

REPORT ABSTRACT		Name of Expert:	CAMERON, JOHN
Type of Report:	FINAL	Country and Duty Station:	MALTA, VALLETTA
Period covered by Report:	1969. 9 August 1968 - 31st December	Project Title and Code Number:	Educational Planning Specialist MALTED 1
Leave blank	<p>When Malta became independent in September 1964, it entered on defence and financial agreements with Britain under which Britain undertook to provide £51 million of capital aid over ten years to enable Malta to develop and diversify its economy.</p> <p>This it is doing successfully under two Five Year Plans 1964 to 1969 and 1969 to 1974. The success of the latter is at present compromised because negotiations between Britain and Malta on the terms of the second part of the financial agreement have broken down.</p> <p>Since independence the emphasis in education has been on providing more secondary and technical education.</p> <p>The main results achieved or about to be achieved since the arrival of the Educational Planning Specialist in August, 1968 are:-</p> <ul style="list-style-type: none"> (a) a shorter self-contained more modern and less competitive primary school system; (b) a new system of educational guidance and evaluation for entry into secondary schools; (c) the provision of secondary education for all; (e) the upgrading of selected primary school teachers to staff the new secondary schools; (f) closer relations with the central planning authority; (g) the reorganisation of the Education Department particularly with regard to its planning responsibilities. 		
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Place de Fontenoy,
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FINAL REPORT OF THE EDUCATIONAL PLANNING SPECIALIST, MALTA
(MALTED 1) FOR THE PERIOD 9th August 1968 to 31st December 1969.

A. Introduction

1. When Malta became independent in September 1964, it entered with Britain on both a defence agreement under which the latter was allowed to continue to use Malta as a military and naval base for a further ten years, and on a financial agreement whereby Britain undertook to provide Malta during the period of the defence agreement with £51 million of capital aid for "development and the diversification of the economy".

2. The need to diversify the economy was made more urgent by Britain's decision shortly afterwards to reduce drastically its military and naval commitments in the Mediterranean and, in line with modern naval strategy which places less reliance on naval bases and more on refuelling and servicing at sea, to cease using Malta as a major naval base.

This in effect meant that Malta lost its main source of skilled employment, the naval dockyards. By first transferring the dockyard facilities including its large drydocks to a private company as its agent and then by taking them over itself, the Malta Government has been able to switch to non-naval work particularly in the overhaul and repair of oil tankers. The closure of the Suez Canal in 1967 as a result of the Israeli-Arab war caused a set-back, but not as severe a one as was originally feared. This was because of the rapid emergence more recently of adjacent Libya as an important oil-exporting country. The drydocks are nevertheless being run at a loss.

3. The move to diversify the economy has been more successful. Several light industries have been attracted to the country and there has been a boom in the tourist industry. The erection of new factories, hotels and luxury flats has extended the construction industry to the limit, so much so that damaging delays are occurring in the Government's own infrastructure and building programmes. There is inevitably a shortage of certain forms of skilled labour for which the newly-established industries have also to compete. Concurrently the run-down of the British armed forces on the one hand has led to Maltese redundancies in their ancillary supply services, and on the other hand tourism, the most rapidly expanding industry of all, has created a demand for entirely new kinds of employment such as those in travel bureaux and house agencies, and in hotel management and catering. The educational implications of all the above changes are self-evident.

4. Until 1964 the educational system consisted of a broad base of primary education, which had become universal and compulsory in 1946, surmounted by a narrow pinnacle of secondary education, which was elitist and chiefly for boys, being aimed at providing entrants through the Royal University of Malta to the professions, in particular those of the Church, law and medicine. Technical education was rudimentary and took the all too familiar form of industrial training for semi-skilled occupations. Great efforts were made just before independence to improve the educational system, first by an ambitious school building programme with special emphasis on replacing unsatisfactory private premises which had been commissioned for use as primary schools, and secondly by increasing and broadening the scope of secondary education.

5. Since 1964 the emphasis has been on post-primary education, principally technical education. A new type of secondary school, the 'Secondary technical' has been created both for boys and girls, and large technical institutes are being developed to provide the technicians the changing economy needs. Also under the direction of the Education Department the government industrial training centres have supplemented the retraining and rehabilitation courses

provided by the armed services for their redundant personnel. More importantly, the Malta College of Arts, Science and Technology was opened with UNESCO assistance to supply middle and higher level technological manpower. An indication of how this College is attempting to relate its work to Malta's needs is its Department of Hotel Administration, Tourism and Food Technology. There has also been considerable expansion at the university level. The foundation stone of the new university campus was laid at the time of independence since when about £1.2 million has been spent on development and all the faculties have greatly increased their intakes of students.

6. As an independent country Malta has recently become a member not only of the United Nations Organisation but of the Council of Europe and naturally of the specialised agencies of both. For its size it plays an active part in most of them and is the recipient of assistance from several. At the moment there are seventeen international Agency experts on duty in Malta, eight of whom are provided by FAO, four by UNCTAD, two by WHO, two by UNESCO and one by ILO. Other experts and consultants are provided from time to time by the Council of Europe. This is a formidable total for a population of under one third of a million concentrated on two small islands. From the expert's point of view the smallness of Malta has one positive advantage. It is easy to meet other experts either officially or socially and so keep in touch. The UNDP Representative has from time to time reinforced these contacts by arranging meetings in his office.

7. Bilateral aid on a small scale has resulted from the cultural agreements Malta has made with many countries both inside and outside Europe. Education has benefited in the form of teachers, scholarships, study tours and textbooks. For example Italy, with which Malta has traditional links, has supplied all four and Israel scholarships and study tours. But the biggest source of bilateral aid is Britain which, as stated in Para 1, had made available over a ten-year period £51 million. For Malta's size this is a massive sum which works out at over £160 per head of its population. In the five-

independence Britain has already provided over half the total, viz £28 million of which no less than £6.4 million was paid out in 1968/69. In education this has been supplemented by other forms of aid such as the provision of specialist teachers and scholarships, to which other countries of the Commonwealth also contribute.

8. The five year period 1964-69 was covered by an ambitious overall Development Plan which has just ended and been replaced by another for the period 1969-74. The main aim of both is naturally the diversification of the economy and the consequent reduction of Malta's heavy reliance on external aid, particularly from Britain. The present Plan which is basically a continuation of its predecessor, is at present inoperative because negotiations between Britain and Malta on the terms of the second five year part of the financial agreement of 1964 have broken down. The financial agreement stipulated that for the first five years (1964-69) seventy-five per cent of the money would be provided as a grant and twenty-five per cent as a loan; and that the terms for the second five years would be subject to negotiation. Malta insists on the same terms as those for the first five-year period; Britain refuses to go beyond its offer of a fifty per cent grant and a fifty per cent loan. Although the sum involved is not great £5.7 million spread over five years- neither side will budge. Britain's payments therefore ceased last April and the Malta government has had to resort to short-term borrowing from the banks. In the meantime it dare not publish its new Development Plan which was drawn up on the assumption that British aid would continue without interruption.

9. The 1964-69 Development Plan was on the whole successful - the economy is indeed being transformed - but there have been some serious delays in completing certain projects mainly for the reason given in Para 3. above. A further reason has undoubtedly been that the civil service as a whole is not yet geared to act as an efficient instrument of coordinated planning and change. In education there

have been no problems in executing the school building programme. The trouble has been that this programme has not been related to needs. By ignoring the fact that for years Malta's child population has been steadily falling (No country which loses about 30% of its total population in just over 20 years as Malta has can expect otherwise) the education Department has overbuilt and overstaffed its primary schools. At the same time it has neglected the proper equipment of all its schools - the textbook situation for example, is parlous - and has omitted to train teachers for its expanding secondary school system. These and several other failings can be attributed as much to government's failure to strengthen and increase the establishment of the Education Department to meet its rapidly growing responsibilities as to any shortcomings on the part of the Department.

10. The Malta government through its Minister of Education realized as early as 1966 that the whole situation should be reviewed. As a result the services of Professor L.J. Lewis of the University of London Institute of Education were secured through UNESCO to survey the educational scene during the summer of 1967 and, in accordance with the directive of the Director-General of UNESCO, to "undertake preparatory work in educational planning" and to "lay the groundwork for the educational planning expert MALTED/1 who, upon his arrival, will be able to carry on the work thus begun by the Consultant". Professor Lewis's report "Malta - Education Planning (Preparatory Mission)" Serial No. 326/BMS.RD/ED Paris, December 1967 to which the reader is referred for a fuller description of the educational system and the background to it, was submitted to UNESCO in its final form in November and passed to the Malta government on the usual restricted distribution basis in December 1967. Strangely enough the Malta government has refused ever since to allow distribution to become general and indeed has tended to regard the report as a secret document. On the other hand, most of the developments described in this final report of mine and its predecessors stem from the recommendations made in the Lewis Report which has thus been quietly put into effect.

Early in 1968 I was selected to the Malted/1 post and arrived in Malta on 9th August of that year to take up my duties. The original assignment was for a period of twelve months but, at the request of the Malta government and by consent of the University of London, the period was extended by four-and-a-half months until 31st December 1969.

B. Description of Projects

In order to describe what I have done during the period of my assignment I quote below the list of duties and responsibilities listed in UNESCO's notice for the MALTED/1 post (Malted 1 - Rev 1 - 15 December 1966) and comment on them.

12. "The essential responsibility of the incumbent will be to help in the training (or further training) of counterparts capable of continuing all the work after the expert's departure".

On my arrival I found that my counterpart, Mr. Francis Chetcuti, had already been selected, but that instead of his remaining with me for training he had been awarded a scholarship by the International Institute of Educational Planning tenable in Paris from the end of September 1968 to the end of July 1969 - in fact for the whole period of my original assignment except for seven weeks at its very beginning. This was not conducive to the carrying out of my "essential responsibility", especially since the Education Department had no intention of attaching anyone else to me for training. I was given a desk and a newly appointed clerk-typist and expected to get on with it. Fortunately Mr. Chetcuti and I, in the short time we had together prior to his leaving for Paris, established very good personal relations, and managed to do a great deal. We made immediate contact with the overall planning body, which is the Economic Planning Division of the Office of the Prime Minister, the Establishments Division of the same office, the Principals of the two teacher training colleges and the representatives of the teachers' unions. We visited every government primary school, 112 in all, accompanied by members of the school inspecto-

rate, in order to determine more accurately the stock of buildings and equipment available, the records of these at headquarters being almost non-existent. Mr. Chetcuti proved to be an excellent local informant and before we parted company we had produced in very rough outline a tentative plan to achieve one of government's cherished educational objectives - secondary education for all.

13. After his departure I was able with some degree of success to convince the senior officials of the Education Department of the need for an educational planner and with their advice and cooperation to continue with my work of showing how best the existing system could be expanded and improved within the financial resources available. I myself urged that my assignment be extended so that on his return to Malta from Paris, Mr. Chetcuti and I could have a further period of working together, during which I should give him further practical training and leave him more firmly established when my turn came to leave. The extension, fully supported by the Malta government and promptly approved by UNESCO, has proved invaluable. Mr. Chetcuti and I have since July of this year achieved a great deal together and I feel that when I go he will be much better able to carry on by himself. The latest suggestion, not from me but from the government and him, is that I should return next summer to review the situation and give him further assistance. This I am willing to do.

14. "Assist the Ministry of Education in establishing a qualitative and quantitative survey of the educational system."

As stated in Para 12 a quantitative survey was made of all government primary schools in August and September 1968. The survey was then extended to private primary schools and in the winter months to all secondary schools, both government and private. Initially my concern was with discovering what accommodation was available and what school equipment had been provided. It soon emerged that although there were certain specialised accommodation problems, they paled in comparison with the appalling lack of school equipment, especially in all the primary schools and the private secondary ones. The most

important quantitative lesson to be learnt was, however, the steady decline in the child population. Excluding emigration and death rate the number of children between the ages of five and sixteen years will decline from 78,000 in 1970 to 59,000 in 1980. Yet the Education Department has been amazingly reluctant to realize this demographic trend, which it should regard as a golden opportunity, not ignore as an unpalatable fact. /c

15 These quantitative surveys led naturally to qualitative ones in which I broadly analysed the performance of staffs and the utilisation of school buildings and made suggestions for improving the effectiveness of both. Most Malta schools are overstaffed and most have spare or under-utilized accommodation.

h m This turn led to suggestions for improving the timetables which are too rigid and are imposed from above. It is encouraging to be able to report that two syllabus revision committees, one for primary schools and one for secondary schools, have since been set up and their final reports are due shortly.

16 "Participate in the creation or improvement of the technical and research services which are indispensable for the elaboration of a plan"

The success of the new education plan depends largely on a drastic revision of selection and assessment procedures. Before my arrival the Education Department had already taken preliminary steps to establish an educational guidance unit and was anxious to revise its cumbrous, old-fashioned and unfair method of selecting the fortunate few for its secondary schools. The method is by an annual written examination in two subjects, English and Arithmetic, held on two mornings in May. If children fail in this examination, they are allowed to sit it again and again year after year, provided they are between the permitted ages of ten-and-a-half and thirteen-and-a-half-years. The result is that the last three or four years of the present eight-year primary course are exclusively geared to passing a badly-constructed written examination in two subjects only. All other subjects and activities which should be offered to the growing child are neglected. This sad state of affairs is being tackled in two ways. First, I was able to work with the three

Maltese teachers who formed the nucleus of the new educational guidance unit to promote a pilot scheme in the use of cumulative record cards in selected primary schools. Results have now been assessed and it is proposed to issue this term tested cumulative record cards to all primary schools both government and private. These cards are now being printed. Secondly, Mr. C.J.S. Tuppen, who has been provided by UNESCO for a period of two months at the beginning of this year and three months at the end of it as consultant in educational testing and measurement, is introducing standardised tests to replace next year the present selection examination. It is hoped (A request has already been made through UNDP) that when he leaves he will be succeeded by another consultant of the same kind for a period of at least a year so that the crucial period of the change-over will be fully covered and the marking and evaluation of the first series of new tests properly performed. Much more research will probably have to be done before tests completely suited to Maltese conditions are finalised. The long term aim should be to abolish competitive selection altogether.

17. "Advise the government in the definition of areas for priority action as well as the integration of an educational plan in the overall development plan".

What the government wanted and very obviously needed was more secondary education which had to continue to enjoy in the new 1969-74 Plan the high priority it was accorded in the 1964-69 one. My contribution was to show that with ample school accommodation, a plethora of teachers and a declining child population, it was possible to provide secondary education for all at a reasonable cost in the first years of the new Plan. My scheme was approved in principle by the Cabinet last April, (A copy of the Memorandum briefly describing the scheme is attached) and just recently endorsed in detail with minor modifications by the Advisory Council for Education. Although most of my time in Malta has been devoted to devising, costing, phasing, explaining, defending and refining this scheme of secondary education for all, it remains only a part of the education plan as a whole. Its capital cost for the period of the

Five Year Plan is only one eighth^h of the total for all education. Much more is being spent on completing previous projects and on expanding existing post-primary institutions. I was almost too late to assist in the integration of the educational component into the overall development plan, because when I arrived in August the Economic Planning Division had already fixed the ceiling of capital expenditure and the Education Department had already entered into most of the commitments which could be squeezed beneath the ceiling. But because the Department persisted in thinking that the ceiling could be raised to accommodate certain educational developments, some of which were manifest extravagances, I was of some use in persuading it to comply with the Economic Planning Division's requirements without damaging essential projects. In my experience one of the important roles of the educational planner is to act in this way as liaison officer between the educationist from the Education Department or Ministry and the economist from the overall planning authority. The educational planner with a foot in each camp has usually to explain the one to the other and smooth out the difficulties which almost inevitably arise between them.

18. "Assist in developing the necessary links between the planning unit and the other Departments of the Ministry of Education, as well as with the regional and local authorities responsible for education, and the teaching staff, the various branches of the Planning authority, the other Ministries with educative functions (public health, agriculture, information etc.) international and bilateral agencies."

() Developing links with officials inside the Ministry of Education and with all other Ministries and organisations that are interested in the educational process is almost an automatic function of any educational planner and, as already stated in Para. 6 above, Malta's small size makes it an easier one. Certain points should, however, be made. In the matter of nomenclature and organisation the present Ministry is the Ministry of Education, Culture and Tourism, which in consequence embraces too much, especially when Tourism is expanding so quickly as a major industry. Its proper place is in the Ministry

of Commerce and Industry. Within the Ministry of Education, Culture and Tourism there ^{only} the Education Department, there being no recognizable Departments of Culture and of Tourism. The Education Department under a Director of Education (there being no parallel Directors of Culture and Tourism) is in turn subdivided into Sections - Primary, Secondary and Technical, Inspectorate etc.

19. The second point is that during the period of my assignment there has been no planning unit except in the person of me and one raw clerk-typist. It was thus absolutely essential for me to establish very close links with the heads of the educational sections without whose help and advice I would not have survived. As mentioned in Para 13 above, I have also been able to give them a clearer idea of the planner's functions in relation to this. The establishment of a proper planning unit has been accepted in principle but overlooked in practice. It failed to secure a place in the 1969/70 Annual Estimates and it is not yet certain if it will do so in the 1970/71 ones. Because an officially recognized planning unit is essential to the continuance of the work which I have begun and to the future career as an educational planner of my counterpart and successor, I am at the moment pressing this issue very hard.

20. The third point is that in Malta there are no local or regional authorities responsible for education. Indeed Malta does not possess any form of local government at all. The exception is the Civic Council of the island of Gozo which has certain delegated powers. Education is not one of them. This means that all educational planning is done centrally; but the planner soon becomes very aware that the absence of local government machinery does not permit him to ignore local loyalties which are intense and local differences which can be surprisingly great. Dr. J. Boissevain's perceptive study 'Hal Farrug - A ^{Valley} _{Village} in Malta (1) makes this point all too clear.

21. "Advise on the preparation of educational projects on the basis of which the Government might eventually secure external aid".

(1) Publishers Holt, Rinehart and Winston 1969.

Because the main educational project to which all others are subsidiary is secondary education for all, requests for external aid have been related to it. The provision by UNESCO of the services of a consultant in educational testing and measurement and the request from the same source for a successor have been mentioned already (Para 16). A request for the provision of experts to help in the training of much-needed teachers of home economics in the new secondary schools for girls which will be opened when secondary education for all is implemented has been sent to UNICEF. Yet another request for external aid connected with secondary education for all is that for laboratory equipment in the new schools. This request is directed to the Council of Europe. The cultural agreement with Italy is being brought up to date with a view to its contributing more effectively to secondary school needs. The British Government through its Ministry of Overseas Development is arranging at Malta's request a series of courses at the University of Sussex for the prospective headmasters and headmistresses of the new secondary schools. The British Council is relating its offers of scholarships abroad to the same needs. This more integrated approach to requests for external aid in education should yield satisfactory results.

22. "Assist in informing the educational agencies, the teaching staff, the professional and public opinion with a view to creating a favourable climate for a general participation in the effort towards educational development as a part of overall development".

One of the main administrative weaknesses of the Education Department has been its inability to keep even its own senior officials, far less the teaching staff, fully informed of what is happening. Coordinated action within the Department is at a minimum. At the Ministerial and political level there is a parallel reluctance to take the public into the government's confidence. No doubt in a tiny city state like Malta where politics are as personal as they are intense there are sound reasons for not declaring one's hand prematurely. Political leaders in Malta certainly have a very highly developed sense of timing and to this the expert from abroad must defer. But there have been times when it would appear that much would have been gained by releasing to the public progress

reports and declarations of intent in education through the media of the press, radio and television. The Maltese public is very interested indeed in education which forms one of the most common subjects of letters to the press. The new Advisory Council for Education is a step in the right direction but it remains to be seen how effectively it will channel informed public opinion. For all that, my informal approaches and contacts with teachers at all levels and non-government organisations such as the Private Schools Association have helped to create a better understanding at least of my own work and of what I hope to achieve. Much more significantly the emphasis my counterpart and I have placed on the importance of good public relations has just recently resulted in his being appointed the Education Department's official liaison officer with the Director of Information. It is hoped that later he will be able to divest himself of his unexpected extra responsibility but in the meantime it is an encouraging sign of an increased concern for better communications.

23. "Advise the responsible educational sectors on the ways to implement the educational plan".

This has been achieved by assisting the Education Department to make organisational changes aimed at better implementations. The two principal changes have been the establishment this year of two new committees, the School Building and Equipment Committee, and the Coordinating Committee. The former consists of the Director of Education as chairman, the two Assistant Directors, the two Chief Inspectors, the Inspector responsible for school buildings and equipment, the Administrative Officer (Supplies) whose work is to cost requisitions, place tenders and order educational supplies, and the School Architect from the Public Works Department. The Secretary is the Planning Officer. The function of this Committee as its name suggests is to keep under regular review school construction and the supply and replacement of school equipment and materials. It meets once a fortnight and has proved very useful.

24. The second committee, the Coordinating Committee, also meets

once a fortnight. Its membership is similar to that of the School Building and Equipment Committee with the important addition of a representative of the Economic Planning Division. Its function is to keep all Heads of Sections in regular touch and is in effect be the body to which the Planning Officer who is also its Secretary should first submit his proposals. (It can be seen that the Planning Officer, as Secretary to both Committees, is in a strong position to keep his finger on the administrative pulse and so have his proposals both understood and implemented.) This Committee, the fundamental purpose of which is in Professor Lewis's words⁽¹⁾ "to ensure that the senior members of the Department have enough warning of progress and development to be able to give advance thought to the implications for their own aspects of the work, to maximise cooperation and to reduce delays in the circulation of files, memoranda and data" has not been very successful so far. This is partly due to the novelty to some senior members of having to work closely together as one team.

25. Although higher education has not been my direct concern, I have had discussions with the Vice-Chancellor of the Royal University of Malta on matters of mutual concern especially in relation to the supply of teachers and cooperation between the University and the two teacher training colleges. At his request I have submitted to him written suggestions on the establishment of an Institute of Education and on the University's future relationships with the Education Department.

26. "Participate in the continuous adaptation of the plan to the country's requirements and resources and to assist in evaluating the results in both qualitative and quantitative terms."

It has been too early to do much in this direction - the plan came into operation only seven months ago, as explained in the Introduction to this report (Para 8), it is not yet known how

(1) Para 94 of his Report.

the plan is going to be founded. It is difficult to adapt a plan to financial resources which are not even yet available. There have, however, been some modifications in the scheme for secondary education for all largely in the light of the deliberations of the Advisory Council which thought it too rigid and too similar to the tripartite system which has bedevilled British schools. It will be the task of my counterpart and successor, Mr. Chetcuti, to be ready to adapt and modify as necessary. In addition, one of my own tasks, should I return to Malta for the period July to September of 1970, would be just this, particularly when it is proposed to introduce secondary education for all in October of the same year. The big fear of course, is that the financial impasse between Britain and Malta may become permanent and a completely new and severely circumscribed development plan will have to be drawn up. Assurances have been given by the Office of the Prime Minister that the educational component will not be affected but this cannot be absolutely certain if the government is very hard pressed to meet even minimal commitments.

C. Conclusion

27. All my reports previous to this one have been optimistic and I see no reason why this one, too, should not remain so. The main results already achieved, or about to be achieved within the next year or at the most two years, are:-

(a) a shorter self-contained more modern and less competitive primary school system which will cater for children between the ages of five and eleven years.

(b) a new system of guidance and evaluation to replace the existing arbitrary selective written examination for entry to secondary education. This will be achieved by cumulative record cards, standardised tests and teachers' assessments.

(c) the provision of secondary education for all initially between the ages of eleven and fifteen years by broadening the curricula of the existing secondary schools and converting freed primary school premises into new secondary schools of equal status.

(d) the massive up-grading of selected primary school teachers made redundant by the shortening of the primary school course by local

in-service courses which will better fit them for secondary school work. The integration of external assistance to this purpose.

(e) The better equipment of all schools especially in school furniture and visual aids.

(f) closer ~~relationships~~ than in the past with the central Economic Planning Division, the Royal University and the private sector.

(g) the reorganisation of the Education Department to enable it better to meet its great responsibilities.

28. In the final analysis sustained progress will depend on (g) above. Malta's educational problems are not so much planning problems as administrative ones. Unless the educational planning unit is firmly established in the Education Department and is supported as well as used by its senior members, and unless there is within the Department more all-round flexibility, which must include the courage to delegate responsibility, more coordination and a greater readiness to make decisions and stick to them, the momentum so far gained will be quickly lost.

29. ~~I can~~ cannot end a final report of this kind without acknowledging my indebtedness to all those in the Education Department from the Minister downwards who directly or indirectly have helped and encouraged me in my work. Although I was the only non-Maltese working in headquarters, I was never made to feel a stranger and was never refused either advice or assistance when I asked for it. Outside the Department I was greatly heartened by the lively interest and honest criticism of the teaching profession.

In all my dealings with other Ministries and Departments and with private organisations the story has been the same. It is for this reason that I have forsworn individual acknowledgements. This report would otherwise look like the Government Staff List. My one hope is that what I have tried to do for them during the last ~~eleven~~^{seven} months will justify all they have done for me.



7th November 1969

J. Cameron

SECONDARY EDUCATION FOR ALL - SHORT SUMMARY

1. Having many years ago achieved the provision of primary education for all and having more recently greatly increased the provision of secondary education, Malta is now in the position to complete the process by providing secondary education for all. The decision to take this welcome step should be made now when we are at the beginning of a new Five Year Plan. Otherwise the country will have to wait another five years. This it cannot afford to do if it is to find the better-educated manpower its new economy needs. Nor is the public likely to wait patiently for so long.

2. The way in which this can be accomplished smoothly, quickly and at reasonable cost is as follows:-

(a) By establishing a primary course beginning at the age of 5 and lasting for 6 years, i.e. until the end of the present Standard IV. This will free whole primary schools or wings of them for conversion into the additional secondary schools needed to provide a place for every child who completes the 6 year primary school course. Since, on completing the primary school course, every child would proceed to secondary school it will also make available over 500 selected primary school teachers to teach, after extra training, in these additional secondary schools.

(b) By revising the present method of selecting children for admission to secondary schools. Cumulative record cards and new attainment and intelligence tests will supplement and eventually replace the present admission examination. This change-over to assessing children throughout the time they are in a primary school plus the very fact that secondary education will be available to all of them at the end of the primary course will transform the primary schools. No longer will the children and their parents be burdened with the fear of failure in a single, arbitrary written examination; no longer will teachers feel duty-bound to cram their children for this examination; no longer will there be an unnatural concentration on the two examinable subjects, English and Arithmetic, to the exclusion of other valuable subjects such as Nature Study, Art and Crafts, and Physical Education; and no longer will there be any of the dreary repetition which so many children undergo in order to sit the same examination again and again. Once the awful bogey of fierce, competitive selection for entry to secondary schools is banished, our primary

will become much happier and much more spontaneous and efficient places. Further to help them to do so, you will note that under the capital costs in Para 4 it is proposed to spend £69,200 to improve their equipment. The success of secondary education for all depends very much on an improved primary system to support it.

(c) By providing differentiated secondary education for all. This means that the existing well-established schools will remain as they are and the expansion already planned for them will continue. But they will have added to them another kind of secondary school. There will, therefore, be three kinds of secondary schools - grammar, secondary technical, and the new kind, secondary general - which collectively will provide the type of secondary education best suited to the widely varying abilities and needs of all children. The three kinds of secondary schools will not, however, be diametrically different from each other. They will differ only in bias. Each will offer the same basic subjects and each, as far as the abilities of their pupils permit, will aim at achieving the same standards. There is no reason, therefore, why the new secondary "general" schools would not eventually do 'O' level work. Pupils will be able to transfer from one kind of school to the other in accordance with the progress they make and the interests they develop. The whole secondary school system must be kept as flexible as possible so that it can be easily adapted to future needs.

(d) By ensuring that the private secondary schools are used to their full capacity so that the gap between them and the government secondary schools which has to be filled by the new secondary general schools is kept as narrow as possible. It is not intended that secondary education for all will be provided at the expense of the private secondary schools. On the contrary it can only be provided through their cooperation. This will be to the great benefit of both the government and the private schools which are, after all, the two integral parts of Malta's educational system. Even if it wished to, government cannot afford to provide secondary education for all by going it alone. It must, and should, continue to rely on the private sector and give it the financial support its contribution warrants.

3. The scheme outlined above will result in the following:

(a) There will be 12 secondary general schools for boys and 14 for girls (none of these schools will be coeducational) which will be obtained by releasing primary schools for conversion into secondary ones. As far as possible the 26 additional secondary schools will be sited to keep pupils' travel to the minimum as the attached provisional list shows, but as a result of this reorganisation children will not be required to leave their village for primary education.

(b) The secondary general course will be initially a four year one from the age of 11 to 15 years.

(c) To make this possible, the compulsory leaving age will be raised from the present 14 years to 15 years, but not until 3 years after secondary education for all has begun. If, for example, secondary education for all came into effect in 1970, the compulsory leaving age would not be raised to 15 until 1973. When this is done every child will have a minimum of 10 years' education from 5 to 15.

(d) No new secondary general school will have less than a three-class annual intake giving it a minimum total of 12 classes and a minimum enrolment of about 360 pupils.

(e) Each of these schools will have enough accommodation to provide special rooms for science, art and crafts, housecraft and commercial subjects like any other secondary school.

4. The costs of the plan as described above are briefly as follows:-

(a) Capital

i) Conversion costs of released primary school premises	-	£190,000
ii) Improvement of equipment in primary schools	-	£69,200

N.B. Both these sums have already been included in the Estimates of the Five Year Plan.

(b) Recurrent

i) Initial issue of text books spread over 3 years at £50,000 per annum	-	£150,000
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ii)	Annual replacements and repairs beginning two years later	-	£4,000 (Year 1) £8,000 (Year 2) £16,000 (Year 3)
iii)	School equipment and materials (other than text books and including savings resulting from shorter primary course)	-	£28,000 (Year 1) £22,000 (Year 2) £18,000 (Year 3) £18,000 (Year 4)
iv)	Other Expenses (including water, electricity, telephones, rental of TV sets, sports etc.)	-	£2,000 per annum
v)	In-service training of primary schools teachers for secondary school work	-	£2,000 (Year 1) £2,000 (Year 2)
vi)	Increase in teachers salaries consequent on promoting teachers selected for secondary work to the Master/Mistress Grade and on appointing 12 more Headmasters and 14 more Headmistresses. Cumulative total over 5 years plus 6% salary revision	-	£68,500 £4,100
vii)	<u>Increase in annual assistance to private secondary schools</u>	-	£60,000*

* The 1968/69 figure is £41,000
