive secondary school**—a school in which there is an integration of the various curricula: grammar school type with technical and vocational subjects.

**Draft Plan**—the abbreviated term for *Draft Plan for Educational Development in Trinidad and Tobago, 1968-83*.

**Goal**—"... an explicit statement of desirability capable of being measured and capable of being attained" (Brieve, Johnston, & Young, 1973, p. 23).

**Government assisted secondary school**—a secondary school under the administration of a denominational body but receiving financial assistance from the Government for capital and recurrent expenditure.

**Government secondary school**—a secondary school entirely under the administration and control of the Government.

**Macro-planning**—the concept of planning which deals with decisions made at the aggregate level of which social demand and manpower planning are models (Psacharopoulos, 1975, p. 215).

**Micro-planning**—the detailed considerations involved in the operation of any sub-system of the overall structure, e.g. curriculum changes, facilities planning (Psacharopoulos).

**Objective**—a more specific statement of desirability than a goal and including the conditions and criteria for performance.

**PNM**—People's National Movement—the ruling party in Trinidad and Tobago since 1956.

**Private registered secondary school**—a secondary school
operating under the legal provision of the Government but receiving no financial aid for operation.

Secondary school—a school providing instruction primarily for pupils in the age range 11-19 who have completed primary schooling.

Organization of the Study

Chapter I, the Introduction, presents a brief historical overview of the territory and also some of its educational background, the problem, purpose of and need for the study, delimitations and limitations, assumptions, and a definition of terms. Chapter II—The Review of Literature. There are four sections which are dealt with in the review of the literature: historical development of educational planning, fundamentals of educational planning, methodologies in the analysis of planning, and, educational planning in selected developing or Third World countries. Chapter III—Methodology, describes the type of research, the source of the data, and the procedure used in this study.

The main part of the study is Chapter IV—Presentation and Analysis of the Data. The findings relevant to seven sections are stated under each heading: philosophical basis; theoretical concept or concept; determination of goals; the relationship between philosophy, aims, and objectives; evaluative criteria; planning machinery and process of implementation; basis on which conclusions were arrived at and recommendations made.

From the analysis of Chapter IV, Chapter V summarizes the study, indicates the conclusions and makes recommendations for further study. The appendices and Bibliography follow.
CHAPTER II

REVIEW OF LITERATURE

The literature review falls into four main sections. The sections are labeled as: (1) Historical Development, (2) Fundamentals of Educational Planning, (3) Methodologies in the Analysis of Planning, (4) Educational Planning in Selected Developing or Third World Countries.

Historical Development

Educational planning is old and yet new. There are two primary implications of this statement; first, educational planning is a newcomer to the field of academic disciplines and practice, but second, the idea of designing a plan for the future in education is as old as the "Hills of Gilboa."

Coombs (1971) in discussing International Education Planning gives an overview of the history of educational planning. His references start with the Greeks during their earlier years. Xenophon tells how Sparta designed an educational system to suit its military, economic, and social purposes. Plato's "Republic" is an educational plan for meeting the needs of the Greek city-state (p. 76).

Subsequent developments which can be considered to have fostered some form of educational planning included the cathedral schools and craft guilds of the eleventh and twelfth centuries. The
appearance of universities on the scene toward the end of the twelfth century marks a significant development in the formalization of schooling and its expansion along secular lines (Bowen, 1975).

The Society of Jesus founded by Ignatius Loyola in 1539 produced in 1556 a document entitled, The Constitution of the Society of Jesus. This document covered policies of admission and acceptance into the order, the spiritual and educational care of novices, and the government of the order. The fourth part of The Constitution elaborates on the program for Christian education. The Jesuit movement with its precisely detailed and thorough going program of school instruction provided Europe with the most comprehensive school system up to that time (p. 422).

In 1560, John Knox, along with four other Calvinist ministers prepared, First Book of Discipline. Contained in this volume, along with other matters of church polity, was a national system of schools and colleges to give the Scots a blend of spiritual salvation and material well being (Coombs, p. 76). Boyd (1952) comments, "... which for breadth and comprehensiveness has no peer among the educational proposals of this period" (p. 201).

Prevalent titles in the late eighteenth and early nineteenth centuries were, An Education Plan, or The Reform of Teaching. For example, in 1776, Diderot at the request of Catherine II, Empress of Russia, prepared, Plan d'une université pour le gouvernement de Russie (Plan for a University). Jean-Jacques Rosseau prepared a plan for the Poles which he entitled, Considerations on the Government of Poland, 1772 (Coombs, p. 76).

The first significant step in educational planning in the
twentieth century was the five-year Soviet Plan of 1928. The feeling then obtained that planning which was centrally controlled and based on a Marxist ideology was unsuited to the needs of a more liberal and democratic ideology. However, it was later recognized that planning was a basic function which could be adapted to any ideology and also meet the needs of any community (p. 76).

The significant point of transition between early attempts at educational planning and its more recent phase came at the end of World War II. World War II was in itself a disruptive yet catalytic agent in the structure and function of world societies. Changes became evident in science and technology, economic and political systems, social and demographic affairs. Educational systems had to contend with increased enrollments precipitated by returning veterans in some countries and a "baby boom" in others, shortage of teachers, increased classroom space. The issue which made all of this critical was the limited supply of resources, both material and human (p. 76).

These factors had affects on both developed and developing countries. The critical aspect of the changes in educational provisions was that increased quantity did not correspond proportionately with increased quality. Further, there was not change and adaptation commensurate to the current needs of society. This was more acutely felt in developing countries.

Educational systems had grown remarkably, but they had changed relatively little; they had expanded largely in their own image. Hence, their traditional structures, content, methods, and management became rapidly more obsolete and irrelevant, as the world around them changed and they did not. This was true to varying degrees in all countries, though for many developing countries with recent colonial pasts it could be said that their imported educational systems had never suited them very well (Coombs, p. 77).
Some other problems co-existed with the development of educational planning in this post-World War era as it endeavoured to establish a strong footing and overcome the occupational hazards of a new and emergent discipline.

1. Quantitative imbalances—more money given but more money needed. Together with this some plans were economically unrealistic.

2. Different rates of growth within a system. Example: Primary schools full but no teachers, the reason for which is that the preparation of teachers has not kept pace with the development of primary schools.

3. Imbalance with the employment market. This shows itself most markedly in some countries where there are surpluses in some categories (arts and humanities) and deficiencies in others (science and technology). This leads to the condition of the "educated unemployed" (p. 77).

These point to a basic contributory problem of ineffective planning. Educational planning conceives of providing the answer in planning which:

1. Is comprehensive in its perspective.
2. Embraces the whole educational system in a single view.
3. Takes a long-range view.
4. Is well beyond the next budget year.
5. Is integrated with the broader social and economic development and needs and plans of the nation.
6. Takes more realistic account of the prospective needs of individual students.
7. Promotes not only quantitative expansion but also qualitative changes in the educational enterprise (pp. 77, 78).

Educational planning as a universal rather than a parochial
concern has been guided by two international organizations—the United Nations Educational, Scientific and Cultural Organization and the Organization for Economic Cooperation and Development (UNESCO and OECD). UNESCO's efforts are directed more particularly to developing countries whereas OECD, which is composed of Western European nations and North America, addresses itself to the more "sophisticated" problems of developed countries. The efforts of these two organizations, primarily UNESCO, has triggered the formation of Educational Planning Units in the governmental structure of many developing countries (pp. 77, 78).

To meet the demand for experts in the field of educational planning, UNESCO set up four training centers: Arab States (1961), Asia (1962), Latin America (1962), and Africa (1963). In 1963 the International Institute of Educational Planning (IIEP) was established under the umbrella of UNESCO with headquarters in Paris. The IIEP's mission was to: conduct research, assemble and disseminate new knowledge, provide advanced training in educational planning, and promote the development of an informal worldwide community for these purposes (pp. 77, 78).

Summary

The complexity of global society, a sense of a universal community together with a new awareness of nationalism and national feeling have given educational planning a Janus faced complexion. Educational planning in one phase looks within the confines of a prescribed territory and without into the realm of the broad world.

This cursory examination of the development of educational planning underlies its centrality in the course of national and
Fundamentals of Educational Planning

In reviewing the literature on the subject of educational planning, an attempt was first made to ferret out a definition of planning and more specifically, educational planning. From this point onward the direction of the review covers general components of planning as well as specific reference to three strategies of educational planning, viz., the social demand theory, manpower-requirements theory, and the rate-of-return or cost-benefit analysis theory.

A sample of the definitions of planning includes the following:

... the process of planning is a logical way of looking at what you want to do, how you are going to get it done and how you are going to know how well you did it (Brieve, Johnston & Young, 1973, p. 9).

... the process of preparing a set of decisions for action in the future, directed at achieving goals, by optimal means (Dror, 1963, pp. 50-2).

A successful planning process is the one which, at the preparatory and drafting phase, represents a technically adequate diagnosis of the existing situation and of the future possible achievements; and at the phase of implementation and revision provides for adaptation to unanticipated changes; and at the evaluation phase proves to have achieved the original or revised targets with utmost efficiency and economy and without having lowered the intended quality of education (Ghaussi, p. 7).

Drucker (1959) gives an approach to a definition by indicating what planning is not:

1. Planning is not forecasting.

2. Planning does not deal with future decisions. It deals with the futurity of present decisions.
3. Planning is not an attempt to eliminate risk (pp. 238-240).

The Draft Plan gives an explanatory definition as stated by the International Institute of Educational Planning.

Planning must be distinguished from day-to-day administration, yet it must be intimately related to administration if it is to have any real effect. It must clearly be more than the elaboration on paper of future targets which bear little relation to what happened in the schools and universities or to the process by which policies are formed, budgetary decisions made, and resources allocated.

An educational plan should be capable of being translated into action. It should be a continuous process running from the diagnosis of present conditions and the assessment of present conditions and future needs to the formulation of plans for meeting these needs, to the formal approval of such plans, their practical implementation, the evaluation of the results and the revision and formulation of subsequent plans in the light of this experience (Draft Plan, p. 79).

Less precise than a definition are the following two references:

Planning is concerned with setting up an effective system for utilizing resources to their best advantage to serve given ends (UNESCO, 1964, p. 11).

A useful way to look at planning is to consider it as an activity centrally concerned with the linkage between knowledge and organized action. As a professional activity and as a social process, planning is therefore located precisely at the interface between knowledge and action (Friedmann & Hudson, 1975, p. 9).

In concluding the various definitions given for planning, two definitions specifically related to educational planning are provided. One quite succinct and the other quite extended. "... the process of preparing a set of decisions for future action pertaining to education" (Anderson & Bowman, 1967, p. 15).

Educational planning is ... a rational, scientific approach to problems. Such an approach involves identifying objectives and available resources, examining the implications of alternative courses of action and choosing wisely among them, deciding on specific targets to be met.
within specific time limits, and finally developing the best means of systematically implementing the choices thus made... it is a continuing process (UNESCO, 1970, p. 12).

Planning is conceived as having a number of component parts or steps.

1. The clarification of educational objectives.
2. The diagnosis of present conditions and recent trends.
3. The assessment of alternatives.
4. The translation of plans into action.
5. Evaluation and adjustment (p. 12).

Figure 1 gives a pictorial representation of the planning process. The outer circle, designated as the Planning Arena, defines the boundaries for setting the goals of education. From that arena one moves in a clockwise direction starting with the establishment of goals. The information system which is in the center is basic and pivotal to the entire process. The significance of this model being cyclical is an attestation of the fact that the planning process is a continuous and ongoing one (Brieve, Johnston & Young, pp. 8-14).

Expressed in most simple terms, the social-demand approach to educational planning has as its primary aim the provision of schools and facilities for all students who demand admission or who are qualified to enter (Bereday & Lauwerys, 1967). This theoretical concept is still a primary concern of educational planning in many developing countries. Possible reasons for this are given as being:

1. Equality of educational opportunity has been widely proclaimed as a "universal human right."

2. Many countries happen to have become independent just when relative equality in educational opportunity is approaching realization in the nations looked to as models, and these aims are adopted by governments of new nations.
Fig. 1 A Planning Process
(Brieve, Johnson & Young, p. 8)
3. By an association with the idea of the hoped-for modernization production, many conclude that equality of opportunity must play the same part everywhere that it does today in the advanced countries (p. 17).

The apparent ease of administering a system such as the social-demand theory is offset by a high percentage of wastage and retardation, not to mention the high cost and the determination of who is "qualified to enter."

The constraints imposed by limited financial resources as well as the need to pay attention to overall economic development and the part education is to play in it is the central focus of manpower planning. Manpower planning in education is integrally related to overall economic planning and development within a country. A basic assumption being that economic progress is a function of an available and adequate supply of skilled manpower (middle and high-level specialists) which is in turn the output of the educational system (here used to mean the school system) (Spaulding, 1977, p. 60).

The ingredients of the process are:

1. Specification of the composition of manpower 'needs' or 'requirements' at some future date, or, . . . sequence of dates.

2. Specification of manpower availabilities, which includes estimation of losses (by retirement and death) on the one hand, flows of new manpower out of educational institutions on the other.

3. A reconciliation of (1) and (2) (Anderson & Bowman, p. 21).

Manpower planning or planners in education do not presume to provide the precise quantitative and less so qualitative requirements of the future, but contend that forecasts of manpower needs (however defective) can be accurate enough to be useful guides (p. 23). "... they are not so much predictions of what will happen in the
manpower fields as indications of what must happen if certain targets for economic growth are to be realized (Parnes, 1963, p. 75).

In the cost-benefit analysis, or rate-of return approach to educational planning, the researcher seeks to answer essentially two questions:

1. How are we to compare the relative advantage of such investment (i.e. in human resource development) with other uses of resources?

2. How should investment in one increment to educational endeavour be assessed in relation to another educational programme? (Anderson & Bowman, p. 28).

Even though no fool-proof method or strategy of educational planning has yet been devised, the rate-of-return approach apparently has the largest number of hurdles with which to contend. Some criticisms and counter arguments follow:

1. Ignores the non-economic benefits of education. Answer: so does manpower planning.

2. Catches only direct but not indirect economic returns--equally true of manpower planners; moreover the latter do not build any cost estimates into their models and make no attempt to measure even direct economic returns.

3. Assumes pure competition. False. In fact, rate-of-return analysis helps spot the monopolistic restrictions and points to where they need correction. (Neither rate-of-return analysis nor manpower requirement estimates are once-for-all affairs; as a planning device each becomes more useful and interesting as it is repeated).

4. Is impractical because the necessary data are not available. This argument is circular . . . these data are lacking because few people have been interested in their use for planning purposes.
5. Ignores income effects of ability, motivation, and family status that are correlated with schooling. Though quite a formidable argument, it is not statistically insurmountable.

6. Rate-of-return analysis does not incorporate systematic assessment of linkages between educational and economic developments over time.

7. Central decisions with respect to educational policy necessarily involve lump changes, in scale units too large to justify use of the marginal cost and return measures on which the logic of rate-of-return analysis is founded.

8. Market prices, with or without an "incomes policy," are faulty indexes of the productivity of such people as doctors and nurses, and also, administered prices (wages and salaries) in a command economy are not measures of productivity for anyone (pp. 29, 30).

The accurate determination of the rate-of-return to investment in education is fraught with many problems, however, the study has developed to the stage where the results are significant enough to warrant attention. Especially is this concern relevant when it is considered that education must compete with other services for scarce capital resources (Psacharopoulos, 1972, p. 54).

There is growing evidence that many of the assumptions and claims of educational planning, especially macro-planning, are now open to question. While there have been quantitative gains in many developing countries, whether in fact as a result of the existing methodologies of educational planning qualitative gains have been made, is now open to question (Windhan, 1975; Hansen, 1975).
Summary

Planning, and by implication, educational planning, is a very complex process, a firm definition of which still eludes the practitioner and theoretician alike. The complexity is in part due to the fact that planning is related to the future, the accurate prediction of which is only a probabilistic exercise. Further, to the dismay of most educational planners, neither the knowledge nor the tools are possessed to fully understand the inner workings of education and a social system, or of the effect of education as it interacts with other sectors and processes (Spaulding, p. 56).

Despite these occupational hazards of planning, there is consensus that some planning is better than no planning.

Planning for a dynamic future requires planning for flexibility, both in the human resources we create and in the scope for future revision of plans. It must be evident also that however skilled the planner-technicians, most important of all is men wise enough not only to plan for others but also to plan so as to encourage others to plan for themselves ... (Anderson & Bowman, p. 37).

Methodologies in the Analysis of Planning

The previous section of this literature review did include some qualitative methods of analysing the planning process, e.g. social-demand, et cetera. No attempt will be made to duplicate this coverage.

Kim (1975) identifies eight broad areas which can be used in the analysis of planning:

1. Political conditions:
   a) What is their policy orientation toward national development?
   b) What political commitment is there to development planning?
c) What is their policy orientation to development of the educational system?

d) What political support is there for educational planning?

2. Administrative setting:

a) What is the formal position of the educational planning agency?

b) Does it cooperate with related agencies within and outside of the ministry of education?

c) Do the staffing arrangements provide for experienced and technically competent planners and give them opportunity to inform line administrators about the needs of educational planning?

d) Is there provision for systematic training for planning personnel in the country or for sending cadres for training abroad?

3. Form of planning:

a) Is the form of this national educational planning developmental or adoptive?

b) Allocative or innovative?

c) Compulsory or indicative?

d) Normative or tactical?

e) Macro or micro in its chief orientation?

4. Strategy issues:

a) Has the planning strategy of this nation been oriented toward fulfilling manpower development needs or toward fulfilling the social demand for education?

b) Does the planning strategy stress quantitative or qualitative change?

5. Technical details:

a) Who has prepared the educational plans?
b) What provision is there for systematically collecting, analyzing and evaluating data essential to the preparation of plans?

c) What are the scope and time perspectives of educational plans? Are they reasonable?

d) How were the goals derived? Are they reasonable given the time periods envisaged?

6. Implementation and Evaluation:

a) What relationships for plan implementation exist among governmental agencies and between central and local governments?

b) What factors have interfered with implementation in the past?

c) Is there provision for identifying such factors and offsetting them?

d) Is there provision for evaluating progress toward goals of the plan?

7. Organizational change:

a) Has the organizational structure of the system been differentiated over the period of the plan? How? By how much?

b) What changes have been made in the curriculum—particularly in the construction of the curriculum, the decisions on content and the allocation of school time to various subjects?

c) What changes have been made in requirements for entry to the teaching profession and in the means by which teachers are trained?

d) To what extent do these changes accord with the goals of the prepared plan?

8. Quantitative data:

a) How many students are yearly enrolled in schools, by sex? As a proportion of the relevant age group?

b) How many teachers have been added to the teacher force each year?

c) What change did this effect in the teacher-student ratio?

d) How close have these changes brought the system
to the planned targets? (pp. 79-83).

Wolothiewicz (1963) in a study analyzing the process of teacher induction and orientation uses the following seven criteria:

1. Philosophy and objectives
2. Participants
3. Areas of activities
4. Time involved
5. Financing
6. Appraisal
7. Relationship to other in-service activities (p. 25).

Ghaussi (1968) has developed criteria for appraising educational planning in undeveloped countries. His model was designed with specific application to Afghanistan. The process of appraisal to which he refers is essentially an analysis of the entire planning process. This is depicted in figure 2.

Figure 2 shows the facets to be considered in the analysis of a planning process. The social and political attitude are the external environment which inform the formulation of policy. They function then as contributors to the policy making process. Phase 1, Diagnosis and drafting, takes place mainly in the planning body. Phase 2 shows the implementation and revision of a plan. Here the administration takes over and it is through the administrative system that the targets are realized. In Phase 3 the planning process ends up in the planning body, where the administration provides information and consultation for planners, but may not be directly involved with evaluation.

Summary

Methodologies in the analysis of planning vary according to
the nature of the "subject" being analyzed and also according to the intent of the researcher or research body. The development of stable methodologies in the analysis of planning are dependent also upon stable concepts about planning. The fluid state of the "art" therefore contributes to more custom-made versions rather than standardized
models. There is room for more extensive research on the analysis of planning processes.

Educational Planning in Selected Developing or Third World Countries

In the earlier section of this literature review, reference was made to the part played by UNESCO and IIEP in the initiation and development of educational planning in developing countries within the past 20-25 years. Some reference will be given to educational planning in five selected countries: Ghana, India, Kenya, Afghanistan and Chile. These countries were not selected on the basis of any special criteria, but a diversity was sought by selecting at least one from each of the training areas set up by UNESCO (Africa, Asia, Arab States and Latin America).

Ghana

On February 20, 1951 a new Legislative Assembly took office in Accra, the capital city of Ghana. This was the watershed between a colonial past and an independent future. Even though formal independence was not gained until May 6, 1957, internal self-government was achieved and educational policy in particular began to reflect in some degree the aims of new African leadership. As in many developing countries, so also in Ghana the idea prevailed that education was the panacea to many of the ills inherited from the colonial past (Foster, 1965, p. 179). "Essentially, the aim of the new Gold Coast Government in 1951 was to emphasize the development of the primary and middle-school system and to obtain the maximum enrollment of children at that level" (p. 184).

The first important educational plan for Ghana during this
period was the Accelerated Development Plan of 1951. Foster says of it:

It would not be unfair to characterize the Accelerated Development Plan of 1951 as one seeking to retain virtually every structural element of colonial education but attempting to provide more of everything particularly at the primary-school level (p. 185).

The most outstanding result of the Accelerated Development Plan was the provision of half a million primary school places. This placed a pressure on the secondary schools, consequently, the government stepped up the intake from 2,500 in 1958 to 6,000 in 1964 (McWilliam, 1962, pp. 99, 100).

This education plan, like most others, was not beyond criticism. Some local critics described it as an "ill-digested series of proposals based on political expediency." More concrete criticisms were:

1. Dilution of the teaching force in primary and middle school as a result of the high percentage of untrained teachers.
2. Drop in academic standards as a result of (1) (Foster, p. 190).

India

Between 1944 and 1968, India produced five educational plans. There were:

3. First Five-Year Plan, 1951-56.
4. Second Five-Year Plan, 1956-61
The first plan is also referred to as the CABE Plan because it was prepared and published by the Central Advisory Board of Education. It is considered by Prem Kirpal, Educational Advisor to the Government of India in 1960 that "the modern movement for educational planning in India began with the CABE Plan of 1944" (Laska, p. 58).

In broad dimensions the CABE Plan proposed that within forty years there would be: universal primary education (100 percent receiving at least eight years of formal schooling); 20 percent of those completing primary school would receive six years of secondary education, all would be expected to graduate and would be employable without any further schooling; 5 to 10 percent of the secondary school graduates would be selected for university training (p. 59).

The Kher Committee, 1950, endorsed the decisions of the CABE Plan which preceded it, its major significance and difference was the proposal to accelerate the implementation of universal primary education. Instead of a prolonged implementation period of 40 years, they proposed universal primary education for the age-group 6-10 within a period of ten years, and the same for the age group 11-13 five years afterward (p. 64).

The three five-year plans were the product of the Planning Commission established in March, 1950. This body coordinated the sectoral and regional planning operations of the country. Education was included in each plan. There was the recognition of education to provide an intelligent populace able to participate in national affairs, able also to cooperate with each other to achieve the national aspirations of the country. The plans also present the
developmental priorities and quantitative targets for educational development (Laska, pp. 66-85).

Kenya

The advent of independence on December 12, 1963 presented Kenya with a triple challenge: meet a popular demand for primary schools, produce enough intermediate and high-level manpower to Africanize the civil service, and unify a country divided into factions having diverse interests and traditions. In 1964 a Planning and Statistics Unit was established in the Ministry of Education. The primary functions were to collect and analyse data, to project enrollments, and to determine costs for planning purposes. Educational planning in Kenya was a subsystem of the overall Development Plan 1966-70 (Sheffield, 1971, pp. 19, 27).

At Kenya's stage of development, education is much more an economic than a social service. It is our principal means for relieving the shortage of domestic skilled manpower and equalizing economic opportunities among all citizens (Kenya, Ministry of Education, 1965, pp. i, ii).

Afghanistan

The political background of Afghanistan differs from that of the previous countries dealt with. There is not a "colonial past" of the same nature. There were, however, certain tribal and feudal influences which tended to act as inhibiting factors to educational development during the early part of the twentieth century (Ghaussi, 1968, p. 35).

Educational planning in Afghanistan had its genesis in the Five-Year plans of which there have been three. The first Five-Year Plan, 1959-63, was formulated before a planning organization was in
existence. One chapter was devoted to the educational plan. The absence of technical expertise showed itself in: (1) the lack of an analysis of the existing situation, (2) an unclear statement of trends and direction of the system, and (3) a collection of projects arbitrarily decided on. The second Five-Year Plan, 1963-67 was a slight improvement on the first. There was a statement of policy, a list of projects with some indication of size and implications (Ghaussi, p. 35).

The third Five-Year Plan, 1967-71 benefited from the technical assistance of a UNESCO team. The steps involved in the preparation of the Plan were: (1) preparation of a report by the Bureau of Educational Planning containing an analysis of the existing situation and the future trends of educational expansion, (2) submission of the report to the Ministry of Education for comments, (3) preparation of the first draft of the Plan, (4) submission to the Ministry of Planning for consideration and setting of the budgetary ceiling, and (5) preparation of the final draft (p. 35).

The objectives of the educational plan are:

1. Primary objective--to eliminate illiteracy and ensure that future generations are equipped with knowledge, foresight, and understanding of problems and events occurring on national and international levels every day.

2. Secondary objective--to produce manpower and personnel for the maintenance and stable operation of government, private enterprises, agencies, and industries.

3. Third objective--to prepare the exceptionally well qualified and high calibre individual with a stronger knowledge and deeper
background with which to tackle the nations problems (Zia, 1974, pp. 655-59).

Afghanistan progressed along a line of development in educational planning from the imprecise and general in their first Five-Year Plan to a stage of administrative and technical competence in the third Five-Year Plan.

**Chile**

Chile has had four major attempts at school renovation and reform stretching from the end of the eighteenth century to the Chilean Educational Reform of 1965-70. A major study of Chilean education was conducted between 1962-64. The diagnosis and analysis revealed.

1. Approximately 200,000 school-age children received virtually no education
2. Less than one-third of the children entering first grade complete sixth grade
3. The number of illiterates hover around one million
4. The adult population in urban areas averaged slightly more than four years of schooling completed and those in rural areas slightly more than two
5. More than thirty percent completing primary school were denied admission to middle school with the eventual consequence that lower class children did not qualify for higher education

(Schiefelbein & Davis, 1974, p. 46)

In answer to this diagnosis, the planning commission, created in 1963, outlined three tasks.

1. To develop a new structure for the educational
system in all its branches and levels.

2. To study new forms of administration of school services to assure unity, decentralization, and more community involvement and support of education.

3. To provide a plan which would provide for expansion and improvement of school services at all levels (Schiefelbein & Davis, p. 46).

The end product was the Chilean Educational Reform, 1965-70. The first aim of the reform was clearly to provide more education, to provide it more effectively and efficiently and as soon as possible to as many children as possible. This was a gigantic undertaking which marshalled the support of all Chileans. Even political differences were submerged for the good of the country educationally because, "Chileans of all political persuasions wanted sound schools" (p. 46).

Quantitatively the targets were met, assessment of the qualitative aspect is being determined. A significant feature of the Reform was the utilization of a linear programing model for the planning and implementation of the objectives. Special features of the model and its application are:

1. It is focused only on educational problems.

2. It is designed as a computational technique for deriving the effects of a subjectively fixed set of assumptions called . . . policies.

3. It considers explicitly some relationships between formal education and on-the-job training.

4. It takes into account the minimum educational levels socially (social demand) or economically required.

5. The model includes a procedure to identify the "bottleneck" points of the students flow.
6. The labor demand is exogenous; therefore, all the discussions in connection with the methods used in estimating the labor demand are avoided.

7. The model takes into account the distribution of enrollment ages (Schiefelbein & Davis, p. 64).

The Chilean case recommends itself as a source of valuable information on many important areas of educational development: planning, theory building, model construction and application, to name a few.

Summary

There is some similarity to be found in the objectives and development of educational planning between each of the countries selected. These may be summarized as:

1. Emphasis on removing illiteracy by establishing universal primary education as soon as possible.

2. Imprecise nature of early plans due to lack of accurate data, trained personnel, appropriate administrative structure.


Chapter Summary

This summary synthesizes the salient features of the entire review. If one were to use the term quite liberally, educational planning in some form has had a history paralleling the development of formal schooling. However, in its present form, educational planning is a development of the post World War II era. It is of particular interest to the developing countries. The United Nations, through its agencies, (IIEP, World Bank, etc.) provides technical assistance to many countries. It is realized that development and progress, especially in the economic and social sectors, is at least dependent

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upon a literate society. In situations where resources to accomplish these are limited, recourse to educational planning is a vital necessity.

The theoretical undergirding of educational planning is built around three main pillars: social demand theory, manpower requirements theory, and rate-of-return or cost benefit analysis theory. In briefest terms they can be expressed as follows: social demand is based on the effort to provide as much education as possible to as many as possible; manpower planning endeavours to determine the occupational needs of a particular country and to tailor the educational system accordingly; rate-of-return or cost-benefit is the attempt to realize the maximum output from a given expenditure on educational services. Each of these approaches has pros and cons. They still provide the basis upon which a major portion of educational planning is undertaken in many countries.

Research in the analysis of the planning process, especially in countries which have instituted a national program of educational planning, is an area open for further investigation. It would appear that although some of the ingredients of the analysis would be common, the details would have to vary according to the specific location and nature of the process being analyzed.

Some common elements were found in the educational plans of the countries studied in the review. These common elements were: a desire to remove illiteracy as soon as possible; the imprecise nature of early plans due to a lack of accurate data, trained personnel, and an appropriate administrative structure; the measurement of success primarily in quantitative terms. The review enabled the researcher to
gain a fuller understanding of the nature of the planning process in
general and aspects of the analysis of educational planning in
particular.
CHAPTER III

METHODOLOGY

This chapter includes all aspects of the methodology employed in conducting the research on this topic. These include in this instance, the statement on the type of research, the source of the data, and the procedure.

Type of Research

The research design of this study conforms to the pattern of descriptive research. Isaac and Michael (1975) contend that authorities disagree on exactly what constitutes descriptive research. Borg uses the term survey research. The development of a framework for documentary analysis and the use of the structured interview are key elements which classify this research as descriptive. Although a historical overview is presented as a background to the study, and the documents studied are not current, these factors alone do not constitute a historical study. Good research in this context is dependent upon the scrupulous application of critical methods to all the sources.

Source of the Data

A total of thirty-four separate documents were collected in the course of completing this study. They range in size from large government reports to one page excerpts of statistical data. All of
these sources were not of value to the study but all are included in the bibliography.

The three groupings which follow show: a classification of the documents into types; the places from which these documents were obtained; the main documents used in this study. It is customary in a study of this nature to classify the data into the categories, primary and secondary. However, the recency of the period and the availability of most of the documents for public use does not necessitate such a division. All of the data is primary.

Type of Documents

Data for this study was gleaned from the perusal of a number of documents. The description of each document used is provided in chapter IV which presents and analyzes the data. The documents can be conveniently classified into the following six categories.

1. Published government reports
2. Unpublished government reports
3. Addresses by ministers of government and civil servants
4. PNM party documents
5. Interviews
6. Government statistical reports

Source of the Documents

Most of the documents were obtained from government offices or agencies under the control of Government. A few of the earlier documents are not readily available now since they are out of print. Some of these were obtained from the reference collections of some libraries.
1. Ministry of Education and Culture
   a) Educational Planning Unit
   b) Publications Division
   c) Public Relations Officer
2. Central Statistical Office
3. PNM Headquarters
4. Government Broadcasting Unit
5. Public Relations Division of the Prime Minister's Office
6. Research Institute for the Study of Man (New York)
7. Trinidad and Tobago Embassy, Washington, D.C.
8. Library, St. Augustine Campus, University of the West Indies
9. Government Printery, Trinidad and Tobago
10. World Bank for Reconstruction and Development

Major Documents Utilized

Some of the documents became more important to the study because they contain the reports and plans of Government on secondary education and other matters related to the planning process. The following five fall into this category.

1. Committee on General Education, 1959
2. Educational Planning Mission, 1964
3. Draft Plan, 1968-23
5. Prime Minister's Proposals to Cabinet on Education, September 18, 1975

Also consulted but not providing any concrete data for the study were articles in the local press during the period under study.
Procedure

The procedure followed in this study is divided into two categories, (1) steps followed in the obtaining of the data, and (2) the basis on which the data were analyzed.

Steps in Obtaining the Data

The steps taken to obtain the data were for the most part through direct approaches to and contact with Government personnel in the Ministry of Education in Trinidad and Tobago. The researcher spent a two-week period in the territory during the summer of 1977 collecting the various documents necessary for the study. The sub-division in the previous section entitled, Source of the Documents, shows the various departments and offices contacted. Most of these are in Trinidad and Tobago but a few are out of the territory.

In addition, three interviews were conducted. The persons interviewed were: Dr. Michael Alleyne, former director of the Educational Planning Unit in Trinidad and Tobago; Dr. J. Hamilton Maurice, chairman of the Committee on General Education, 1959; and, Mr. Wally Emmanuel, present director of the Educational Planning Unit. They were interviewed in the order in which they are listed.

All the interviewees were given an abstract of the dissertation proposal which contained the statement of the problem, the purpose of the study, and the procedure. The first two interviews were unstructured and did not yield much concrete data. However, they both indicated directions to be followed in pursuit of data. The third interview lent very useful insights into the study; in this interview direct questions were posed on each of the points of the procedure.
Permission was granted for taping the second and third interviews. The tapes are in the possession of the researcher.

**Basis of the Analysis**

The data collected were analyzed on the basis of seven points determined by the researcher. These seven points were arrived at by establishing a measure of agreement on the constituent parts of a planning process and proceeding thereby to determine a method of analysis. The seven points are stated below together with a description of how the parts were developed. In instances where a more detailed account was provided in the review of the literature, a brief statement will be given. The development of points 5 and 6 draw their support from a common source, but are still treated separately. Each point of the analysis is stated first followed by a description of the development.

1. The first point examined was the philosophical basis on which planning in secondary education was conceived and the method used to determine it. This philosophical basis was determined by (1) any overt statement or statements on philosophy found in the plans, (2) the definition of and purpose to be served by education, (3) the concept of man as expressed in terms of the dimensions which are to be catered for in the educative process, and (4) the concept of equal opportunity expressed.

   The philosophical basis of planning was employed as the initial point of the analysis because a philosophical position, either stated or implied, is the basis for all actions and serves as a guide to the course pursued by the individual or a society.
The philosophy in the documents was determined by examining statements (1) that are labeled as philosophy, or (2) that indicate that they express a philosophy. This is a basic approach in document analysis (Borg, 1971, pp. 251-253).

The way a term is defined often gives insight to the philosophical thinking of the definer. While education may be defined in terms other than philosophical ones, the terms themselves by which it is defined have philosophical implications. The analysis concerned itself with all definitions of education as found in the documents in order to understand the parameters of what functions the planners saw included and excluded in educational planning.

While a philosophy concerns itself with basic areas such as learning, reality, truth, value, goodness, government, and their interrelationships, a purpose outlines the direction of a proposed change process. Planning is generally undertaken for the purpose of change. Since desired purposes fall, or at least ought to fall, within the sphere of a larger philosophy, stated or implied purposes of education may give some clues to the philosophy espoused in the plan.

One of the philosophical areas of study is reality. Basic to education is an understanding of the concept of the reality of man. The educational process concerns itself with various dimensions of man, and an examination of these sheds light on the concept of man in a philosophical framework, as espoused in the plans.

The study of reality and the concept of man concern themselves also with the worth of the individual. It may be asked whether some men are more real than others or of more worth than others. While a
study of history provides a picture of great contrasts in equality of opportunity, and this needs little analysis, the concept of equal opportunity, being rather new, was considered worthy of careful examination. This covers the ground for the analysis of the philosophical basis of planning.

2. The theoretical concept or concepts utilized in planning were described. Anderson and Bowman (1967) identify three concepts of educational planning: social demand theory, manpower-requirements theory, and the rate-of-return or cost-benefit analysis theory. These three formed the basis on which the theoretical concepts were analyzed.

A full explanation of these three concepts was presented in the review of the literature when dealing with the fundamentals of educational planning. It was also evident that these factors were very operative in the planning process of the countries covered in the literature review. Many other planning concepts could have been examined but these were chosen because of their special application to the local situation.

The press for education for everyone is in general terms the concern of social demand. In a country where only a select minority had the privilege of secondary education, the social demand for education would be expected to be high. Where there are limited natural resources, education may be the fastest and possibly the most effective effort by which the government may develop the country. Further, the change of a country from colonial status to independent nationhood serves to bring with it a popular expectation of expanded personal opportunities in education.

The realities of unemployment and the educated unemployed as
well as economic development demand the utilization of manpower planning technique. The concept of social demand envisioning broad opportunities for everyone, may result in unemployment for many educated individuals in areas with limited manpower requirement. Thus, planners often forecast natural manpower requirements in order to avoid manpower shortages in some areas while producing oversupplies in others. In an open, economically sound society, the social demand theory and the manpower requirement concept are not mutually exclusive, for wise plans may, up to a certain educational level, satisfy the social demand for education while at the same time avoiding manpower oversupplies through a judicious counseling program and selected economic stimulation.

Cost-benefit analysis is of primary concern where limited financial resources are a crucial factor. The study of educational costs in relation to the derived benefits is, after a number of years, still in its infancy. In a state educational system like Trinidad and Tobago where education is a function of the central government, and where a central purpose pervades the national educational system, cost-benefit studies may have a most fruitful ground. Further, the ever present goal of all public education is to derive maximum benefits from the available resources.

3. The determination of goals to be achieved and the method by which they were arrived at was the third item analyzed. Primarily two methods were utilized to identify the goals or goal statements: (1) statements specifically labeled as goals in the published plans, (2) any general statements of intent which suggest a direction or aim for
the educational system. These goals and goal statements are listed in the research.

The determination of goals is a pivotal part of any planning process. A number of studies (Mager, 1972; Klimes, Bissell and Marshalleck, 1976) provide insights into the study of goals. A problem generally encountered is the interchangeable uses of the terms goal, aims and objectives (Klimes, e. al., p. 7). It appeared safe, therefore, to use statements labeled as goals and also intent statements which suggest a direction for the educational system. This was consistent with the studies indicated earlier. These goals and goal statements are listed in the research and are classified into three categories: administrative/organizational, curricula, and physical.

Administrative/organizational goals in a school system are a facilitative base for the realization of other goals which may be student based, staff based, or otherwise. An examination of administrative/organizational goals becomes important in order to establish the broad framework on which the more detailed goal targets are based.

Curricula goals and physical goals are an extension in detail of administrative/organizational goals. The curricula goals define the instructional program and the physical goals are related to the environment (buildings, facilities, etc) in which the instruction is to take place.

4. The relationship between philosophy, aims, and objectives of any educational plans evolved during the period was shown. The relationship was determined by two methods: (1) by noting any stated relationships, and or (2) by implication denoting what relationships exist. The determination of a relationship by implication while not
being the most scientific approach, may be considered to be the best method in a situation where there are no stated relationships.

Based on the premise that all action is rooted in a philosophy, stated or implied, and that the objectives are the outgrowth in concrete terms of the philosophy, the attempt to establish a relationship between philosophy, aims, and objectives was undertaken. The study of relationships between philosophy, goals and objectives as defined by Klimes, Billell and Marshalleck, (1976) provided the suggestion for this step.

5. The evaluative criteria developed for measuring success or failure of the plan were determined. The researcher did not evaluate the plan, but rather, looked for the evaluative measures in the plan. Some criteria on which comparisons were made are: (1) time period, (2) quantitative data, e.g. number of schools to be built, number of school places to be provided, etc., and (3) cost of the projects.

The analysis of this point was informed by the "Planninguide" in Realistic Planning (Klimes, 1978, p. 35). The development of criteria for evaluation gives a more precise definition to the exercise of planning. The selection of the specific criteria to be looked for in the planning documents was in part also determined by the nature of the documents themselves. Planning and its implementation must be conceived against a background of time. In this context time periods are designated within which goals are to be realized.

The absence of a designation of time periods in a planning process leaves no room for comparison regarding intensity of effort. Achievement of a goal over a long period does not imply the same effort as that required for realizing the same goal in a short period.
The use of time as an evaluative criteria therefore, is predicated on the grounds of indicating intensity of effort.

The quantitative criteria are measured along a scale of values and a standard on the scale is determined by which judgments of success are made. The scale units indicate number of schools to be built and number of school places.

The implementation of any plan involves financial resources. A study of the cost provides a measure by which to gauge the utilization of these resources. It also provides a comparison as related to time. Since educational development concerns itself with development of limited resources, the cost of implementation has a great bearing on whether the plans can be implemented or not.

6. The planning machinery and the process of implementation were analyzed. The analysis was on the basis of: (1) what actions were involved, (2) the location of implementation, and (3) the portion of the plan implemented. The planning machinery was examined as it exists for the purpose of noting functions of and relationships between personnel and also the units of control.

The value of planning is directly related to that which is implemented. It is on the basis of the structure for implementation and the implementation itself that real progress can be gauged. Planning as a function of change in society indicates that there is a movement from one state of reality to another, this implies the involvement of actions. Actions involved in the planning process were studied against this background.

The place of implementation determines the physical location in which the goal targets are to be realized. More particularly this
applies to the quantitative targets. In addition, it gives an indication of the equitability and fairness in the distribution of educational opportunity.

In examining the portions of the plans implemented, the relationship of each plan to the other in the chronological sequence is established. Since later plans draw on earlier plans this establishes links in the overall planning process.

7. The final point was the determination of the method by which conclusions were arrived at and any subsequent recommendations made. The input into the decision making process in planning is the primary concern here. The extent to which there is participation on the part of the many publics affected by the plans provides an insight into participatory or authoritarian form of planning (Kim, 1975). This last step of the analysis provides a useful dimension in the study of the planning process.

The method by which the documents were analyzed involved three steps, namely, reading the documents, identification of the areas in support of the seven points being studied, and synthesizing the excerpts into a comprehensive whole. At the end of each section a summary statement is made on what was discovered.
CHAPTER IV

PRESENTATION AND ANALYSIS OF THE DATA

Introduction

The purpose of this research was to identify and analyze the planning process in education in Trinidad and Tobago during the period 1962-1976, with particular reference to secondary education. More specifically, the data are analyzed with a bearing on seven particular issues: a philosophical basis; theoretical concept or concepts; determination of goals; the relationship between philosophy, aims and objectives; evaluative criteria; the planning machinery and process of implementation; and, the basis on which conclusions were arrived at and recommendations made.

The main sources of the data were: Committee on General Education, 1959 (Maurice Report); Report of the Educational Planning Mission, 1964; Draft Plan for Educational Development in Trinidad and Tobago, 1968-1983; Report of Working Party on Education, 1976; and Prime Minister's Proposals to Cabinet on Education, September 18, 1975. The report of the Committee on General Education, 1959, was not in the strictest sense of the word an education plan. It differed from an educational plan in that it did not specify such details as implementation strategies, costs, and certain aspects of evaluation both quantitative and qualitative. This view was expressed by both Alleyne and Emmanuel during the interviews. The report contained recommendations on various aspects of the educational system of the country.
Some of the areas covered were: responsibility and control; primary, secondary, post-secondary, and adult education; school buildings; and, finance.

The Educational Planning Mission's role was that of preparing the precursor to the Draft Plan, 1968-83. The Draft Plan was the first educational plan for the country. It provided the technical data on which the plans were laid and included details regarding curriculum, physical plant, schedule of accommodation, population projections, and time designations for implementation. The Report of the Working Party, 1976 was a revision of the Draft Plan and it adopted a similar format but without the specificity and details of information.

In addition to these documents, data were drawn from sources outside of the time period being investigated and also outside of the limiting confines of secondary education. Such a departure finds its justification in the attempt to provide a wider context which is necessary to determine the answers to some of the issues being investigated. Some of these include: Second Five-Year Plan, 1964-1968; political manifestos; pronouncements by Government personnel, both in public statements and official documents; and other subsidiary documents.

Consideration was given to issues which were antecedent to and concurrent with the topic of the study as stated. As a more specific example of this, attention was given to the wider area of national planning which did provide on occasion the answers to some of the aspects of the sectoral planning being investigated, namely, secondary education. This approach appears to be consistent with a principle enunciated by Coombs (1970):

... educational planning should be integrated with the plans of broader economic and social development. If
education is to contribute most effectively to individual and national development, and to make the best use of scarce resources, it cannot go its own way, ignoring the realities of the world around it (p. 33).

During the period under study, 1962-1976, and also six years prior to this, the Government of Trinidad and Tobago was formed by one political party, the People's National Movement (PNM). Political independence was achieved on August 31, 1962. On January 3, 1963, Government set up a National Planning Commission. This Commission was empowered by the Cabinet to be the "... supreme planning authority in the country" (Second Five-Year Development Plan, 1964-68, p. 10). In a White Paper presented to Parliament shortly after its creation, the functions, powers, and composition of the Commission were described as follows:

1. Under the Cabinet, the National Planning Commission is the supreme planning authority of the country.

2. The Commission shall comprise the following:

   The Prime Minister--Chairman;
   The Minister of Finance--Deputy Chairman;
   The Minister or Ministers responsible for Agriculture, Industry and Petroleum;
   The Minister of Labour;
   The Director of Statistical Service;
   A Representative of the proposed Central Bank;
   Two additional persons to be selected by the Prime Minister on the basis of individual competence;¹
   The Head of the Economic Planning Division, Office of the Prime Minister--Secretary/Member;
   The secretariat of the Commission shall be the Economic Planning Division, Office of the Prime Minister.

3. The Commission shall be responsible for the formulation of long-term, medium-term and annual plans for the improvement and expansion of the country's material resources; for the fullest development and utilisation of its human resources; and for the economic and social betterment of its people.

¹The persons selected were: (1) the Permanent Secretary to the Prime Minister and to the Cabinet, and (2) the General Manager, Industrial Development Corporation.
To this end the Commission, working in consultation with the Ministries of Government and Statutory Boards and, where necessary, with the private sector of the economy, shall:

a) Assess the human and material resources of the country.

b) Set up mutually consistent quantitative targets in both the economic and social fields and propose, where necessary, measures to achieve such targets.

4. The Commission shall be responsible for the evaluation of the progress of plans.

To this end the Commission shall:

a) Review all public sector projects from their inception to their completion through a system of project reports drawn up along such lines as shall be established by the Commission;

b) Undertake on a continuing basis the evaluation of the economic and social progress of the country.

5. The Commission shall approve any Development Plan prepared under the provisions of the Town and Country Planning Ordinance before any such Plan is submitted to Parliament and, pending the preparation of such a Plan, any major proposals involving land use of physical planning before such proposals are adopted.

6. The Commission shall advise Cabinet on such economic, social, financial or other problems relating to national planning and the execution of the Plan as may be referred to it from time to time.

7. All Ministries of Government and Statutory Boards shall be required to assist the Commission by providing it with such information as it may need in order to discharge its duties (Second Five-Year Development Plan, 1964-68, pp. 10, 11).

Within this Development Plan just quoted, a link is established between the National Planning Commission and its responsibilities for national planning with the planning within government ministries, and in particular the Ministry of Education. This link is established by noting the relationships between over-all, sectoral, and project planning, also by making direct reference to proposed plans in education.
The planning process includes three dimensions—over-all planning, sectoral planning and project planning. . . . Over-all planning relates to the whole economy and the relationships between sectors. Sectoral planning relates to particular sectors—either of the economy or a field of government activity, for example, Agriculture and Education. But in the last analysis all planning comes down to individual projects (p. 13).

And it is also intended to undertake perspective plans relating to various sectors, particularly Education, in the light of various demographic assumptions (p. 18).

This is the basis for appealing to a wider context in the study of the planning process. This is only one example of the situation in which recourse to sources outside of the published plans of the education sector are appealed. A very eclectic approach is therefore adopted in dealing with various aspects of planning in secondary education in Trinidad and Tobago.

**Philosophy**

The first question to which this study addresses itself is the philosophical basis on which planning in secondary education was conceived and the method used to determine it. Four criteria were used to determine the philosophical basis: (1) overt statements on philosophy found in the plans, (2) the definition of and purpose to be served by education, (3) the concept of man as expressed in terms of the dimensions which are to be catered for in the educative process, and (4) the concept of equal opportunity expressed. The data were considered in terms of a chronological sequence and each statement or set of statements qualified according to the determined criteria.

Document 1: "Committee on General Education, 1959"

This first document falls outside of the period under study and antedates it by three years. There are, however, a few factors
which are significant with regard to this committee. It was the first committee composed entirely of nationals appointed to undertake a comprehensive study of educational issues in the country. Based on some of its recommendations, the Government embarked on an expansion of secondary schools. The work of the Committee may be considered to have provided some of the initial impetus to later developments in secondary education (Newton & Braithwaite, 1975).

The Committee expressed its awareness of the responsibility placed upon it thus:

The Committee from the very start was fully conscious of the importance of its task and fully alive to its responsibility for taking decisions. It was the first time in the history of this country that an inquiry into its education system was put completely in the hands of a local committee, and the very important significance of this change did not escape the notice of the members. This new situation, which marked the death and disappearance of one of the old features of Colonial rule, obviously gave the Committee the chance to see things differently from the past and by getting off the beaten track to break new ground in dealing with the problems of its task with a view to the realisation of our national aims and aspirations (Committee on General Education, 1959, p. 23).

Overt Statements

1. Education is a national affair and must be the responsibility of the people of the territory.

2. In a moral and spiritual sense, a nation's citizens can grow and develop in goodness only so fast as its education system makes this possible.

3. Education policy must be responsive to change (p. 24).

Definition and Purpose of Education

1. The meaning of Education was accepted in the widest sense as a complex of actions and interactions by means of which a people in preparing itself for its future
disseminates knowledge and develops certain skills, and endeavours through its ideals to foster valid ideas of human worth and fellowship as well as a spiritual doctrine of human nature and destiny (p. 23).

2. To be an effective and organic function of the general social life (p. 25).

Concept of Man

1. The school has to see the child with certain basic needs and so educate it to preserve its mental, physical, and emotional health and well-being (pp. 26, 27).

2. The school must foster spiritual values and right ideas of human worth and fellowship (pp. 26, 27).

Concept of Equal Opportunity

The Committee was specifically charged by its terms of reference, "to consider the operation of the educational system of the country . . . and the integration of the diverse elements which comprise our population," (p. 23). The diverse elements were religious and racial biases operating in the country.

1. Neither religion or race must be operative in gaining admission to schools.

2. The educational system must provide opportunities for the people themselves to take part in and contribute to the success of the system (p. 23).

Document 2: "Educational Planning Mission, 1964"

This Mission was under the aegis of UNESCO. The terms of reference, objectives, and main efforts of the team were directed to aspects of the planning process other than a philosophical position.
They were concerned more particularly with some of the technical
details of the process.

The main efforts of the team were directed at:

1. Arriving at some conclusion as to how educational pro-
grammes had been planned and the efforts co-ordinated.

2. Making a close study of the educational system in
operation in order to gain a fuller and more practical realiza-
ton of the problems that beset the administration, teachers,
pupils and parents.

3. Determining the future needs of the country in terms
of skills and translating these into the future demands for
levels and types of education.

4. Demonstrating in a practical manner the planning pro-
cess, stressing the importance of undertaking short-term
programming in the context of long-term aims and targets

The Mission relied on past pronouncements by the Government on
matters of policy and long-term aims. They found some source of data
in this regard in the Second Five-Year Plan.

We have taken statements contained in the "Second Five-
Year Plan" as basic declarations of policy and in fact
deduced long-term aims and targets from these statements
(p. 7).

In analyzing the excerpted material, data were found for only
one of the categories under which the philosophy is being studied.

Purpose of Education

1. The development of human resources through a means of
training which ensures the ability to cope with the responsibilities
of independence.

2. The development of the human personality.

3. The enlargement of both the capacity for and receptivity
to new ideas which are essential for economic growth.
4. The effecting of social change (p. 7).

There is nothing in this report which fits into the classifications of philosophy as are being analyzed in this study.


This document built on work done earlier by the Committee on General Education, 1959, and the Educational Planning Mission, 1964. Previous plan proposals, particularly those of the Maurice Committee of 1959 and the UNESCO Mission of 1964, have been utilised in the drawing up of these proposals. We have attempted, in presenting this draft, to ensure that all the practical aspects of administration and implementation are duly considered (p. 5).

Overt Statements

The Education system needs to be reinforced in every aspect of its operations by the philosophy of service to the people of Trinidad and Tobago, recognizing, of course, the Caribbean setting and international role of Trinidad and Tobago. Every component of the system would require to have as the foundation of its validity, its relevance to the needs of the people which it serves (p. 5).

Definition and Purpose of Education

We are supposed to produce citizens who are intellectually, morally and emotionally fitted to respond adequately and productively to the varied challenges of life in a multi-racial developing country and to the changes which are being brought about rapidly in the economic foundations of civilization, particularly the challenges of Science and Technology (p. 5).

This reference can be considered to specify both a purpose to be served and it also includes some dimensions of man, "produce citizens who are intellectually, morally and emotionally fitted . . ." No reference to the concept of equal opportunity was found.
In this plan there is a sub-section specifically labeled, "Educational Philosophy." Here a number of terms are used together which make the understanding of the philosophy a bit unclear. Further, the two quoted sources upon which the philosophy hang are, a re-statement of a position contained in the Draft Plan, 1968-83, and, an excerpt from the Prime Minister's Proposals to Cabinet on Education, September 18, 1975. Both of these quotations have value in indicating some directions of the educational plan but cannot be considered strictly as an educational philosophy.

Overt Statements

It is important at the outset to state briefly the aims of our Education System up to and including Senior Secondary School as we see it. Two quotations are in order:

1. "General education should endeavour to develop a responsible attitude towards work, stability in relationship with others, adaptability to change, the ability to think objectively and a sensitive approach to culture beyond the limits of specialisation . . ."

2. "Dealing firstly with the objectives ( . . . of the Education Plan) it must be realised and accepted that any Education Plan for Trinidad and Tobago must have as one of its prime objectives the preparation of our citizens for suitable employment opportunities. The majority of our citizens leaving the Secondary Education System seek either immediate employment or further education at some higher level. The majority belong to the former group."

The Working Party on Education endorses the views given in the above and recommends that our Education Plan should encompass both of the above set of objectives (Report of Working Party, 1976, pp. 9, 10).

Definition and Purpose of Education

The purpose to be served by education as seen by the Working Party though expressed in different terms bears a close similarity
to previously expressed purposes.

The graduates of any section of the whole school programme should be adequately prepared for any job opportunities which may occur at these levels and for further study. The whole education plan should seek continuously to develop in the students a sense of social responsibility and some interest in culture (p. 15).

Concept of Man

The new programme, the new vision of education seeks to provide a good general education with emphasis on the value of each individual, on the interests and aptitudes of the individual children. The system of evaluation should also subscribe to this philosophy (p. 41).

Other Sources

On the question of equality of opportunity, there were no direct references found in the published material between 1962-1976. However, two references were found in the manifestos of the PNM (People's National Movement) prior to 1962: 1956 and 1961. A basis is provided here for referring to these two sources which fall outside of the time period under study and also a possible reason for their non-inclusion in later plans.

The same political party was in power in 1956 and 1961 as during 1962-1976. This then established a continuity of similar, even if not identical, political thought and ideology. Two points must be given consideration here: (1) the fact that planners in the Government service take their cue in many instances from the electioneering planks upon which the political platform is built (taped interview with officer in the Educational Planning Unit), and (2) the situation in secondary education vis-a-vis availability of school places particularly in 1956. The prospects of finding accommodation in the
secondary school, particularly government or government assisted, was extremely limited. The following figures will show the great disparity in enrollment.

In 1959, the enrollment in the upper three classes of the primary schools in Trinidad and Tobago was 39,088. The enrollment in Form I at the secondary level was 2,304. These figures are only for government and government assisted primary and secondary schools (A Digest of Statistics on Education, 1966-67). The year 1959 is quoted because of the difficulty to obtain accurate figures for comparison in 1956.

The PNM came into power at a time when there was tremendous inequality of opportunity in secondary education. There are two references to equality of opportunity, one quite specific and the other general.

... the promotion of the progress of Trinidad and Tobago in all fields--political, social, economic, moral and cultural--with special emphasis on ... equality of opportunity for all and a career open to talent (Major Party Documents, 1956, p. 1)

In its election manifesto of 1961, the PNM reiterated to the people of Trinidad and Tobago that one of its election planks was "equality of opportunity for all." This though more of a general statement of purpose rather than of any specific application to education or secondary education establishes a basis on which certain of the specifics have been informed. The urgency of "equal opportunity" in so far as availability of school places was concerned receded with

1A large number of students who could not find accommodation in either a government or government assisted secondary school had recourse to the private secondary schools which in 1959 had a Form I enrollment of 2,224 (A Digest of Statistics on Education, 1966-67).
the years as more schools were constructed so that in the 1976 election manifesto reference to equal opportunity took this form.

... A new education pattern has been developed by PNM over the past 20 years designed to equalise opportunity and to provide trained persons for new jobs.

Its principal features are: ... Increase in secondary enrollment—eight pupils in 1976 where there was only one in 1956; for every school in 1966 five in 1976 (PNM Manifesto, General Elections 1976, p. 11).

Summary

The philosophical position developed in Trinidad and Tobago relative to education in general and secondary education in particular is a reflection of conditions existing at the time of independence and efforts to deal with them. Modifications in the original stance taken are a reflection of changes in the economic and social structure of the society.

The dominant features of the pre and post independence era were:

1. The inheritance of a foreign system of education which was socially divisive in nature.
2. A pluralistic society, primarily in its racial and religious composition.
3. Limited educational opportunities both quantitatively and qualitatively.

Williams (1974) expresses his view on the situation this way:

As colonialism drew politically to a close in 1962, Trinidad and Tobago found itself with an education system which bore all the characteristic features of cultural imperialism. There was no national outlook in education and no unified control. The secondary school system bore not the slightest relation to, nor took the slightest interest in, the primary schools. The secondary school enrollment
The curriculum of the secondary school was pronouncedly metropolitan in scope. The system showed an almost total absence of any approximation to the technical or vocational (Williams, 1974, p. 1).

The philosophy of education was that it should serve the needs of the people of Trinidad and Tobago; provide an equality of opportunity for all; draw together the diverse elements of the society; and prepare citizens who are fitted to contribute economically and intellectually.

**Theoretical Concepts**

The efforts made to arrive at the theoretical concept or concepts utilized in planning were in no way simplified by the limitations of the yardsticks used. Three theoretical concepts were used as the basis of the analysis: social demand, manpower planning, and cost-benefit analysis or rate-of-return.

In practice, the boundaries between each of the respective theoretical concepts is not water tight. Blaug and Lauwerys (1967) pointed out that there is a danger which must be avoided in thinking that any of the three concepts is absolute. They further contended that each is a guide, and certainly not an exclusive guide, to the formulation of educational policy.

**Document 1: "Committee on General Education," 1959**

**Social Demand**

... the Committee agrees that it is desirable for every child to receive formal education up to 18 years of age, and that compulsory attendance be enforced from 5 to 15 years of age. And that when children are forced to leave school at 15, they should be required to continue their formal education at part-time day and evening classes.
where available in the district. Indeed popular demand calls for an ideal school system providing various stages of formal education from the nursery school to the University College, all stages together forming a coherent whole, yet each having its own identifying trait or characteristic; and it should be Government's duty to meet this ideal as far as possible by ensuring that as many children as possible get the benefit of every stage by providing the necessary schools at each stage (p. 27).

Manpower Planning

There are two recommendations included in this report which contain manpower planning implications.

That the Board of Industrial Training should go out of existence and its work become the responsibility of the Education Extension Services, with a Central Board of Technical Training established to advise on technical and industrial training and on the problems of employment, vocational guidance and the recruiting needs of industry.

That surveys of the recruiting needs and of the actual and projected openings of jobs for technicians in all possible avenues be undertaken in cooperation with Industry and Agriculture (p. 27).

Nothing else was found in this report which conforms to the specifications of manpower planning. At best it might be said that since recommendations were made for a greater availability of secondary education and also some diversification in the types of schools and curricula this would contribute to greater economic output.

Cost-benefit Analysis

There is no reference in the document to cost-benefit analysis planning. There is, however, a recognition of the wastage in the system as it then obtained. The implications of such a wastage were not pursued.

This weakness or degree of wastage may be traceable to a
number of factors: The early leaving may be due to economic factors or to the wilfulness of the adolescent age when many a pupil prefers the easy way out than to stay on another two years and try. Or perhaps to the delayed classification of the pupils that gives him or her a wrong conception of the scope and difficulty of the Higher Certificate examination. Or perhaps to the lack of ability of so many pupils, which may go to show that so many of them are not grammar school material. Whatever might be the cause, the simple fact is that the country cannot afford to have thousands of children enrolled in the grammar schools with so many of them ending their school course with a third grade School Certificate which Government itself, who pays the piper, does not accept as an adequate and sufficient qualification for entrance to the Civil Service (p. 70).

Document 2: "Educational Planning Mission, 1964"

The Planning Mission admittedly took its cue from the Second Five-Year Plan and essentially mirrored the position of Government on some of its policy guidelines. On the basis of this the theoretical concepts are in part a reflection of Government's, Second Five-Year Plan which has been quoted in the Mission's report.

Social Demand

There is only one reference which gives an indication of the social demand theory. The gist of the reference is, "the expansion, diversification and qualitative improvement of free secondary level education" (Educational Planning Mission, 1964, p. 7).

Manpower Planning

The tie between educational development and economic growth was recognized in this report. Some of the references confirm the

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1Reference to this was made in a quotation on page 55.
fact that the divisions of the respective theories is not water tight. The following reference has concepts of both social demand and manpower planning.

The economic development of Trinidad and Tobago over the next five years must aim consciously at the development of the potential of the country and its population. . . . The development of human resources cannot be divorced from the fullest possible utilization of the economic resources. . . . Special measures need to be taken to absorb the teenagers, suitably trained, into the economic structure of the country. . . . The education system (must) provide the training needed to cope with the responsibilities of Independence (p. 7).

There is a chapter in the report entitled, "The Quantitative Requirements for Educated Manpower." This is more of an appraisal of the existing situation rather than proposals for the future. There is, however, a definite awareness of education relating to manpower planning.

In the goods and commercial services sectors there is likely to be increasing need for an understanding of complicated processes, ability to communicate with and work with others, and of people with a sense of responsibility and initiative. The structure is shifting not by sector but by technology (this is true of agriculture also). Dependence on oil requires economic imagination and initiative. Even now, what jobs go, go to the trained and those with initiative.

One major requirement of the economy from the educational system is reorientation. This calls for better teaching of physical and social services. Children have to get effective practice in solving the kinds of problems which are met at work. They have to be sufficiently encouraged and trained in the exercise of imagination and initiative. Few efforts are made to guide children's interests into occupations other than those with traditional prestige. Vocational counselling and vocational guidance services for youth are practically nonexistent. Even with the present low level of employment some jobs do go unfilled, or are filled from abroad.
Another major requirement is the provision of new educational opportunities for the ages 15 and above; in this field quantitative as well as qualitative requirements should be given full weight. Secondary education and post-secondary education focused on selected occupational fields may serve this need as long as the occupational focus is broad and a good general education is the basis. It is important that the choice of fields in which occupational background is to be given should rest on full and intimate knowledge of the current demands in the labour market and of probable future demands (pp. 11, 12).

Cost Analysis

The Planning Mission did not make direct reference to cost analysis or rate-of-return but has indicated the problem which exists when resources are limited. The comments and recommendations relative to administration and the Educational Planning Unit have an indirect bearing on cost analysis and effectiveness. Costs and rate-of-return can be considered to be the underlying concept in the following reference.

The demands upon educational systems are continuously outpacing the capacities of nations to meet them. Limited resources everywhere have to be directed into the channels of educational development which will have the greatest and speediest impact on future development. The quantity, content and quality of education has to take into account the economic targets and goals, the social and cultural aspirations of the nation and the satisfaction of individual fulfilment. These factors may be immining upon and influenced by the complex of forces which shaped the current situation. It is these powerful factors and determinants, viewed in the context of policy and resources, existing and potential, which will decide the what, the how much, the where, the when, and the how of education.

The problems can best be resolved, alternatives offered, the questions answered, the decisions made so that the country will not cripple its other services or find its educational efforts misdirected if all matters germane to relevant and balanced educational advance have been carefully considered in drawing up educational policies and plans. And this can most effectively be done following upon the researches of a well-trained planning unit within the Ministry of Education and Culture (p. 13).
Document 3: "Draft Plan, 1968-83"

In the "Introduction" to the Plan are found references which have relevance to all three theoretical concepts. The references occur in the order of cost analysis, social demand, and manpower planning.

Cost Analysis

We have concentrated attention on ... how to provide quality education in sufficient quantity as to meet the demand and the need and at sufficiently low cost as to be financed by the poor society (p. 5).

Social Demand

"We accept the responsibility of providing a balanced general education for all persons" (n. 5).

Manpower Planning

We have accepted education as a fundamental contributor to human resource development, to discipline and to economic progress in individuals, families and nations. And the Plan attempts to maintain a balanced picture as to the inputs of Science Technology, cultural arts, social studies, the art of language communication etc., which is considered to be necessary for the well-being of the individual and the nation as a whole (p. 6).

In the last section of the Plan, which deals with considerations on finance, the writers indicate certain anticipated outcomes which are predicated on the basis of increased expenditure on education. These outcomes are based on certain assumptions which are implied, the most basic of which is, that increased expenditure on education by Government will result directly in increased economic output in the society.

Expenditure upon education reduces the need for expenditure of certain types of services e.g. in the fields of health, police. ... The Plan does not explore the question
of profitable and economic absorption of the products of the education system so as to exploit fully their capacity to contribute to the economy and society. But we consider it the right of each child to be exposed to as full an education as possible and we presume that a society disposed to expect much from its Education system will be persuaded to pay accordingly to operate that system. Some of the necessary increases over the next few years in public investment in education will reduce private investment in this sphere both absolutely and relatively. This can free some areas of the sources of revenue for further contributions to the economic development of the nation (p. 96).

This statement contains both social demand, cost analysis, and manpower planning implications. There were no other references found in the Draft Plan which suggest a theoretical concept.

**Document 4: "Prime Minister's Proposals To Cabinet on Education, 1975"**

If it appears that the picture so far presented is hazy and a bit out of sharp focus, a decidedly clearer and decisive stance was taken in 1975. In September, 1975, the Prime Minister presented a series of proposals to Cabinet on education, the majority of which dealt with problems in secondary education. In essence the problem confronting the Government at that time was the fact that the majority of secondary school graduates were moving on to the labor market without the skills demanded and required by a rapidly developing industrial and technological society. The direction of Government thinking in so far as a theoretical concept is concerned is decidedly that of a manpower approach (p. 5).

In these proposals is a reference to the requirements for personnel in any country involved in heavy industrial development.  

- 10-15%--Professionals  
- 15-20%--Sub-professionals and technicians  
- 60-70%--Persons with general training but with definite exposure to the sciences and industrial processes
The Prime Minister's Proposals were a first step to a comprehensive review and reappraisal of the Draft Plan, 1968-83. The crux of the matter is contained in the acknowledgement that, "the major objective of any review would be to examine how best this pattern of requirement can be met in the future."

Some light is shed on the past practice in planning by this comparative statement contained in the Proposals.

The original Education Plan formulated some ten years ago and agreed to, some two years after, was designed on the basis of a small relatively poor developing country to provide a reasonably good education, for as many of its citizens, but within very limited resources. It was also formulated on the basis that Trinidad and Tobago had embarked on an industrial development programme which was neither dramatic nor revolutionary. . . . Trinidad and Tobago is now on the threshold of achieving its critical mass in the field of high level technology and large-scale industrial development. Any educational plan must recognise this with urgency.

Mockery would be made of this policy of Government which has been widely accepted by the population, if, having obtained such control, one then finds that the people are either not available nor are they suitably trained to occupy these various challenging positions. . . . The financial resources of the country are in a much better state than they were when the original plan was conceived and a major claim on this improved situation should be the development of the human resources of the country (p. 8).

The over-riding preoccupation of the Government in its secondary program was to provide skilled manpower to meet the pressing needs of industrial development. Social demand becomes a by-product of the new planning strategy and cost analysis recedes as a force with which to be reckoned in the face of the petro dollars.

These proposals provided the guidelines and policy by which the Working Party appointed in 1975 reviewed and reappraised the Draft Plan, 1968-83. It becomes unnecessary therefore to attempt to
determine a theoretical concept in the Working Party's Report since this was so clearly delineated in the precursor to its establishment, the Prime Minister's Proposals to Cabinet on Education, September, 1975.¹

Summary

During the early years of serious educational planning in Trinidad and Tobago, the theoretical concept most dominant was social demand. This is evidenced by desire to increase the number of school places at the secondary level and the ultimate aim of free secondary education. That which was discovered in the plans fits quite easily Coombs (1970) statement on social demand: "This approach comes most naturally to the educator and is actually more a description of what he normally does than a theoretical formulation of how he should approach planning" (p. 37).

The concerns of cost and manpower requirements were not absent from the planning considerations, the former particularly since the financial resources of the country did not permit the realization of all Government's designs. After the oil boon of the mid-1970s, Trinidad and Tobago was more favorably placed financially and the primary concern in educational planning at the secondary level was manpower planning.

In summation, it appears that in determining a theoretical concept, the Government of Trinidad and Tobago followed an eclectic approach. This view is consonant with Emmanuel (1977), "... it is

¹The terms of reference and policy guidelines for the Working Party on Education, 1976 were formulated by the Prime Minister in the Proposals.
not this, or that or the other, it is what Parnes call the 'cultural' approach.\(^1\) Elements of all three—social demand, manpower planning, cost benefit analysis—can be found in the plan with social demand and manpower planning the more dominant.

**Goals**

A difficulty encountered in this section of the study was the fact that the terms goal, objective, and aim were used quite loosely on occasion and also interchangeably. This difficulty was reduced primarily by two measures: (1) having a stated definition of a goal, i.e., an explicit statement of desirability capable of being measured and capable of being attained; and (2) specifying in addition that any statement labeled in the published plans as a goal would be so accepted and also any statement which suggested a direction of the educational system would likewise be accepted.

The goals were classified into three categories: administrative/organizational, curricula, and physical. A wide range of specificity was found in the expression of the goals and goal statements; some were very broad and general while others were quite concrete.

**Document 1: "Committee on General Education, 1959"**

The terms of reference under which the Committee on General Education worked precluded the development of goals in the strictest sense of the word. Their primary responsibility was to make

\(^1\)This was the answer given to a direct question posed in an interview. The question was, "What was the theoretical concept utilized in planning, social demand, manpower planning, or cost-benefit analysis?"
recommendations to the Government. On the basis of this future policy was to be determined. These recommendations do, however, reflect the thinking of the Committee "goalwise" and are treated as goals.

The writer found one reference in the report outside of the summary of recommendations which gives a conceptual picture of the direction of the educational system.

Every education system in its schools course must aim at the eventual integration of the child into the society, and this objective seen in its three-fold relationship embraces a religious, a social and an individual or personal course of preparation. Schools, therefore, must seek to provide:

1. For the fostering of spiritual values and right ideas of human worth and fellowship (religious)

2. For the development of each child into as good and useful a member of society as possible with a full sense of his responsibility and privileges as a citizen (social).

3. For the promotion of sound standards and right attitudes of individual conduct and behaviour (individual)

The following lists of goals detailed under Administrative/Organizational, Curricula and Physical are a synopsis of those found in the report of the Committee on General Education.

Administrative/Organizational

1. Central schools:
   a) That they be established to take over the post primary class from the elementary school
   b) That the staff be recruited from the existing elementary and secondary schools
   c) That the schools be non-fee-paying, thus providing best facilities for all regardless of creed or class
   d) That an adequate supply of school places be provided
   e) That the start be made with the most populous areas

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2. School building officer:

That a school building officer be appointed who would be responsible for the supervision of all school buildings, approval of plans, preparation of various blue prints of model types of schools.

3. Examination for entry:

a) That there be a selective examination for all entering secondary school, fee paying and non-fee-paying students.
b) That an examining body be set up to prepare and administer the examination.
c) That all pupils under 12 on December 31 in the year of writing are eligible and that no pupil will be allowed to write more than twice.
d) That the examination be comprised of three papers: English, comprehension, and arithmetic.

4. Improvement of academic standards:

a) That special scholarships in science and mathematics be offered in order to relieve staff shortages in these areas.
b) That the teaching of the top secondary school form be a condition of appointment of principals, with preference to those with qualifications in science and mathematics.
c) That graduates of the Imperial College of Tropical Agriculture be recruited to teach agricultural science.

5. Supervision:

That closer supervision and control of government and assisted secondary schools be initiated especially regarding finances.

6. House scholarships:

a) That there be a revision in the administration of
house scholarships to allow for the payment of money to the recipient on a quarterly basis

b) That a scheme of zoning be introduced as soon as the schools are equitably distributed in the country and that the number of house scholarships be awarded by zones

c) That the house scholarships be open to all students in government, assisted, and approved secondary schools

7. Pupil placement:

That after the first three years, pupils of the grammar school who are not performing satisfactorily should be transferred to the polytechnic to do a practical and vocational course (Committee on General Education, 1959, pp. 180-184)

Curricula

1. That all secondary schools in rural areas should teach agricultural science and that practical experience be given in the cultivation of a farm or garden so that students will learn the importance of the land and the safeguarding of its enduring values

2. That where adequate laboratory facilities are available, science students be required to take the practical examination

3. That specific attention be given the last hundred years of West Indian, British and European history even though examination would not cover this area

4. That the normal type of secondary school should be comprehensive and that some existing grammar schools may be adapted to comprehensives.

5. That there be an upward revision of scholarship
requirements: general paper, three principal subjects, two of which must be taken at Scholarship level

6. That commercial and woodwork classes and workshops in grammar schools should be replaced by more art and music

7. "That the modern school most evolve its own local pattern and provide a four-year course up to the age limit of 16 years."

8. That the curriculum should aim at integrating both academic and practical education. Practical courses of study: agriculture and rural science, woodwork, metalwork, leatherwork, and other local craftwork and industrial arts as well as home economics for girls. Academic and cultural courses: art and music, history and civics, health science and general science for both boys and girls, English language and literature and at least one foreign language, mathematics of trade and commercial accounts and mensuration

9. That the emphasis in the secondary modern school should not be preparation for the Cambridge School Certificate or any other external examination but that a certificate acceptable by Government and private enterprise be awarded to pupils upon the satisfactory completion of the four year course

10. That the pupils of the secondary modern school should be given a general education and do a bilateral course of academic and practical work for four years.

11. That foreign languages be taught as a living language and that teaching appointments be given only to teachers who speak the language.

12. That all pupils in the modern school be given lessons in the reading and appreciation of music and where necessary,
part-time teachers be employed to assist

13. That pupils doing exceptionally well be transferred from the modern school to the grammar school to do more advanced work.  

14. "That commercial training be deleted from the grammar school course and form an important department of every polytechnic."

15. That the courses of study in farm schools should include: agricultural economics, keeping of animals, nature study, woodwork and handicraft for farm purposes (pp. 186-191)

Physical

1. That two Government grammar schools be established as soon as possible, one in Port-of-Spain and the other in San Fernando.  

2. That farm schools for boys and girls be established in two or three areas selected by the Chief Technical Officer in the Ministry of Agriculture

3. That where necessary suitable buildings already constructed be acquired and the necessary compensations made (pp. 184, 191)

Document 2: "Educational Planning Mission, 1964"

The role of the Planning Mission was similar to that of the Committee on General Education in that their's was also an advisory role. An important overarching recommendation of the Mission was the establishment of a Planning Unit in the Ministry of Education and Culture. Since this recommendation embraces the total educational system and not simply secondary education the reference to it is made outside of the subsequent references.

The Planning Unit proposed should comprise at the initial
stage: an educational planner, an economist/statistician or economist/demographer, a schools' architect (with specific training in low-cost school building) and a field survey officer. The Mission did not detail all the functions and activities of the Planning Unit but referred to the literature on the subject which could serve as a guide to the specific nature of the Unit desired by Government. Also recommended was the appointment of a Planning Committee whose duties would be the determining of activities of the Planning Unit, the reviewing and approving of its proposals (Educational Planning Mission, 1964, p. 14).

Administrative/Organizational

1. The re-inforcement and re-orientation of the supervisory services, particularly for secondary and technical education

2. The establishment of a three-year junior secondary school course for the age-group 12-14 with an appropriate test supported by vocational guidance at the end of the course

3. The re-organization of the Polytechnic Institute as a full day-time institution for G.C.E. Advanced level studies, particularly of the sciences

4. Full consideration to be given to means of cutting down the school plant bill, particularly by fuller utilization of expensive school plant and following upon the research work of the schools' architect

5. All votes for school buildings in the Second Five-Year Plan to be considered as one vote and plans made for the reallocation of same in accordance with new directions to be indicated by the Planning Committee (pp. 58, 59)

Curricula

1. The incorporation in principle of vocational courses into some of the secondary schools

2. Since professional technological and scientific
studies are only possible on the basis of sound science teaching in the secondary schools, to supplement present facilities in the secondary schools and at Housica Teacher's College.

3. Stimulating the diversification of the curricula of the older established secondary schools (pp. 58, 81).

Physical

The Planning Mission did not make any specific recommendations regarding physical goals. They studied some designs of Government in its Second Five-Year Plan and prioritized a number of projects. The following are a synthesis of physical requirement and recommended projects contained in the Second Five-Year Plan and included in the report of the Planning Mission.

1. Junior secondary school building program:

   The organisation of 27 senior schools with a three year course with elements of a more practical, pre-vocational form of secondary education. It is not intended that new buildings will be constructed for this purpose.

2. Vocational schools/courses:

   The construction and equipping of nine vocational schools with a total of 3,000 places for the purpose of providing industrial, commercial and agricultural training following upon three years of the secondary school course.

3. School places:

   The construction of an additional 8,100 free places in secondary schools (p. 81).

Document 3: "Draft Plan, 1968-83"

Administrative/Organizational

1. Elimination of the Common Entrance Examination in 15 years

2. The introduction of a new school, the junior secondary school, with a three-year course of general training, principally as a substitute for the colonial anachronism of the all age primary school with its pupils over 12

3. To cope with the problem of numbers, in the context of a high capital cost (a million dollars for a school), the introduction of the double shift system in the junior secondary school

4. The conversion of the existing secondary schools, Government or denominational, either by looping off the lower forms and converting them into senior secondary schools, or by removing the higher forms and converting them into junior secondary schools

5. The target at the end of the 15-year period of the absorption of 90% of the eligible primary school children into junior secondary schools and 37% of the eligible junior secondary school children into senior secondary schools

6. The organisation of a national system of planned teacher training, including university training, to staff the schools, with the elimination of denominational teacher training colleges

7. All this at a total capital cost, as envisaged in 1967 of $152m.

8. The composite school combining junior secondary, senior secondary and even vocational, for small, remote and isolated areas. Where the transfer to the junior secondary school produced acute and costly problems of transport and subsistence (Williams, 1974, pp. 4, 5)¹

Curricula

1. The general objectives of the curriculum for the junior secondary school are:

   a) To equip the pupil for embarking on specialised

¹These were summarised as the principal targets of the Plan by the Prime Minister in an address to the Caribbean Union Conference, 1974.
education and training courses by developing in him the academic attitudes of curiosity, initiative and investigation along with basic competence in a wide range of disciplines

b) To promote a close identity of pupil with his environment and with the national effort at development
c) To develop a responsible attitude towards work
d) To think objectively and be able to adapt to change
e) To develop a sensitive approach to culture beyond the limits of specialisation
f) To understand the physical world of persons, social groups and forces, economic relationships and cultural contributions, both within his own society and in other past and present societies and cultures (Draft Plan, 1968-83, pp. 5, 19)

2. The specific objectives are:

a) To produce some awareness of the interaction and inter-relationships of various subjects with each other--which is the essence of the challenge of secondary education and to produce a degree of competence in each
b) To learn the use and exploitation of a library and to develop taste for reading
c) To participate in the social activities of the school . . .
d) To travel to places of interest
e) To correspond with students of similar age in other countries (p. 19)

3. Senior secondary schools:

The objectives for the senior secondary schools were not as clearly spelled out as were those of the junior secondary schools. This is probably because of the fact that many details were yet left to be determined. The plan states that the "statement on schools to be provided and places allotted." The following brief reference to objectives were found.
a) Exposure to practical subjects
b) Participation in what might be termed "social education"
c) Physical education (p. 35)

Physical

1. Junior secondary schools (See table 3)
2. Senior secondary schools
   a) For conversion into senior comprehensive--6; for conversion into senior secondary general--3; new senior comprehensive schools--12 (p. 33)


The Working Party presented its report in seven sections. These sections, which conform in general to those of the Draft Plan, are: structure, curricula, supply of teachers, plant, implementation, management, and costing. In the report each section concludes with a number of recommendations. In some instances there appear to be a mismatch of the recommendations with the sections under which they are listed. It is out of these recommendations that the goals have been determined.

Administrative/Organizational

Recommendations as they apply to secondary education were made under two categories: junior secondary program and senior secondary program. The report states the awareness of its members to the fact that the implementation of the full programme would be long in coming (probably in the order of 10 years) and so has specifically outlined
what they have termed, "Objectives in the Transitional Period." These objectives are stated under c) and d).

1. Junior secondary program:
   a) That candidates with at least one "A" Level be recruited to pursue a two year program similar to that of primary school teachers so as to provide junior secondary school teachers.
   b) That graduate teachers be recruited into the junior secondary program in the ratio of one graduate teacher to two non-graduate teachers.
   c) That provision be made to get as many primary school graduates into the junior secondary program as possible.
   d) That all junior secondary graduates who wish to continue must have a place in the senior secondary program.

2. Senior secondary program:
   a) That teachers of non-technical subjects in the senior secondary program should all be graduate teachers.
   b) That teachers of technical subjects and specialized craft in the senior comprehensive program should be recruited essentially from the existing corps of trained technicians and craftsmen with a specified minimum experience in industry; they should then participate in in-service teacher training programs.
   c) That at least ten percent of the flow rate of the children in the senior secondary program will go to sixth forms (Report of Working Party on Education, 1976).

The Report recognizes the inadequacy of the present management team of principal and vice-principal to cope with the increased size of the
school plant being proposed. On the basis of this they recommend that the management team for the secondary program consist of a principal, vice-principal, and heads of departments.

Curricula

1. Training of craftsmen within the senior secondary programme, which training must include theoretical work as well as basic skills using simulated work conditions.

2. The movement of all 11+ pupils into a three year junior secondary program with a common course structure composed of: (1) general education, (2) technology, and (3) related workshops.

3. The output of the junior secondary program should divide into: (1) senior secondary input, and (2) input into industry. The senior secondary course to last for two years.

4. The graduates of this two year course should enter either: (1) sixth forms, (2) craft programs, (3) sub-professional and technical schools, or (4) industry.

5. The establishment of Curriculum and Syllabus Standing Committees under the supervision of a Curriculum Development Centre.

6. A complete reappraisal of the system of assessment and evaluation, the guiding principles of which should be: (1) recognition of the attainment of students in all areas of study, and (2) recognition of attainment at only the present General Certificate of Education levels should cease.

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1This study does not concern itself with the details of curricula offerings at the various stages of secondary education, but within this section some broad directions are stated which may appropriately be included.
Physical

Ten senior secondary schools with specialized craft should be built (Report of Working Party on Education, 1976, p. 82).

Summary

The goals in secondary education in Trinidad and Tobago can be characterized as going through a developmental process from 1959 to 1975. The Committee on General Education triggered a number of new ideas which were in some instances modified and added to in succeeding plans and reports. The goals can be condensed to reflect:

1. A development of an administrative structure and physical plant adequate to meet the aforementioned goals.
2. A desire to make the curriculum more diversified, more related to the society in which it was being used and less examination conscious.
3. A provision for more pupils and a more adequate catering for the individual differences.

**Relationship Between Philosophy, Aims, and Objectives**

The establishment of the relationship between philosophy, aims, and objectives in the planning process during the period 1962-1976 would appear on the surface to be hindered by two problems: (1) the absence of any clear definitions of these three terms in the documents analyzed, and, (2) the imprecise and interchangeable use of the terms aim and objective on many occasions. Kim (1973) gives a useful insight into the problems, especially the former. "A prepared educational plan has specified goal-targets under the general statement of..."
planning objectives for educational development during the planning period" (p. 134). For these reasons, the objectives were arrived at by analyzing the goals and goal statements. The relationship between the three positions was determined by the use of four methods:

1. The statements on philosophy were synthesized into short precise statements (even down to one or two words).
2. The aims were also reduced to short statements
3. The objectives were condensed and grouped according to the divisions of the philosophy and aims.
4. The relationships were stated in tabular form.

Even though each document was examined separately there was enough in common to permit the synthesizing of statements without distorting the holistic picture. The concept of service to the people of Trinidad and Tobago found expression in objectives related to the improvement of academic standards; the appointment of a school building officer whose attention would be directed toward the designing and construction of schools specifically relevant to the needs of the country; and the evolution in the modern secondary school of its own local pattern. The new types of secondary schools showed a responsiveness to change in the society.

The indication of individual worth was shown in the diversification of the curriculum, the proper placement of pupils according to aptitude, and the recognition of the attainment of individuals in all areas of educational activity, academic, technical, or otherwise.

The concepts of a proper attitude toward work and equality of opportunity were also expressed as aspects of the philosophy. The attitude toward work was delineated in objectives which integrated the
academic with the practical in the secondary school, the training of craftsmen in the senior secondary school programs and the teaching of agriculture in the rural areas. Equality of opportunity was to be achieved by providing an adequate supply of school places and the abolition of fee-paying. Table 1 represents the relationship between philosophy, aims, and objectives in the major documents during the period 1962-1976.

Summary

Despite the fact that no relationship between philosophy, aims, and objectives are stated explicitly in the documents, it was still possible to establish some definite connections between them as is shown in Table 1. The evidence also suggests a consistence of philosophy and aims over the 15-year period. The objectives get broader in range during the latter part of the period, this is especially so as the demands of a scientific and technological revolution come to bear on the society.

Evaluative Criteria

This section of the study seeks to determine the evaluative criteria by which the "success" or "failure" of plans could be measured. These criteria were determined by looking at the quantifiable goal-targets, e.g. time, number of school places, number of schools to be built, and costs. No evaluation of the plans are being made in this study, neither is there any reference made here to actual realization of these goal-targets. The latter is dealt with in the section dealing with implementation of the plans.
<table>
<thead>
<tr>
<th>Philosophy</th>
<th>Aims</th>
<th>Objectives</th>
</tr>
</thead>
</table>
| Service          | Education must serve the people of Trinidad and Tobago and provide for the growth and development necessary to cope with the responsibilities of Independence | Improvement of academic standards  
Appointment of school building officer  
Development of modern schools' own local pattern |
| Change           | Education must be responsive to change and also prepare its subjects for rapid change | Central/comprehensive schools, junior secondary  
Emphasis on social and environmental issues |
| Individual Worth | Education must pay attention to the worth of the individual, recognizing his mental, physical, social, and spiritual dimensions, also, while being aware of his individual differences | Diversification of the curriculum  
Proper placement of pupils according to aptitude  
Recognition of the attainment of individuals in all areas |
| Attitude Toward Work | Education must develop a responsible attitude toward work | Teaching of Agricultural Science in rural areas  
Integration of academic and practical education in the secondary modern school  
Training of craftsmen in the senior secondary school programme |
| Equality         | Education must provide an equality of opportunity both within the system and for the products of the system | Schools be non-fee-paying  
Examination for all entering, fee paying and non-fee paying  
Adequate supply of school places provided |
Document 1: "Committee on General Education, 1959"

The report of the Committee on General Education, 1959 is not an education plan. It formed a basis on which future plans were developed. Its terms of reference were:

To consider the operation of the educational system of the country and make recommendations on future policy related to the curriculum, the improvement of academic and other standards, and the integration of the diverse elements which comprise our population (p. 23).

On the basis of this, the only criteria upon which this report can be evaluated would be its terms of reference and Government's response to the report. The evaluative criteria can be summarized in these three questions:

1. What consideration did the Committee give to the operation of the educational system of the country?

2. What recommendations were made on future policy related to curriculum, improvement of academic standards, and the integration of the diverse elements comprising the population?

3. What was Government's response to the report--complete acceptance, acceptance with modifications, or rejection?

Reference in the Draft Plan indicates that recommendations of the Committee on General Education were incorporated in its preparation.

Document 2: "Educational Planning Mission, 1964"

The Educational Planning Mission's report like the previously analyzed document is not a plan but a recommendation for future planning.

In 1963 the Ministry of Education and Culture of Trinidad and Tobago submitted a request for an Education Mission to advise the Ministry on planning its education programme both on a long-term and a short-term basis (p. 1).
The broad objectives of the Mission indicated that in cooperation with appropriate Government authorities, they would:

1. Advise the Minister of Education on the organization and functioning of educational planning services within the Ministry, on the use of long-term planning in education as a basis for shorter term programming, on the administrative requirements for the implementation of plans and the requirements of project description, analysis and operations.

2. Study qualitative and quantitative aspects of the current educational situation in Trinidad and Tobago, educational development plans (especially in relation to economic and social targets) and establish areas of such development which require priority action.

3. Identify priority projects in the light of the foregoing study and advise the Government on the description, justification and analysis of such projects, either as a basis for its own action or as a basis for requests for assistance from international planning institutions (p. 1).

With this framework and the limits of time and data available, they attempted to meet the following five objectives.

1. To appraise the existing educational effort with particular emphasis on those features which enhance, or detract from, its capacity, efficiency or potentiality to help achieve the declared aims and targets.

2. To make recommendations for the articulation, the strengthening and the re-orientation of the educational services.

3. To impress on all the significance of the incorporation and integration into the Ministry of Education of a small planning unit.

4. To stress how this planning unit would be of little value if it is not linked effectively with the central planning machinery and is not given full cooperation by similar planning services or technical personnel in other Ministries.

5. To identify projects which will serve to accelerate the pace of interlocking development—educational, social and economic (p. 2).

The Mission did embody in its report proposals relative to a target date for the implementation of its recommendations, a
prioritization of projects (quantitative data), and cost factors. These cannot, however, be considered as evaluative criteria in this context because final action resided with the Government. Most of these proposals come to light in the Draft Plan, 1968-83. Therefore, in the context of the Mission's assignment and terms of reference, the only criteria by which an evaluation can be made are the broad objectives which were specified and which have been stated earlier in this section of the study.

Document 3: "Draft Plan, 1968-83"

The Draft Plan crystallizes many recommendations of the two previous documents into a time period for implementation, quantitative data and cost. The goal-targets projected for the period 1968-1976 are detailed in tables 2, 3, and 4.

Comparisons between the projected and realized goal-targets are examined in the succeeding section which deals with implementation.

The goal-targets for the senior secondary level of education are:

- Anticipated intake in 1976 . . . . 10,275
- Projected enrollment in 1976 . . . . 28,310
- New senior comprehensive schools by 1976 . . . . . . . . . . 8
- Conversion of existing secondary schools to senior comprehensive by 1976 . . . . . . . . . . 6
- Conversion into senior secondary general by 1976 . . . . . . . . 3
### Table 2

**Enrollment Projections for the Age-Group 12-14**

<table>
<thead>
<tr>
<th>Year</th>
<th>Intake</th>
<th>% of Age-Group 12 Years</th>
<th>Enrollment</th>
<th>% of Age-Group 12-14 Years</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Junior Secondary</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1968/69</td>
<td>1.96</td>
<td>7.7</td>
<td>7.00</td>
<td>9.4</td>
</tr>
<tr>
<td>Other than J.Sec</td>
<td>3.62</td>
<td>14.1</td>
<td>10.80</td>
<td>14.5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>5.58</td>
<td>21.8</td>
<td>17.81</td>
<td>23.8</td>
</tr>
<tr>
<td><strong>Junior Secondary</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1969/70</td>
<td>2.80</td>
<td>10.6</td>
<td>6.69</td>
<td>8.7</td>
</tr>
<tr>
<td>Other than J.Sec</td>
<td>3.58</td>
<td>13.6</td>
<td>10.74</td>
<td>14.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>6.38</td>
<td>24.2</td>
<td>17.43</td>
<td>22.7</td>
</tr>
<tr>
<td><strong>Junior Secondary</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1970/71</td>
<td>5.72</td>
<td>21.0</td>
<td>10.48</td>
<td>13.3</td>
</tr>
<tr>
<td>Other than J.Sec</td>
<td>3.70</td>
<td>13.6</td>
<td>10.89</td>
<td>13.8</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>9.41</td>
<td>34.6</td>
<td>21.37</td>
<td>27.0</td>
</tr>
<tr>
<td><strong>Junior Secondary</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1971/72</td>
<td>9.12</td>
<td>32.5</td>
<td>17.64</td>
<td>21.6</td>
</tr>
<tr>
<td>Other than J.Sec</td>
<td>2.84</td>
<td>10.1</td>
<td>10.11</td>
<td>12.4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>11.96</td>
<td>42.6</td>
<td>27.75</td>
<td>34.0</td>
</tr>
<tr>
<td><strong>Junior Secondary</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1972/73</td>
<td>14.56</td>
<td>50.4</td>
<td>29.04</td>
<td>34.5</td>
</tr>
<tr>
<td>Other than J.Sec</td>
<td>2.70</td>
<td>9.3</td>
<td>9.27</td>
<td>11.0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>17.26</td>
<td>59.7</td>
<td>38.31</td>
<td>45.5</td>
</tr>
<tr>
<td><strong>Junior Secondary</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1973/74</td>
<td>16.48</td>
<td>54.9</td>
<td>40.16</td>
<td>46.2</td>
</tr>
<tr>
<td>Other than J.Sec</td>
<td>2.52</td>
<td>8.4</td>
<td>8.06</td>
<td>9.3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>19.00</td>
<td>63.3</td>
<td>48.22</td>
<td>55.5</td>
</tr>
<tr>
<td><strong>Junior Secondary</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1974/75</td>
<td>18.32</td>
<td>59.0</td>
<td>49.36</td>
<td>54.8</td>
</tr>
<tr>
<td>Other than J.Sec</td>
<td>2.52</td>
<td>8.1</td>
<td>7.74</td>
<td>8.6</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>20.84</td>
<td>67.1</td>
<td>57.10</td>
<td>63.4</td>
</tr>
<tr>
<td><strong>Junior Secondary</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1975/76</td>
<td>20.24</td>
<td>63.0</td>
<td>55.04</td>
<td>59.1</td>
</tr>
<tr>
<td>Other than J.Sec</td>
<td>2.36</td>
<td>7.3</td>
<td>7.40</td>
<td>7.9</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>22.60</td>
<td>70.4</td>
<td>62.44</td>
<td>67.0</td>
</tr>
</tbody>
</table>

**Source:** Draft Plan, 1968-81, p. 22.

**Note:** All numbers are in thousands.
<table>
<thead>
<tr>
<th>Year</th>
<th>New Construction</th>
<th>Conversion of Existing</th>
<th>Grand Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Type I</td>
<td>Type II</td>
<td>Type III</td>
</tr>
<tr>
<td>68/69</td>
<td>--</td>
<td>--</td>
<td>1</td>
</tr>
<tr>
<td>69/70</td>
<td>--</td>
<td>--</td>
<td>4</td>
</tr>
<tr>
<td>70/71</td>
<td>--</td>
<td>1</td>
<td>7</td>
</tr>
<tr>
<td>71/72</td>
<td>--</td>
<td>1</td>
<td>10</td>
</tr>
<tr>
<td>72/73</td>
<td>--</td>
<td>1</td>
<td>13</td>
</tr>
<tr>
<td>73/74</td>
<td>3*</td>
<td>1+3*</td>
<td>14</td>
</tr>
<tr>
<td>74/75</td>
<td>3*</td>
<td>1+3*</td>
<td>17</td>
</tr>
<tr>
<td>75/76</td>
<td>3*</td>
<td>1+3*</td>
<td>19</td>
</tr>
</tbody>
</table>

*Non-shift Schools, Intermediate Schools

Type I -- 480
Type II -- 720
Type III -- 960

## TABLE 4

**COSTS (JUNIOR SECONDARY LEVEL)**

<table>
<thead>
<tr>
<th>Year</th>
<th>New Units</th>
<th>Conversion</th>
<th>Total</th>
<th>Junior Sec</th>
<th>Junior Level of Other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1968/69</td>
<td>1.360</td>
<td>.23</td>
<td>1.590</td>
<td>.85</td>
<td>1.81</td>
<td>2.66</td>
</tr>
<tr>
<td>1969/70</td>
<td>3.657</td>
<td>.600</td>
<td>4.257</td>
<td>2.87</td>
<td>2.00</td>
<td>4.87</td>
</tr>
<tr>
<td>1970/71</td>
<td>3.985</td>
<td>.405</td>
<td>4.390</td>
<td>2.77</td>
<td>1.95</td>
<td>4.72</td>
</tr>
<tr>
<td>1971/72</td>
<td>4.818</td>
<td>.575</td>
<td>5.393</td>
<td>4.42</td>
<td>1.95</td>
<td>6.37</td>
</tr>
<tr>
<td>1972/73</td>
<td>3.779</td>
<td>.500</td>
<td>4.279</td>
<td>6.23</td>
<td>1.77</td>
<td>8.00</td>
</tr>
<tr>
<td>1973/74</td>
<td>6.320</td>
<td>--</td>
<td>6.320</td>
<td>8.03</td>
<td>1.79</td>
<td>9.82</td>
</tr>
<tr>
<td>1974/75</td>
<td>3.900</td>
<td>--</td>
<td>3.900</td>
<td>9.11</td>
<td>1.78</td>
<td>10.89</td>
</tr>
<tr>
<td>1975/76</td>
<td>2.358</td>
<td>--</td>
<td>2.358</td>
<td>10.21</td>
<td>1.76</td>
<td>11.97</td>
</tr>
</tbody>
</table>

**Source:** Draft Plan, 1968-83, p. 22.

**Note:** Costs are given in millions.
### TABLE 5
COST PROJECTIONS (SENIOR SECONDARY EDUCATION)

<table>
<thead>
<tr>
<th>Year</th>
<th>Capital</th>
<th>Recurrent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1968</td>
<td>--</td>
<td>3.79</td>
</tr>
<tr>
<td>1969</td>
<td>--</td>
<td>4.84</td>
</tr>
<tr>
<td>1970</td>
<td>2.097</td>
<td>4.85</td>
</tr>
<tr>
<td>1971</td>
<td>4.503</td>
<td>4.38</td>
</tr>
<tr>
<td>1972</td>
<td>3.093</td>
<td>5.14</td>
</tr>
<tr>
<td>1973</td>
<td>3.242</td>
<td>6.47</td>
</tr>
<tr>
<td>1974</td>
<td>1.134</td>
<td>7.37</td>
</tr>
<tr>
<td>1975</td>
<td>3.966</td>
<td>8.15</td>
</tr>
<tr>
<td>1976</td>
<td>3.789</td>
<td>9.19</td>
</tr>
</tbody>
</table>


The Working Party on Education was appointed by Cabinet in 1975 in response to the Prime Minister's Proposals to Cabinet, 1975. The basis of the appointment was to re-appraise the Draft Plan. They were given very extensive terms of reference and even more extensive guidelines. The Report of the Working Party became the successor to the Draft Plan.

The following are excerpts from the terms of reference and policy guidelines as are pertinent to secondary education.

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Terms of Reference

1. To re-appraise the Draft Education Plan and identify major changes that would be necessary in the light of the new policies

2. To make recommendations for the implementation of these changes

3. To outline course structures and curricula for proposed programmes

4. To review the school building programme and recommend necessary changes

5. To recommend an appropriate management structure for the proposed programmes and schools

6. To estimate both recurrent and capital costs for the recommended modifications (pp. 1, 2)

Policy Guidelines

1. That the norm for post-primary education be a period of at least five years

2. That the three-year Junior Secondary School programme remain an integral part of the Education Plan

3. That the concept of programmes in specialised craft training done in isolation in Government controlled vocational schools be rejected

4. That technology in all its aspects be given a priority position in any modification of the Education Plan

5. That an integrated comprehensive programme embracing the traditional academic, pre-technician, commercial, general industrial, and limited specialised craft training, utilising common facilities and with common management, be adopted as the national model for 14+ education

6. That the shift system be phased out as quickly as possible

7. That the following principles should govern the short-term measures required to provide the projected 10,280 additional places:
   a) Efforts should be directed to the completing of some 8 to 10 Senior Comprehensive Schools with such modifications as are needed to accommodate programmes for
limited specialised craft training - meaning, specifically, the expansion of the numbers proposed (1,200) at least to the size of St. Augustine Senior Secondary (1,400)

b) Where suitable and necessary, to accelerate the building programme, the sites earmarked for the vocational schools should be utilised for the proposed Senior Comprehensive Schools

c) That the location of these schools be considered in the light of the original programme, combining the proposed vocational schools with that of the proposed Senior Comprehensive Schools wherever these have common or almost common locations.

d) No vocational schools as originally planned should be undertaken at this time and the vocational school now under construction at Chaguanas should immediately be modified to accommodate a comprehensive programme as described

e) That the procedures for the implementation of the short-term building programme as outlined in the supplementary report from the Ministerial Sub-Committee be accepted with the provision that:

(1) Proposals for pre-engineered and pre-fabricated systems be entertained as well as traditional forms of construction

(2) That the supervisory management structure proposed be reduced (pp. 1-3)

The policy guidelines in themselves prescribe some evaluative criteria. The report, however, is inconclusive regarding time, specific data on number of school places and school buildings, and costs. The sections of the report which deal with these subjects admit their incompletion. In the chapter on "Plant," the summary indicates that the numerical facts can only be presented as regards shortages of places.

<table>
<thead>
<tr>
<th>Total No. Of Places Required In All Regions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Junior Sec. Programme</td>
</tr>
<tr>
<td>Senior Sec. Programme</td>
</tr>
</tbody>
</table>
Total No. Of Places To Be Upgraded In All Regions

Junior Sec. Programme To be supplied later
Senior Sec. Programme To be supplied later (p. 72)

The reference to time for implementation states:

The implementation must be phased over a period of years if only because it takes time to build plant. The time necessary for the total implementation will allow a certain amount of experimentation and hence flexibility in realising the recommendations of the Working Party (p. 13).

The data on costs does not include Tobago and therefore cannot be used for evaluative purposes.

It may be assumed that since the Draft Plan was used as a base for the Working Party's Report some of the projections of the Draft Plan were still being utilized and the Report attempted to indicate the short fall in certain areas, especially intake and enrollments.

Summary

The evaluative criteria by which the various "plans" can be assessed vary in nature according to content and framework of the documents. In the first two documents the evaluative criteria had to be more general than specific since they were primarily tools for planning rather than plans. Document 3, the Draft Plan, 1968-83, conformed to the specifications of an educational plan and contained hard data by which evaluation of success or failure could be made. The Report of Working Party on Education, 1976 by definition and nature should have had more hard data but was lacking in this respect.

The concrete evaluative criteria then are: Enrollment, Number of Schools, Costs--capital and recurrent, and Time designations.
Planning Machinery and the Process of Implementation

The process of implementation is very closely linked in practice to the planning machinery in Trinidad and Tobago. They are coupled together in this section because aspects of their respective analyses complement each other. The analysis of this section is divided into two parts, firstly, the planning machinery, and secondly, the process of implementation. The planning machinery is analysed both from a sectoral and national perspective. The process of implementation is analyzed on the basis of three measures: (1) the actions which were involved, (2) the location of implementation, and (3) the portion of the plan implemented.

The documents from which the data are derived on the planning machinery are not entirely the same as those already used in this study. The documents are also four: Educational Planning Mission, 1964 and Draft Plan, 1968-83; and two additional ones, Second Five-Year Development Plan, 1964-68, and "Proposals for Restructuring and Increasing the Staffing Establishment of the Educational Planning Unit," 1976.

Planning Machinery


In this plan special attention was given to planning techniques and organization. The planning process was classified as having five components: (1) assessment of resources, (2) setting of objectives, (3) formulation of measures to achieve the objectives, (4) carrying out of the measures, and (5) evaluation of the extent to
which the objectives are being achieved. As an amplification on point 4 they recognized that, "appropriate machinery has to be available for the implementing of the Plan both with respect to the public and the private sectors" (pp. 11, 12).

In very general terms the planning process in Trinidad and Tobago is divided into two segments: plan preparation and evaluation, and plan execution or implementation. Plan preparation and evaluation is the responsibility of the National Planning Commission and plan execution is the responsibility of the Ministers and their respective Ministries. This structure though is not watertight in its operation thus excluding the Ministries from any aspect of plan preparation. Sectoral and project planning was under the province of the Ministries with overall planning under that of the Commission (p. 10).

Government was at that time aware of certain deficiencies in its planning machinery and proposed certain measures to offset these deficiencies.

It is proposed to meet the deficiencies which now exist in the following ways:

1. The designation within each Ministry and Statutory Board of Planning Officers and Planning Committees whose functions it would be to formulate and oversee the execution of Plans relating to the particular Ministry or Statutory Board

2. A clearer definition of functions

3. The institution of sound project planning procedures in Ministries and Agencies carrying out engineering and similar projects through the establishment of Costing and Statistical Sections; through the preparation of Project Reports on all major projects for submission to the National Planning Commission; and through better field supervision of the execution of projects

4. An intensive programme of In-Service Training for
both administrative and technical officers—particularly with respect to financial control and development planning

5. A better system of progress reporting on Plans and a recasting of annual Departmental and Ministerial Reports to give more emphasis to progress made in meeting the objectives of the Plan

6. An attempt to meet shortages of technical staff (p. 21)

The deficiencies which these measures were intended to meet are summarised into four factors.

1. Fuller participation of Ministries in the planning process

2. A clearer definition of functions as between the various parts of the administrative machinery

3. Sound project planning with a view to better control of expenditure

4. Overcoming shortages of trained technical staff, especially engineers, and the dissemination of administrative skills among non-technical officers (p. 20)

The articulation of these deficiencies and the measures made to offset them indicate an understanding of the requirements of successful planning and a positive effort toward that goal.

Document 2: "Educational Planning Mission, 1964"

The Planning Mission, again following the line of the Second Five-Year Plan, made some specific recommendations regarding the establishment of an Educational Planning Unit within the Ministry of Education and Culture. The Unit would be under the immediate direction of the Chief Education Officer and would undertake or initiate educational and sociological research, field surveys, statistical and financial studies. The Mission clearly states that the Unit would have no direct part to play in implementation, only as it is necessary to advise in operational procedure and make evaluational studies (p. 14).
The details and structure are as follows:

**The Flow of Planning in the Educational Sector**

(i) Plan Prospects - by Ministry Planning Unit  
(ii) Plan Formulation - Ministry Planning Committee  
(iii) Plan Approval - by Central Planning Commission  
(iv) Budgeting - by Ministry Finance Unit  
(v) Initiation and Operations - Permanent Secretary and Chief Education Officer  
(vi) Supervision of Educational Activities - by Ministry Inspectorate  
(vii) Statistical Data - by the Ministry Records and Statistical Units  
(viii) Evaluational Reporting - by Ministry Planning Unit and Supervisory Services (p. 83)

The Planning Mission did not go into any great detail on the role, functions and activities of the Planning Unit. It preferred to suggest that the literature on the subject should be consulted and that this could serve as a source by which final decisions could be informed.

**Document 3: "Draft Plan, 1968-83"**

The writers of the Draft Plan were very cognizant of a gap developing between efficiency of operation, as reflected in the existing administrative structure; on one hand, and realization of educational aims, as reflected by an expanding school system on the other. This perspective encompassed the entire sphere of educational administration in the country.

It has now become urgently necessary that Education Administration be strengthened in order to discharge the...
responsibilities which the system needs to have discharged. This is a task even more urgent than that of school expansion because administration has been steadily losing the struggle to meet the demands placed upon it by an expanding school system (p. 74).

In the light of this situation the Plan gives the ground for reorganization of the Ministry at the administrative center and proposes a new structure.

Reorganisation of the Ministry at Head Office has now become vitally necessary for several reasons:

The responsibility of Government in Education has now increased tremendously, and in the light of recent legislation, will continue to do so.

Within recent years the Ministry has undertaken a number of additional tasks.

The system itself is changing and placing new demands upon administration.

The professional contribution to the administration has been marked by a steady decline relative to the demands of the system.

There is, in the light of the above, a most urgent need for establishing forthwith a rationally conceived administrative structure capable of efficiently discharging the country's commitments in Education. This is required not as a condition of implementing this development Plan but as a condition of existence in the present time. It is however absolutely essential as a basis for any future progress (p. 75).

In brief, the structure places overall control and supervision in the hands of the Minister, with four deputy secretaries, one of whom is directly responsible for Planning and Development. Further details of the structure are spelled out as follows:

1. The Planning Process--The Planning Committee. Composition of the Planning Committee would be: The Minister, the Permanent Secretary, the Chief Education Officer, the Deputy Secretary (Planning and Development), and other persons invited by the Minister.
2. The Process of Execution of Policy--The Administrative Committee. This is a committee comprised of the Minister, Permanent Secretary, Chief Education Officer, and any others added by the Minister. They would meet weekly to review departmental reports, and review policy matters (p. 78).

Implementation does become a function of the Planning Unit in contrast to the Educational Planning Mission's proposal that it be excluded. Figure 3 shows the complete pattern of the organizational structure.

Document 4: "Proposals for Restructuring and Increasing the Staffing Establishment of the Educational Planning Unit," 1976

The most concrete details of the process of implementation in educational planning in Trinidad and Tobago are those contained in "Proposals for the Restructuring and Increasing the Staffing Establishment of the Educational Planning Unit," 1976. The Planning Unit expresses the need to increase its staff as a result of the demands it is required to fulfill. The Unit is involved not only in plan preparation but also in plan implementation and evaluation.

The staffing establishment of the Educational Planning Unit is now critically inadequate to carry out the functions of the Unit, especially in the light of continuing increases on its workload (p. 1).

Figure 4 attempts to show the entire function of the Unit as it copes with the responsibilities both of plan preparation and implementation. It does provide an indication of the various segments of the process, however, it does not clearly indicate the relationships between the various components of the process. It would appear that the lower section of the figure represents inputs into the overall

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Fig. 3. Ministry of Education and Culture Organizational Structure (Draft Plan, 1968-83, p. 77)
**Overall Planning Process**

(i) Research, Statistics, Analysis and Evaluation of
   (a) Needs
   (b) Resources
   (c) Outcomes

(ii) Selection of Priorities based on (i)

(iii) Target Setting, Programming and Briefing

(iv) Financing and Costing

(v) Continuous Follow-up
   (a) Implementation Roles - e.g. Monitoring
   (b) Evaluation and Review

---

Plan Formulation
Long-Term
Medium-Term

Projects Implementation
Short-Term
(Annual Budget)

Co-ordination

Projected Capital
Projected Recurrent

Inputs:
(Paragraph 4)

Liaison with relevant Authorities

Fig. 4, The System Including Curriculum At All Levels of Education (Government and Assisted) ("Proposals for Restructuring," 1976, p. 4)
process shown in the upper section.

In the reorganization of the Unit four operational branches are proposed:

1. Research and Plan Formulation Branch
2. Projects Programming and Implementation Branch
3. Architectural Branch
4. Statistical and Lisison Branch

The paper details for each branch the tasks, staff and the duties of each staff member. The details for branch 2 are supplied here because at this point implementation is being considered.

Tasks

1. Annual determination of project priorities from the cumulative inventory
2. Preparation of Budget Proposals with estimated cost per project
3. Phasing of Budget Provisions into Monthly and Quarterly programmes and targets
4. Preparation of Quarterly requests for release of funds by the Ministry of Finance
5. Approval of Building Designs with reference to Architect's Briefs prepared by the Research and Plan Formulation Branch
6. Recommendations with respect to:
   a) Claims (by Boards) of Assisted Schools, etc. for payment
   b) Requests (by Government executing agencies) for release of funds.
7. Monitoring required action:
   a) On Projects
   b) On cash flows
8. Evaluation of:
   a) Cash flows vis-a-vis progress of works
   b) Required educational standards
   c) Reports by Authorities

9. Evaluation of performance and outcomes during "on stream" occupation and curriculum use (pp. 8, 9).

Staff and Duties

Table 6 shows the staff and duties as were proposed in "Proposals for Restructuring and Increasing the Staffing Establishment of the Educational Planning Unit," 1976, while figure 5 shows the proposed structure of the Planning Unit.

| TABLE 6 |
| PROPOSED STAFF AND DUTIES |

<table>
<thead>
<tr>
<th>Staff</th>
<th>Duties</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Senior Educational Planner (Educationist)</td>
<td>Co-ordinate work of Branch; Annual Determination of project priorities and preparation of Budget Proposals; Phasing of Budget Provisions into monthly and quarterly programmes. Approval of designs and recommendation of claims for payment or requests for releases. Monitoring required action. Evaluation of performance and results during &quot;on stream&quot; occupation and functioning.</td>
</tr>
<tr>
<td>1 Educational Planner III (Educationist)</td>
<td>Assisted Schools: Annual determination and inventory of needs in connection with Budget Proposals. Collaboration in preparation of Budget Proposals with estimated costs; Monitoring required Action on Projects, including continuous evaluation of cash flows vis-a-vis progress, required standards and reports by Authorities. Evaluation of</td>
</tr>
<tr>
<td>Staff</td>
<td>Duties</td>
</tr>
<tr>
<td>-------</td>
<td>--------</td>
</tr>
<tr>
<td>1 Educational Planner III (Educationist)--Continued</td>
<td>Performance and results during &quot;on stream&quot; occupation and functioning</td>
</tr>
<tr>
<td>1 Educational Planner III (Educationist)</td>
<td>Government Projects Managed by Ministry of Works and World Bank Project Unit:--as for Educational Planner III above</td>
</tr>
<tr>
<td>1 Educational Planner III (Educationist)</td>
<td>Technical and Vocational Education:--for Educational Planner III above</td>
</tr>
<tr>
<td>1 Educational Planner I</td>
<td>Support in general: Plus miscellaneous supplies and services (e.g. teachers, non-teachers, equipment, books and materials, furniture, water, electricity): as for Educational Planner III above</td>
</tr>
<tr>
<td>2 Field Survey Officers</td>
<td>Assisting above Planning Officers as required:--Field Surveys, etc.</td>
</tr>
<tr>
<td>1 Clerk III</td>
<td>Clerical work including correspondence processing, disbursements and recording w.r.t. claims and requests by Boards of Management etc. and requests for releases by executing agencies</td>
</tr>
<tr>
<td>2 Clerk II</td>
<td>Clerical work as required</td>
</tr>
<tr>
<td>Clerk/Typists</td>
<td>Clerical work as required</td>
</tr>
</tbody>
</table>

**SOURCE:** "Proposals for Restructuring," 1976, pp. 2, 3

**NOTE:** See figure 5 for proposed structure of Planning Unit

**Process of Implementation**

**Document 1: "Committee on General Education, 1959"**

**Actions Involved**

The researcher found no detailed account of actions taken by the Government on the Committee's report. There were, however, a
**Research and Plan Formulation Branch**

- 1 Senior Educational Planner (Educationist)
- 1 Educational Planner III (Educationist)
- 1 Educational Planner II (Economist)
- 1 Educational Planner II (Sociologist/Demographer)
- 1 Educational Planner I
- 4 Field Survey Officer

**Projects Programming and Implementation Branch**

- 1 Senior Educational Planner (Educationist)
- 3 Educational Planner III (Educationist)
- 2 Educational Planner I
- 2 Field Survey Officer
- 1 Clerk III
- 2 Clerk II

**Architectural Branch**

- 1 Senior Educational Planner (Architect)
- 2 Building Inspector
- 1 Draughtsman
- 1 Clerk II

**Statistical and Liaison Branch**

- 1 Educational Planner II (Liaison)
- 1 Statistical Officer III
- 1 Statistical Officer I
- 1 Clerk III
- 1 Clerk II
- 2 Clerk I

Clerical Establishment--Pool: 1 Clerk/Stenographer II

**Fig. 5. Proposed Educational Planning Division and Staff Establishment**

("Proposals for Restructuring," 1976, n. 6)
number of references in certain secondary sources which indicate some general actions. The most direct references to Government's response to the report was found in the General Election Manifestos of the People's National Movement (PNM) of 1961 and 1966 respectively. The party gave an account of its accomplishments during the terms of office, 1956-61, and 1961-66. In the former instance, 1961, they also gave perspective for the coming term.

Accomplishments:

The reorientation of the educational system and expansion of educational opportunity with particular reference to the enunciation by a local commission of a new philosophy and new standards of education rooted in the local environment and adapted to local needs.

Perspectives:

Implementation of the recommendations of the Maurice Commission\(^1\) on education (as amended by the Cabinet's proposals) will be continued, with particular reference to administrative reorganization and technical education (Major Party Document, pp. 115, 126).

In 1966 the statement in retrospect was,

In the field of education, PNM has steadily implemented the recommendations of the Maurice Committee on Education, as pledged in 1961, principally by the passage of the Education Act in 1965 (PNM, General Elections Manifesto, 1966, p. 10).

There are three other sources which make some reference to actions involved.

1. We recommend also that the Minister should be enabled to seek advice a) from a National Council for Education and b) from local Education Advisory Committee

(Both of these proposals were made by the Maurice Commission.)

\(^1\)The Committee on General Education is sometimes referred to as the Maurice Commission, so named after its chairman, J. Hamilton Maurice. The writer was unable to determine the amended proposals by Cabinet.
Committee and both were accepted in principle by Government) 
(*Education Planning Mission, 1964, p. 17*)

2. Previous plan proposals, particularly those of the Maurice Committee of 1959 . . . have been utilised in the drawing up of these proposals (*Draft Plan, 1968-83, p. 5*)

3. The 1959 committee presented its report during the operation of the first Development Programme for Trinidad and Tobago . . . the recommendations of the 1959 committee however provided the basis for a more extensive programme of educational expansion which formed part of the next Development Plan--the 1964-68 Second Five-Year Plan (*Alleyne, 1968, p. 38*)

As a statement of the actions involved after presentation of this report to Government, it can be said that there was general acceptance and implementation of most of the recommendations and that some of the recommendations formed the basis for future planning.

**Location of implementation**

It is axiomatic that the location for the implementation of all the recommendations and proposals in this study is Trinidad and Tobago. However, some reports made specific recommendations on location for certain projects. Little of this was provided in this report. The only references to location found were:

1. Two grammar schools for girls--one in Port-of-Spain and the other in San Fernando

2. Farm schools for boys and girls in two or three rural areas to be selected by the Chief Technical Officer in the Ministry of Agriculture (*Committee on General Education, 1959, pp. 184, 191*)

**Portion of plan implemented**

Neither the recommendation on the two grammar schools or the farm schools was implemented. There were no quantitative targets set
in this report; it is therefore not possible to show implementation in quantitative terms. There was however, some increase in quantitative provisions for education following the acceptance of the report. This can be attributed to some recommendations in the plan. Newton and Braithwaite (1975) indicate that following on recommendations made, Government embarked upon a program of rapid increase in secondary schools. Where as in 1959 Government only had two secondary schools, between 1961-1963, ten modern schools and one grammar school were erected.

Much of the material presented under "actions involved" indicate in general terms the portion of the plan implemented.

Document 2: "Educational Planning Mission, 1964"

Actions involved

The actions taken on the Planning Mission's report form a direct link between the said document and the Draft Plan, 1968-83, which succeeded it. The summary of relevant actions are as follows:

1. A Planning Unit was established in the Ministry of Education and Culture to continue work on the Educational Development Plans. (This was the primary recommendation of the Mission)

2. A team was assembled for this purpose in 1964 and continued work until 1966.

3. In 1967 a paper was presented to Cabinet entitled, "Outlines of a Plan for Educational Development in Trinidad and Tobago, 1967-83." On the basis of this Cabinet took certain broad decisions, those relevant to secondary education are quoted here.

   a) The principle of provision of general education for all children up to age 14 in two stages—namely,
primary, followed by Junior Secondary, should be accepted

b) The principle of provision of specialised education and training for a selected entry at age 15 into academic and/or technical courses should be accepted

c) The selection of pupils at age 11-plus should be eliminated as rapidly as the resources of the country would allow of the expansion of opportunities for admission to Junior Secondary Schools

d) Specialised training should be provided as far as possible for approximately 35 percent to 40 percent of the age group above 15 years, bearing in mind proposals for an education extension service for persons not attending a full time school (Draft Plan, 1968-83, p. 3)

4. The Draft Plan, 1968-83 embodying proposals of both the Maurice Report and the Planning Mission was prepared and accepted as the "Education Plan" for the country (p. 3).

Location of implementation

The Planning Mission made no specific recommendations on the location of projects. This assignment was left to the further stage of proposal development which culminated with the Draft Plan.

Portion implemented

The advisory role of the Planning Mission and the more conceptual rather than quantitative nature of its proposals makes the "actions involved" almost identical with the portion implemented. The four actions involved as stated in the previous section were all implemented.

Document 3: "Draft Plan, 1968-83"

Actions involved

An understanding of the actions involved in this instance can only be perceived in the light of the relationship between planning
and administration. Ghaussi (1968) supports the close nature of the two by stating that the administrative structure is the soil into which the process of implementation is planted. The Government expresses a similar awareness of the relationship.

The problems of development and planning cannot be separated from the problem of administration. For once the Government of a self-governing community has decided to pursue certain defined social and economic goals, the area of administration becomes co-terminous with the area of development and planning (Second Five-Year Development Plan, 1964-68, p. 19).

In the light of this, the administrative structure as outlined in figures 3 and 4 provide the insight into the actions involved in the implementation of the plan. Actions involved therefore become synonymous with the administrative structure which is in existence.

**Location of implementation**

Only with regard to the location of the senior secondary schools did the Draft Plan indicate specific areas either for the conversion of existing plants or the erection of new ones.

1. For conversion into Senior Comprehensive (by the addition of Technical wings and elimination of Junior forms)
   a) Sangre Grande (which will however continue to keep lower forms for a few years at least)
   b) Couva
   c) Point Fortin (by merging with the Point Fortin Vocational Centre)
   d) St. George's College
   e) South East Port-of-Spain (with part of the Eastern Market being used for workshops)
   f) Diego Martin

2. For conversion into Senior Secondary General (without Technical wings, by elimination of Junior forms)
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a) Queen's Royal College

b) St. James and Polytechnic (merging of the two for 4th, 5th and 6th Form work)

c) Belmont Girl's

3. New Senior Comprehensive Schools are envisages as follows:

   a) St. Augustine
   b) Tunapuna
   c) Arima
   d) Rio Claro
   e) Chaguanas
   f) Princes Town
   g) Fyzabad/Oropouche
   h) San Fernando
   i) Siparia
   j) Laventille Morvant
   k) North Victoria
   l) Scarborough

   (Draft Plan, 1968-83, p. 33)

Portion implemented

Information regarding the exact target goals met by 1976 are very sketchy. One factor however, is quite clear, the proposed targets were not realized. Hard data on the portion implemented were drawn from a number of different sources, most of which are unpublished.

In 1975, the Prime Minister in an address to the Caribbean Union Conference referred to some of the achievements of the Plan and also mentioned difficulties encountered in the implementations. The target goals mentioned were for the period 1967-74.

1. 16 Junior Secondary schools at a capital cost of $16.7 million, providing 15,120 places (this includes 3 schools not yet completed). Proposed target was 24 Junior Secondary schools in operation, enrolment 49,360; cost, 27.828 million dollars (TT)

2. The Senior Secondary school enrolment target was 8,800 new places, only 2,580 were realized (Williams, 1974, pp. 7, 8)

The factors contributing to the delays are classified as:

1. The protracted negotiations for international loans

2. The problem of selection and acquisition of sites, not infrequently involving subsequent changes
3. Delays in design and tenders procedure

4. Delays in construction due to bad weather, strikes, building material shortages

5. Rising costs, especially due to inflation, salary and wage readjustments

There have been three principal results of these delays:

1. The original targets have not been met.

2. The delays in the construction programme have been formidable

3. During this period, partly as a result of these delays, there has been a ferocious increase in costs, adding to the expenditures on education and causing a diversion of funds from other national priorities or other aspects of the educational system (p. 33)

The most accurate data which could be obtained for the quantitative goals realized by 1976 in relation to proposed goals for the same period are indicated in table 7.

**TABLE 7**

**COMPARISON OF PROPOSED AND REALIZED GOAL TARGETS IN DRAFT PLAN, 1968-76**

<table>
<thead>
<tr>
<th>School</th>
<th>Number</th>
<th>Enrollment</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Proposed</td>
<td>Realized</td>
</tr>
<tr>
<td>Junior Secondary</td>
<td>30</td>
<td>16</td>
</tr>
<tr>
<td>Comprehensive</td>
<td>15</td>
<td>3</td>
</tr>
</tbody>
</table>

**SOURCE:** General Elections Manifesto, 1976, p. 12.

1The statistics for 1977 are: 79 Government and assisted secondary schools; (this figure includes 20 junior secondary schools, 3 senior secondary schools, 8 senior comprehensive schools, 1 composite school); enrollment, 78,000 (approximate); intake through the Common Entrance Examination, 18,369 (Dottin, 1977).

Actions involved

The report was studied by the Minister of Education and Culture who made comments on each recommendation and also recommended to Cabinet along a four point scale: accept, accept in principle, accept with modifications, defer for further study. A few items were referred to other ministeries of Government for consideration.

Unpublished sources in the Ministry of Education indicate that one year after the report was submitted a review of the decisions taken was made in order to assess the progress made in implementation. There was some success in the implementation of some decisions. Areas in which little progress was made included:

1. Appointment of teachers—majority not appointed
2. No teachers in technical and vocational subjects appointed
3. No specialized instruction instituted
4. No new management structure evolved
5. Secondary school technical program divorced from what goes on at primary and university level
6. Little follow-up on Working Party recommendations
7. Abrupt end to dialogue between Government and denominational bodies
8. Inherent problems associated with the shift system: transport, family work pattern, drugs
9. Maintenance problems

There were no further data available on the Working Party's Report.
Summary

From the earliest attempts at serious educational planning in Trinidad and Tobago, the relationship between the administrative structure and plan implementation has been recognized as being important. The specificity of recommendations on this relationship became more precise in the later documents analyzed.

The major document of educational planning was the Draft Plan, 1968-83; it drew from the documents which preceded it and influenced the major document which followed it. Problems relative to its implementation surfaced around 1974. Even though the accomplishments of the Government in implementing the plan are quite commendable, and as the Prime Minister said, cannot be sneered at, "the original targets were not met."

Most of the arguments put forward to account for the delay appear to reflect administrative problems. There was also a reticence on the part of certain elements in the society to fully accept the recommendations on conversion of existing secondary schools.

Method for Arriving at Conclusions and Recommendations

In this section of the study is outlined the approach taken to arrive at conclusions and recommendations. In the analysis of some of the previous sections, data relevant to this particular concern was presented. The particular sections were those on philosophy, and planning machinery and implementation. The researcher sought to determine how each planning committee or working party went about its assignment.
The report of the Committee contains only a short section entitled, "Procedure Adopted for Inquiry." The Committee was composed of 22 members, this group was divided into two main groups and several small sub-committees. These sub-committees were assigned various issues and were required to report to the larger body periodically. Based on the specific procedure stated in the section referred to and also from various sections of the report, the procedure can be outlined as follows:

1. Sub-division into groups for handling specific areas, some of which include:
   a) An historical survey of both primary and secondary education
   b) Responsibility and control--the machinery of administration
   c) The school system--its reorganization and objectives
   d) The teaching profession
2. Receiving memos or various topics from
   a) Municipal and county councils
   b) Business organizations
   c) Religious bodies and denominational boards
   d) Committee members
   e) Teachers organizations
   f) Private citizens
3. Visits to various educational institutions in the country
4. Interviews with the existing administrators of education in the country
5. Discussion of the complete committee on the various recommendations (Committee on General Education, 1959, pp. 22, 23)

There is no more precise information which indicates the method employed in arriving at their conclusions and recommendations.

Document 2: "Educational Planning Mission, 1964"

The Planning Mission worked in close cooperation with government authorities in the realization of its recommendations. It may be considered that the Mission provided the planning expertise needed by the Government to give direction to its philosophy, aims, and objectives in education. The team was on location in Trinidad for a period of eight weeks (April 2 to May 26, 1964). Its work was conducted by field studies and consultations. Consultations were conducted with:

1. The Prime Minister of Trinidad and Tobago, Dr. Eric Williams
2. The Minister of Education and Culture, Senator Donald Pierre
3. The Permanent Secretary and Chief Education Officer in the Ministry of Education and Culture
4. Senator J. Hamilton Maurice, Chairman of the Committee on General Education, 1959
5. Representatives of industry, commerce and labor organizations
6. Representatives of Government departments and ministries other than education:
   a) Labour
   b) Agriculture, Lands and Fisheries

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c) Works and Transport

d) Central Statistical Office

e) Tobago Affairs

f) Finance

g) Economic Planning Division

h) Board of Industrial Training

7. U.N. organizations, foreign embassies, and international agencies based in Trinidad

8. Members of the academic community from

a) The University of the West Indies

b) Principal of the polytechnic

c) Principals and staff on the technical institutes

d) Principals and staff of the teachers' colleges

e) Principal and staff of the Eastern Caribbean Farm Institute

f) Heads and staff of secondary and primary schools

g) Teacher organizations

h) Special committee for Tobago problems

i) One denominational board of management

(Educational Planning Mission, 1964, pp. 87-89)

The Planning Mission consulted and received advice from a wide cross-section of the community, it also received a major portion of its input from Government ministries and departments. On the basis of these and together with its professional skills it provided the Government with its conclusions and recommendations.

Document 3: "Draft Plan, 1968-83"

The Draft Plan is very brief on the procedure adopted in

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arriving at its conclusions. In consequence of a recommendation by the Educational Planning Mission, 1964 that a planning unit be established in the Ministry of Education and Culture, a team was assembled in July 1964 to implement this proposal and also to continue work on the Educational Development Plan. For the ensuing two years, 1964-66, the team worked on this Plan and presented to Cabinet in March 1967, "Outlines of a Plan for Educational Development in Trinidad and Tobago, 1967083." The only procedural step indicated is that consultations were held "with various bodies . . . persons and groups."

Williams (1974) states that, "the Plan, which was fully discussed with interested parties and the public in general at many levels, was on the whole well received . . . ."

A more indepth understanding of the method involved in arriving at conclusions was gained in an interview with a senior officer in the Planning Unit. The method is summarized as follows:

1. The planners in the Unit formulate their own idea as they examine the society in which they operate

2. Since the society is democratic with a government elected by the people, the Government is regarded as the mouth-piece of the people

3. Policy statements of Government, manifestos, charters and speeches are carefully studied with a view to be reflected in the education plans

4. Identify problems in the society which need to be solved in order for Government's aim to be realized

5. Communication with the people by:
a) Keeping an inventory of ills as submitted orally or written

b) Informal contacts at the grass roots level

6. Consultations with various organizations
7. Research (Emmanuel, 1977)

While it is not safe to say that this was the complete procedure adopted in the preparation of the Draft Plan, it enlarges the process and lends a measure of clarity to this statement in the Draft Plan, "... work is still going on in various committees and in field research towards the achievement of the general aim of the Plan . . . ."


There is no statement on procedure in this report.

Summary

The various committees which were involved in educational planning or quasi-educational planning adopted a number of different methods in order to arrive at the conclusions and recommendations. The procedures can be condensed into the following five steps:

1. Input from the publics to be served--gathered either by memoranda, interview, informal contact, or consultation
2. Recognition of Governmental policy statements
3. Discussion with the Committee group
4. Professional expertise as provided by international organizations.

The exact term used by the officer was a colloquialism--liming.
5. Research

These steps were followed with certain variations by the respective committees as was revealed in the various documents examined.

Chapter Summary

In the presentation and analysis of the data undertaken in this chapter, it was established that between 1962 and 1976 the Government of Trinidad and Tobago was engaged in a planning process in secondary education. The data in support of this are contained in five major sources: Committee on General Education, 1959 (Maurice Report); Report of the Educational Planning Mission, 1964; Draft Plan for Educational Development in Trinidad and Tobago, 1968-1983; Report of Working Party on Education, 1976; and Prime Minister's Proposals to Cabinet on Education, September 18, 1975.

This analysis was undertaken to determine seven particular issues; stated briefly they were: a philosophical basis, a theoretical concept; goals; relationships between philosophy, goals, and objectives; evaluative criteria; planning machinery and process of implementation; method for the arrival of conclusions and recommendations. After each section was dealt with, a summary of the findings was presented.

A synopsis of these findings indicate that the philosophical basis of planning was rooted in the feeling that education in Trinidad and Tobago should serve the needs of the people of the country; that there should be a greater equality of opportunity for all; and that the citizens of the country should be equipped to respond to rapid change in the fast developing industrial and technological age. The
planners drew from different theoretical ideologies in planning, namely, social demand, manpower planning, and cost-benefit. This evolved an eclectic approach to educational planning. There is a congruence between the philosophy, goals, and objectives as stated in the plans analyzed.

The earlier documents of the period which were related to secondary education did not contain very specific evaluative criteria regarding time for implementation, enrollment projections, or cost. The Draft Plan was the document which embodied these quantitative criteria. There was a decided attempt to develop an administrative structure adequate to implement the plans proposed. Despite the notable accomplishments of the plans proposed, in 1974 it was realized that many of the "targets were not met."

The various reports reflect inputs from a number of different publics consulted in the process of plan preparation. These included government ministries, local government councils, denominational bodies, teacher organizations and business organizations. These various inputs were coordinated into the final products by the expertise of educational planning both from external agencies and the local planning unit in the Ministry of Education.
CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

This chapter is divided into three main sections: Summary, Conclusions, and Recommendations. The summary includes a coverage of the purpose of the study, review of literature, methodology, and findings. The findings are presented in the corresponding order of the seven points listed under the purpose of the study. The conclusions are based on the analysis and the findings arising therefrom. The recommendations suggest areas for further study which are based on the findings and conclusions and also selected portions of the review of the literature.

Summary

The intent of this research was to identify and analyze the planning process in education in Trinidad and Tobago during the period 1962-1976, with special reference to secondary education. The research sought to determine the following:

1. The philosophical basis on which planning in secondary education was conceived and the method used to determine it.

2. The theoretical concept or concepts utilized in planning.

3. The goals to be achieved and the method for their determination.

4. The relationship between philosophy, aims, and objectives of the educational plans evolved during the period.

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5. The evaluative criteria developed for measuring success or failure of the plan.

6. The planning machinery and the process of implementation.

7. The method by which conclusions were arrived at and any subsequent recommendations made.

The review of the literature covered four areas: historical development, fundamentals of educational planning, methodologies in the analysis of planning, and, educational planning in selected developing or Third World countries.

In its broadest sense educational planning has had a history coterminous with the development of formal schooling. However, in its present form, educational planning is a development of the post World War II era. It is of particular interest to the developing countries. The United Nations, through its agencies, (IIEP, World Bank, etc.) provide technical assistance to many countries. It is realized that development and progress, especially in the economic and social sectors, is at least dependent upon a literate society. In situations where resources to accomplish these are limited, recourse to educational planning is a vital necessity.

The theoretical undergirding of educational planning is built around three main pillars: social demand theory, manpower requirements theory, and rate-of-return or cost benefit analysis theory. In briefest terms they can be expressed as follows: social demand is based on the effort to provide as much education as possible to as many as possible; manpower planning endeavours to determine the occupational needs of a particular country and to tailor the educational system accordingly; rate-of-return or cost-benefit is the attempt to realize
the maximum output from a given expenditure on educational services. Each of these approaches have pros and cons. They still provide the basis upon which a major portion of educational planning is undertaken in many countries.

Research in the analysis of the planning process, especially in countries which have instituted a national program of educational planning, is an area open for further investigation. It would appear that although some of the ingredients of the analysis would be common, the details would have to vary according to the specific location and nature of the process being analyzed.

Some common elements were found in the educational plans of the countries studied in the review. These common elements were: a desire to remove illiteracy as soon as possible; the imprecise nature of early plans due to a lack of accurate data, trained personnel, and an appropriate administrative structure; the measurement of success primarily in quantitative terms.

The review of the literature developed the idea that the time is propitious for a full assessment of the values of educational planning especially as it relates to developing countries, and the modifications, if any, which are necessary to meet national and international objectives.

Data were obtained from ten different sources. With two exceptions, the collection was done by direct approaches to personnel in the respective places. In these two exceptions, a second party was instrumental in the collection. The sources from which the data were obtained were:
1. Ministry of Education and Culture
   a) Educational Planning Unit
   b) Publications Division
   c) Public Relations Officer
2. Central Statistical Office
3. People's National Movement Headquarters
4. Government Broadcasting Unit
5. Public Relations Division of the Prime Minister's Office
6. Research Institute for the Study of Man (New York)
7. Trinidad and Tobago Embassy, Washington, D.C.
8. Library, St. Augustine Campus, University of the West Indies
9. Government Printery, Trinidad and Tobago
10. World Bank for Reconstruction and Development

From these respective sources a total of thirty-four separate documents were collected. Each of these was examined for specific data in support of the seven points which informed the purpose of the study.

Findings

The findings of the study center around the points on which the analysis was made. These findings can be construed to represent a synthesis of Governmental position on the various issues investigated as they were expressed either explicitly or implicitly during the period under study.

The advent of political independence created the desire to have the educational system more relevant to the needs of the people of Trinidad and Tobago. The philosophical basis undergirding the planning process was therefore consonant with that theme. Other concerns
manifested were that opportunities for education should be provided for all and that in turn education should provide greater equality of opportunity; that education should draw together the diverse elements of the society; and that through the educational system citizens should be prepared who are fitted to contribute economically and intellectually to the society. Even though an unequivocally clear statement of philosophy was not enunciated, there were sufficient references which provided a basis for arriving at a philosophy for education as defined in this study.

There was implicit evidence that features of all three theoretical concepts (social demand, manpower-requirements, and cost-benefit analysis) were utilized in the planning process. It cannot be stated, however, that anyone of these predominated over the other. During the earlier part of the period, social demand was the more operative concept since there was still a large demand for secondary school places. Manpower requirements became the very deciding concept during the '70's. This was strongly influenced by the move toward industrial and technological development in the country. Cost-benefit analysis was always a factor with which to be reckoned in the face of limited financial resources. This description supports the finding that an eclectic approach was followed in educational planning.

The goals in secondary education were expressed both in quantitative and qualitative terms. On very few occasions was the term, goal, specifically used. It was found that aim and objective were used interchangeably with goal. The goals in secondary education reflected three things: (1) making the curriculum more diversified, more related to the society in which it was being used and less examination
conscious, (2) making provision for more pupils and a more adequate
catering for the individual differences, and (3) developing an adminis­
trative structure and physical plant adequate to meet the
aforementioned goals.

These goals were to be attained by having all pupils exposed
to a wide range of subjects during their first three years of secondary
schooling which would provide the broad base for later specialization.
Individual differences were to be catered for by streaming, but only
on a short-term basis to allow pupils to progress at a pace suitable
to them. The physical plant of the school was so designed to accommo­
date the expanded curricula and increased enrollment.

No relationship between philosophy, aims, and objectives was
stated explicitly in the documents. However, it was possible to estab­
lish some definite connections between them. The concept which was
expressed in the statement that education should serve the needs of the
people of Trinidad and Tobago found expression in objectives related to
the improvement of academic standards, the appointment of a school
building officer who would give attention to the designing and con­
struction of schools specifically relevant to the needs of the country,
and the evolution in the modern secondary school of its own local pat­
tern. The responsiveness to change was reflected in the new types of
secondary schools, the junior secondary school, the senior comprehen­
sive, and the composite school. The indication of individual worth
was shown in the diversification of the curriculum, the proper place­
ment of pupils according to aptitude, and the recognition of the
attainment of individuals in all areas of educational activity,
academic, technical, or otherwise.
The concepts of a proper attitude toward work and equality of opportunity were also expressed as aspects of the philosophy. The attitude toward work was delineated in objectives which integrated the academic with the practical in the secondary school, the training of craftsmen in the senior secondary school programs and the teaching of agriculture in the rural areas. Equality of opportunity was to be achieved by providing an adequate supply of school places and the abolition of fee-paying.

It was difficult to determine evaluative criteria in the earlier plans as a result of the absence of much hard data and also because they were more accurately tools for planning rather than plans. The Draft Plan, 1968-83 was a plan in a truer sense and contained evaluative criteria based on enrollment projections, number of schools planned, costs, and time designations. Evaluative criteria should have been more clearly delineated in some of the plans prepared during the period.

Government made efforts to develop an administrative structure which would enable the functions of the planning process to be more effectively implemented; a significant step in this direction was the establishment of the Educational Planning Unit in 1964. The functioning of the administrative machinery, however, was not always smooth or rapid as might have been expected. Many of the proposed targets were not met in keeping with the time projections. Some of the factors accounting for this were external to the planning process, e.g. industrial disputes, weather, unavailability of construction material.

The proposed increase in size of the staff of the Planning Unit may facilitate more rapid implementation of educational plans.
However, unless there is some way in which external variables can be controlled or accounted for in the planning process, there is no guarantee that targets will be met within the time stipulations.

There were no standard methods for arriving at the various conclusions and recommendations in the reports. The various methods adopted were: (1) input from the publics to be served—gathered either by memoranda, interview, informal contact, or consultation; (2) recognition of Governmental policy statements; (3) discussion with the Committee group; (4) professional expertise as provided by international organizations; and (5) research. The major inputs into the decision-making process were based on Government policies translated into plans by the planning experts in the Educational Planning Unit.

Trinidad and Tobago embarked on a program of comprehensive national planning with the first five-year development plan in 1958. This emphasis on planning was also catered for in the education sector and found expression in the Draft Plan, 1963-83. On the basis of this study it appears that the planning documents represent a well prepared technical approach to the planning process. Since however a plan is not synonymous with the planning process but is only a part of it, the preparation of the planning documents in the absence of either the ability to implement them or a full commitment of the constituency to accept them militates against the success of the process.

Arising out of the review of the literature and not on the basis of planning in Trinidad and Tobago, a concern regarding certain aspects of educational planning particularly as it related to developing countries was noted. Questions are raised regarding the
exaggerated claims of the contribution of education to development; the role of education as a force for equality of opportunity; and the effects of education on political stability. It appears that these concerns must engage the thinking of educational planners and especially so those in developing countries.

Conclusions

The conclusions arrived at in this study are based on the points around which the analysis was conducted. This does not indicate however, that the conclusions are specified on a one-to-one basis with each of the seven points of the analysis. The conclusions are:

1. There was a definable process of educational planning, which included secondary education, in Trinidad and Tobago during the period 1962-1976

2. The philosophical basis of education which influenced planning in secondary education was essentially that education should serve the needs of the people of Trinidad and Tobago

3. There was a shift in emphasis from social demand planning to a more eclectic approach

4. No definitive statement on the success of the plans can be given at the present time since greater importance was given to the realization of quantitative targets and there are no criteria stated for evaluating qualitative goals

5. There are serious questions surrounding the claims of macro-planning as the tool for educational development and consequently national development.
Recommendations

The recommendations arising out of this study are suggestive of areas for further study and research. Investigation into these areas may provide information and data directly applicable to Trinidad and Tobago and to the wider context of educational planning in general. It is recommended that

1. Research be undertaken to determine whether the qualitative objectives included in the plans, particularly the Draft Plan, are being met

2. The size of the secondary school unit, both junior, senior and comprehensive, though justifiable on economic grounds, be examined to determine whether this would not militate against the attainment of a sense of community—an important by-product of an educational system

3. A comparative study be made of educational planning in independent English speaking territories of the Caribbean

4. Field research be conducted to determine the receptivity of the population to the plans relative to secondary education and also to consider the relationship of participation in the process to acceptance

5. The concept of macro-planning in education be reexamined in the light of current opinions expressed in the literature
D-46 Beechwood Court
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July 25, 1977

Dr. Michael Alleyne
1400 Hampshire West Court
#1 Silver Spring
Maryland 20903

Dear Dr. Alleyne:

This letter is a follow-up of the discussions held with you by my friend, Dr. Glen Phillips. The topic of my dissertation which he informed you I am currently writing is, "An Analysis of the Planning Process in Secondary Education in Trinidad and Tobago: 1962-1976."

In the light of your present and immediate past connections with educational planning in Trinidad and Tobago, I would like to discuss with you certain aspects of my study.

I plan to be in Washington on August 15 and 16 (Mon. & Tues.). I would greatly appreciate if I could schedule an appointment with you at an appropriate time convenient to you during this period. An interview of approximately 45-60 minutes would be appropriate. Dr. Phillips will communicate with you for confirmation.

Sincerely,

Vernon E. Andrews

VEA:pla
Dr. J. Hamilton Maurice
4 Prada Street
St. Clair
Port-of-Spain
Trinidad, W. I.

Dear Dr. Maurice:

I am a graduate student at Andrews University, Berrien Springs, Michigan, pursuing the doctoral programme in Educational Administration. My dissertation topic is, "An Analysis of the Planning Process in Secondary Education in Trinidad and Tobago: 1962-1976."

My knowledge of the educational developments in Trinidad and Tobago within the past twenty years, combined with the more intensive preparations for this study, has made me aware of the pivotal place the work you and committee hold in educational planning in Trinidad and Tobago.

It is necessary to visit Trinidad and to hold interviews with a number of persons connected with education in the country. My visit is scheduled for August 18 to September 1, 1977.

I would appreciate the opportunity to talk with you about certain specific aspects of educational planning in Trinidad and Tobago. I will make contact with you within a short time of my arrival in Trinidad toward this end. I trust that it will be possible for you to schedule an appointment for me and that a significant study would thus be enhanced.

Sincerely,

Vernon E. Andrews

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Secondary: Caribbean Union College, 1952-56
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1957-1959--Clerical worker, Caribbean Union College, Trinidad
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