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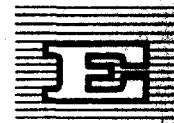
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Executive Board

SURVEY ON THE NEEDS OF CHILDREN

REPORT BY THE UNITED NATIONS EDUCATIONAL, SCIENTIFIC
AND CULTURAL ORGANIZATION

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INTRODUCTION

1. This report presents in summary form the main needs that have appeared in the course of UNESCO's programme operations; it then describes activities undertaken by the organization to study and analyse the needs of children, and services made available to member States to help them meet these needs. A brief concluding section refers to desirable areas of collaboration between UNICEF and UNESCO.

2. UNESCO's main preoccupation is with education. The narrowest interpretation of this term - formal schooling - covers one of the child's fundamental rights, and tends to be the focal point of UNESCO's efforts. However, the school and the teacher do not form a world apart, and public authorities and professional educators alike recognize the fact that the home and community are powerful educative forces. School and society cannot be dissociated. This is evident also in the programme of UNESCO, which has come to embrace a range of activities concerned with children outside the classroom context.

I. GENERAL VIEW OF THE NEEDS OF CHILDREN

3. The right to education is clearly expressed in the Universal Declaration of Human Rights: elementary schooling should be free and compulsory, technical and professional education generally available. The public policies of all States today accept this principle, and all governments are striving in their own ways to make sufficient provisions for their children. The first and major need arises from the fact that the existing schools can accommodate only a fraction of the total number of children. The population of the world has risen rapidly since 1945, with a resulting pressure on the schools since 1950. It is an encouraging sign of public effort that school enrolments have risen still more rapidly: in 1950, some 10.2 per cent of the total population was enrolled in primary and secondary schools; by 1953/54 the proportion was 11.3 per cent; and by 1957/58, 12 per cent. Such progression may seem slow unless the original figures are also kept in mind: in 1950, there were 240 million children at school, and by 1957/58 the total had risen to 330 million: some 90 million extra school places were provided in this short period.

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4. Nevertheless, this progress still falls far short of the goal prescribed in the Universal Declaration of Human Rights. The table below gives, for the world and its component regions, the latest available enrolment figures. In reading the table, one should bear in mind that roughly 20 per cent of the total population is in the age-group 5-14 years, but the percentage is lower in Europe, North America, Oceania and the USSR, and higher in other regions.

Estimated school enrolment by level, 1957/58

| Region | Estimated enrolment by level (thousands) | | | | Estimated total population mid- year 1957 (thousands) | Total enrolment as percentage of total population |
|-------------------------|---|---------------|--------------|----------------|--|---|
| | First | Second | Third | Total | | |
| <u>World Total</u> | <u>260 526</u> | <u>70 939</u> | <u>9 988</u> | <u>341 453</u> | <u>2 756 057</u> | <u>12.4</u> |
| Africa | 15 209 | 1 429 | 128 | 16 766 | 232 569 | 7.2 |
| North America | 31 539 | 9 750 | 3 085 | 44 374 | 188 682 | 23.5 |
| Middle South America | 21 669 | 2 769 | 505 | 24 943 | 190 952 | 13.1 |
| Asia | 126 866 | 26 211 | 2 460 | 155 537 | 1 511 608 | 10.3 |
| Europe | 46 076 | 16 639 | 1 642 | 64 357 | 413 985 | 15.5 |
| Oceania | 2 168 | 612 | 69 | 2 849 | 14 661 | 19.4 |
| USSR | 16 999 | 13 529 | 2 099 | 32 627 | ^{a/} 203 600 | 16. |

Source: UNESCO, World Survey of Education, Vol. 3 (at press).

Notes: a/ Unofficial estimate.

The table gives an over-all view of school provisions, and points to the conclusion that the shortages are greatest in the very regions where the proportion of children to total population is largest.

5. Recent surveys and consultations organized by UNESCO at the regional level make it possible to examine more closely the situations behind these figures. In particular, official statements on policies and needs were made at the

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Karachi Conference on primary education in Asia (28 December 1959-9 January 1960),^{1/} the Beirut Conference on the educational needs of the Arab countries (9-13 February 1960),^{2/} the Addis Ababa Meeting of Ministers and Directors of Education of Tropical African Countries (16-20 February 1960)^{3/} and the Third Session of the Intergovernmental Advisory Committee for UNESCO's Major Project on the extension of primary education in Latin America (Mexico City, 14-19 March 1960).^{4/}

6. These meetings varied in scope. They were all based on a realistic study of the situation, and led to collective proposals for future action. The Karachi Conference may be singled out for the comprehensive nature of its recommendation that the Asian States should undertake a campaign to achieve universal, compulsory and free education by 1980. "This is a campaign which has had no equal in the past educational history of the world and it involves the provision of minimum educational facilities for not less than 220 million children ... The magnitude of the problem is equalled only by its urgency and significance."

Primary schooling

7. In trying to accelerate the expansion of primary education, States meet a basic problem in the shortage of qualified teachers. There is a general need to increase training facilities, to improve the level of this training and to make the teaching profession more attractive. Special difficulties occur in respect of recruiting more women teachers (desirable for the younger children) and of providing teachers for rural areas (where the shortage is far more acute than in towns). Stronger professional organization among the teachers themselves has also been regarded as a need in most regions.

^{1/} See "Report on the regional meeting of representatives of Asian Member States on primary and compulsory education" UNESCO/C/PRG/3, 12 Aug. 1960.

^{2/} See "Report on the educational needs of the Arab Countries", UNESCO, 11 C/PRG/2, 12 Aug. 1960.

^{3/} See "Report on the needs of Tropical Africa in the matter of primary, general secondary and technical education", UNESCO 11 C/PRG/1, 12 Aug. 1960.

^{4/} See "Final report of the Third Session of the Intergovernmental Advisory Committee", UNESCO, 56EX/23, 25 March 1960.

8. The shortage of school buildings, equipment and houses for teachers may be described as the second urgent problem. The lack of premises is a factor which hampers the extension of rural education (as in Asia and Latin America) and it leads to over-crowding in the existing schools and classrooms (as in the Arab States).

9. There has been remarkable unanimity among Ministries of Education in describing textbooks and teaching materials generally as a major need today. A number of causes are given, varying in importance from one country to another. In many States, the supply of books is completely inadequate; classes with a single textbook between the children are not rare; and classrooms entirely lacking teaching and learning aids are the rule rather than the exception. At the source of this situation perhaps lies the fact that paper supplies and printing equipment are industrial products which cannot be improvised locally to the same degree as the physical plant. Even where the supply and price of textbooks are not felt to impede the expansion of schooling, public authorities express concern over the quality. The need for good books, based on modern knowledge of the learning process and embodying a suitable curriculum, becomes the greater when teachers are not sufficiently trained.

Second and technical schooling

10. Provisions for the 12-18 year old group of children appear to meet difficulties similar to those just mentioned. At this level, both the developed and the developing school systems are facing the problem of expansion: they need to create more school places for a larger sector of the school-age population, while attempting to reform the curriculum and teaching methods. The shortage of teachers is almost world-wide, but is most evident in the African region where post-primary schooling has hitherto been served mainly by teachers from abroad. In particular, teachers for modern languages, mathematics and the sciences prove difficult to find. Building needs are probably more serious at the secondary than at the primary level: this arises from the more diversified curriculum, since laboratories, workshops and similar facilities make the modern secondary school an expensive item to provide. Similarly, most States express the need for better and cheaper textbooks and classroom supplies.

11. In many countries secondary and technical education are not yet free; apart from tuition fees, the cost of maintaining older children and buying school supplies may well be prohibitive for parents. As a result, even the existing school places cannot be said to be open to all on the basis of merit. Any measures which reduce the cost of secondary schooling are important steps towards democratizing educational opportunity.

Balanced development

12. In the consultations referred to in paragraph 5, all public authorities placed emphasis on the need for balanced development of their school systems. This is a twofold problem: (a) to ensure that provisions for education are in step with the social and economic development of the country; and (b) within the educational system, to ensure an efficient distribution of resources between the different levels and forms of education. At first sight this may seem a matter of administration and policy, with little direct relation to the needs of children; but in reality it raises questions about the nature and content of education as well as about mere quantitative expansion. A number of the consequent factors, which are regarded as problems within countries, may be examined briefly.

Qualitative problems in education

13. In the first place, there is a felt need for more systematic study of child development. Considerable progress in this direction has been made in Western countries, and the results have greatly influenced pre-primary and primary education. In other parts of the world educators lack this information about how children grow up in their own cultures - in the family, the village community, the national community. At present many important educational decisions are taken on the basis of borrowed norms which may have little relevance to the national culture: such questions as methods and equipment for kindergarten teaching, the structure of the primary school curriculum (including its relationship to home life), methods of classroom organization, discipline, selection and guidance in secondary schooling and so on.

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14. In the second place, education for healthy living has been frequently described as an outstanding need by educational authorities. This is not solely a matter of curriculum construction or of teacher training, touching as it does so many aspects of the child's life at home and in school. Physical well-being is basic to learning in school, and requires a co-operative approach by health workers, parents and teachers. A healthy school environment and integrated health teaching in the classrooms place obvious demands on the teachers, and cannot be achieved without improvements in much of the present teacher training. Many States (notably the Arab States) have also stressed the need for improving school meal services as a practical way of ensuring healthy children. Medical and dental services, as is too well known, have still to be regarded as part of the hopeful future for most of the world's school children.

15. Mental health forms one aspect of this general area of child health, the importance of which is evident in most statements of national aims in education. Goals such as "the development of a healthy personality" commonly appear also in reports from regional educational conferences. Although the school is not the only institution involved, it appears that educators and teachers feel ill-equipped to carry out their part of this task. For many parts of the world, at least, more research is needed - the point mentioned above in paragraph 13 - in order that teachers may be better prepared to assist the balanced development of their pupils.

16. The third point concerns the primary school curriculum in general. Many States, especially those newly independent, feel that the content of primary education needs to be thoroughly reformed to suit new political, social and economic conditions. An unsatisfactory curriculum is one of the factors causing wastage at school. The characteristic pattern of enrolment in developing countries is to have a piling up of pupils in grades 1 and 2, with a sharp decrease thereafter. Such a distribution points to retardation (children repeat grades because they are failed) and to dropping out (children leave school altogether). This means a serious wastage of effort, and signifies that the school, for whatever reason, is not adequately serving the children of the community. An effort to improve the content and method of teaching, starting with the courses where primary teachers are trained, seems to be the best long-term solution to this problem. The continuous in-service training of teachers, the preparation of teaching aids at seminars, and other measures have also been proposed.

17. At secondary level the curriculum problem is no less urgent, although of a different order. The difficulty here is to relate schooling to the practical needs and interests of the community - in industrial, commercial and agricultural fields. In a sense, this is the problem of reconciling two purposes of secondary education, preparing students for occupations and also for higher studies. One of the results has been a tendency to add material to the curriculum at the risk of overloading students, and now educational authorities feel that a more systematic overhaul of the secondary programme is necessary. This reform movement is to be found in all regions of the world.

18. A fourth and final aspect of the quality of education relates to international understanding. It is generally accepted that modern education should equip children to live in the world around them, and this entails, in the words of the United Nations Declaration on the Rights of the Child, that the child "shall be brought up in a spirit of understanding, tolerance, friendship among people, peace and universal brotherhood, and in full consciousness that his energy and talents should be devoted to the service of his fellow men". A similar point of view has been constantly expressed at the educational meetings organized by UNESCO. A variety of problems and needs arise from this principle affecting the whole range of school services - research, teacher training, the supply of materials, curriculum reform and so on.

II. UNESCO'S EFFORTS TO STUDY AND ANALYSE THE NEEDS OF CHILDREN

19. Although general in form, most of the remarks made above have been derived from various studies conducted by UNESCO. It may be useful here to describe the different types of activity which form part of the survey work. In all cases there is an organic relationship between surveys and fact-finding on one hand and technical assistance services to member States on the other. This latter aspect of the programme is treated separately in the next section.

20. UNESCO's widest survey is that contained in the successive volumes entitled World Survey of Education. This is a three-yearly operation: the 1955 volume covered all parts of the educational system; in 1958, primary schooling was studied in detail, the volume now at press (publication by mid-1961) deals with all forms of secondary and vocational education for the 12-18 year age-group.

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The cycle will be completed in 1964 by a survey of higher education. In substance the World Survey of Education carries a descriptive text and statistical tables for every country and territory in the world. This material is obtained from official sources, and represents the most comprehensive compilation of educational data available today. In the introductory section, the secretariat draws together the comparable parts of national chapters in an attempt to present a global view of provisions for education. The World Survey is kept up to date by the International Yearbook of Education published by the International Bureau of Education and UNESCO on the basis of official reports made annually to the International Conference on Public Education.

21. A large number of studies are undertaken by UNESCO on specific topics which appear to have importance for the field programme. Among the techniques adopted are those of employing a specialist consultant, of organizing expert meetings, and of contracting for the work with a non-governmental organization. In respect of school organization and classroom teaching, a sample of recent studies may show the range of activity. A comparative survey was made of methods of teaching reading and writing by a well-known specialist, the late Dr. William S. Gray.^{5/} Over several years, an Advisory Committee on the School Curriculum has been convened annually in Paris to examine aspects of the curriculum of primary and secondary schools and teacher-training centres. The reports of this group are available in document form.^{6/} The expert meeting technique has been used particularly by the UNESCO Institute for Education, Hamburg (Federal Republic of Germany), which has concentrated its attention recently on secondary school problems - the teaching of science and of modern languages, school reform, and similar topics. The Institute has also organized a series of small meetings between educational psychologists to study various problems connected with the measurement of success at school.^{7/} Co-operating with the World Health

5/ William S. Gray, The teaching of reading and writing; an international survey (Monograph on Fundamental Education No. 10), Paris, UNESCO, 1956.

6/ Reports on the 1st, 2nd, 3rd, 4th Sessions of the International Advisory Committee on the School Curriculum, UNESCO ED/151, ED/157, ED/165, ED/171.

7/ F. Hotyat, Examinations and Evaluation in Education (in preparation).

Organization, UNESCO has shared responsibility for work on health education, and a joint expert committee was convened in 1960 to study the ways in which teacher education should be modified to take account of child health needs.^{8/} The same theme was taken up from the teachers' point of view by the World Confederation of Organizations of the Teaching Profession, which adopted child health as the main subject for its annual congress in 1960 (Amsterdam, August 1960). National reports were prepared by the WCOTP members. A working paper by a consultant was used as the basis for the congress, and discussions in plenary session led to the adoption of a resolution addressed to all national associations. One final example of the collaboration of non-governmental organizations may be quoted. The World Organization for Early Childhood Education (OMEP) prepared, at UNESCO's request, a brief survey of the present status of pre-school education, together with abstracts of some eighty important works on the subject. The study was published by UNESCO.^{9/}

22. In addition to such work on the content and method of education, a number of studies have been devoted to child development. The most important was a series of expert meetings and individual papers which took shape in the publication Education and mental health.^{10/} More recently the International Institute for Child Study has been created at Bangkok by the Government of Thailand with UNESCO support. The Institute has developed a considerable research programme, involving post-graduate students from other countries as well as Thai students. At the moment the chief study is devoted to examining the various influences on children in rural Thai communities and the relationship between these influences and work in school. By using the Institute as a central meeting point, UNESCO is trying to stimulate parallel research in other countries. Beginning in 1961, the Organization will work also on the question of the factors causing social maladjustment among young people.

8/ Teacher Preparation for Health Education: report of a Joint WHO/UNESCO Expert Committee (WHO Technical Report Series No. 193), Geneva, 1960.

9/ Pre-school education (Education Abstracts, Vol. XII, No. 1) Paris, UNESCO, January 1960.

10/ W.D. Wall, Education and mental health (Problems in Education No. 11), Paris, UNESCO, 1952.

23. A third category of activity may be introduced at this point: the organization of conferences based upon prior study of some particular aspect of education. As a rule, such conferences provide the occasion for an exchange of experience and views, for the formulation of guiding principles and for the stimulation of interest and further action; they represent to UNESCO a means for passing from the study to the active phase in solving internationally the problems that beset education.

24. The principal conference of this type is the annual International Conference on Public Education, convened jointly by the International Bureau of Education and UNESCO. Comparative studies of the two topics on the agenda are made a year before the Conference and are available in printed form when the meeting begins. Discussion at the Conference lasts ten days and leads to the adoption of detailed recommendations addressed to Ministries of Education. A wide range of questions has been treated over the years, from such specific ones as the teaching of reading or mathematics to more general issues such as the access of women to education and facilities for education in rural areas. In the volume of collected recommendations,^{11/} Professor Piaget remarks: "The recommendations which follow comprise in all more than one thousand clauses, and these constitute a kind of international charter or code of public education, a body of educational doctrine of very wide scope and importance."

25. A similar technique has been followed by UNESCO to carry the discussion of urgent educational problems through to the regional level. Thus, a series of regional conferences, based on prior study, have been devoted to compulsory schooling in Asia, Latin America and the Arab States. During the past year, as was noted earlier, another cycle of conferences took place. The conference of Asian States (Karachi, January, 1960) was concerned particularly with primary education; it went beyond the stage of formulating general recommendations in that it drew up a plan for the next twenty years, indicating step by step what action will be necessary to reach the goal of universal primary schooling by 1980. Within this broad framework, suggestions were made for the UNESCO programme during the next two years, and other international agencies were invited to co-ordinate their efforts in the same sense.

^{11/} International Conferences on Public Education, Geneva, Recommendations 1934-1958, Geneva, I.B.E. (Publication No. 200).

III. PRINCIPAL FORMS OF TECHNICAL ASSISTANCE TO GOVERNMENTS

26. UNESCO's services to member States take the pattern which is familiar to readers of this paper: the provision on request of experts, fellowships and a limited amount of equipment, and support of national or regional training institutions. Funds are derived both from the regular programme of UNESCO and from the expanded programme of technical assistance.

27. Experts are provided to member States in a wide range of educational fields which might be classified roughly into three categories of about equal importance: administration, supervision and supporting services for schools; the training of teachers; and the improvement of curricula and teaching materials. When the different forms of assistance are combined in a single national project - as is often the case - the impact on the educational system may be considerable. One example may be quoted from Thailand, where a rural teacher training centre (TURTEP) was established with UNESCO assistance in the Ubol province in 1956. This centre gives a comprehensive course for rural teachers, covering both school work and some aspects of community education. After several years of successful operation, the methods of the Ubol centre are now being applied widely in other provinces.

28. Assistance to member States in the organization of training courses and seminars has been a means of bringing together educators from a number of countries to examine an educational problem of current importance in the host country. This was the case when a seminar was arranged by the Swiss National Commission for UNESCO on the primary school curriculum,^{12/} and another by the French National Commission for UNESCO on secondary curricula.^{13/} Seminars for young teachers on education for international understanding are also organized regularly by UNESCO National Commissions.

29. One final example may be given of a more integrated approach to the provision of services to member States. This is the Major Project for the extension of primary education in Latin America, which was begun in 1957. The various possible

^{12/} R. Dottrens. L'amélioration des programmes scolaires et la pédagogie expérimentale. Neuchatel et Paris, Delachaux et Niestlé, 1957.

^{13/} Evaluation et tendances des enseignements du second degré en Europe, Paris, SEVPEN, 1958.

forms of assistance are combined in a programme which includes studies and publications, the preparation of rural school teachers in five associated normal schools, the training of staff for rural normal schools at a regional institution (Rubio, Venezuela), and the further training of educational administrators, planners and other leaders at two associated universities (Sao Paulo, Brazil and Santiago, Chile). As may be seen, the principal UNESCO effort is directed towards increasing and improving facilities for teacher training. National projects assisted by UNESCO are related wherever possible to this central purpose.

IV. CONCLUDING REMARKS

30. This necessarily brief account has been limited to schooling - present day needs if children are to be given their basic right to a school education, and the measures taken by UNESCO to assist member States in the task. Around this central point, there are other sectors of human experience which are important in themselves and which, through home and community as well as the school, contribute to satisfy the needs of children. Corresponding activities are to be found in UNESCO's programme for the education of adults and young people out of school; this is concerned not only with the adult education movement proper, but also with the spread of popular culture, especially by such institutions as libraries and museums, the popularization of science, and the improvement of techniques of mass communication. In all cases, there are obvious connexions with the needs of children, which the brevity of this preliminary report cannot do justice to.

31. Perhaps the main conclusion that emerges is the fact that UNESCO, by the very nature of its Constitution, has been and continues to be engaged on the study of children's needs in respect of education, and is providing services to Governments which ask for assistance. The two aspects of this operation are closely related, but in technical and material terms they differ considerably. There seems little reason to propose any fresh start with the study of educational needs, since this is already and continuously in progress as a permanent activity of UNESCO within its constitutional responsibilities. But at the same time the field programme of UNESCO could greatly benefit, from the material point of view, from any complementary action by UNICEF.

32. Among material needs which might engage UNICEF attention, the following points recapitulate what has been said earlier:

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- (a) Current shortage of teaching materials and supplies, especially textbooks, most evident at primary school and teacher training levels;
- (b) The problem of school buildings (in itself a major need which can be met only by national efforts in each country) comprises certain component items such as the equipping of laboratories, of physical education courses etc., where international action may be practicable;
- (c) The problem of teacher training is again a broad field; while UNESCO is concerned with curricular and institutional aspects, there is a complementary area of materials for teachers, support for in-service training etc., which might engage UNICEF;
- (d) Quite as important as these other problems, the questions of nutrition, child health and feeding programmes in which UNICEF has already done so much. A great deal still remains to be done, and UNESCO would regard further action by UNICEF in these fields as a most valuable contribution to the extension of education.

33. From this point of view the decisions taken by the General Conference of UNESCO at its eleventh session have special relevance. Attention may be drawn to four of these:

- (a) The General Conference recognized the growing and overriding place of education in UNESCO's programme (see resolution in annex I);
- (b) Particular importance was given in UNESCO's programme to the development of education in Africa (see resolution in annex II);
- (c) The General Conference decided to launch an appeal to member States, associate members and voluntary bodies to assist through UNESCO the development of education in Africa, and authorized the establishment of an emergency programme of additional aid to member States in Africa (see resolution in annex III). In fact UNESCO's surveys of needs had pointed to the necessity for some extension of the means of action open to the organization; by taking this decisive step the General Conference has authorized the provision of material aid, a type of operation already familiar in the UNICEF context. This should facilitate future collaboration between UNICEF and UNESCO.
- (d) Finally, the General Conference expressed the desire that, outside the UNESCO budget, the resources of the organizations in the United

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Nations system should be made increasingly available to education (see resolution in annex I, last paragraph). While not mentioned in the resolution, UNICEF was specifically referred to during the discussion.

34. In the course of the General Conference, the UNESCO secretariat was asked to prepare information papers on possible forms of action in respect of an emergency programme of additional aid for the development of education in Africa. The subjects treated were the provision of teachers, assistance for school building, the establishment of textbook publishing centres and the national survey of educational conditions and needs. These four information papers are reproduced in annexes IV to VII to this report.

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ANNEX I

Increased priority for education both in programme
and in assistance projects

The General Conference,

Considering the terms of article I(2)(b) of the Constitution of UNESCO,

Having regard to the duty to promote the achievement of the aims of article 26 of the Universal Declaration of Human Rights,

Conscious that nearly half the world's children of school age do not attend a school of any kind,

Welcoming the accession to membership of UNESCO of many new member States, but noting that, as stated by the Secretary-General in his report (E/3387), "Education and training...hold the key not only to the material welfare of the newly independent countries but also to the very stability of the new States",

Recognizing that assistance in development and efforts in favour of economic development must often be ineffective if they are not matched by the development of primary, secondary, technical and higher education, and also of the out-of-school education of young people and adults,

Being of the opinion that the proportion of aid offered under the auspices of the United Nations and its agencies which is at present devoted to education is far too small in relation to the size and urgency of the demand for basic and technical education,

Being further of the opinion that, in addition to the direct social and economic advantages of educational progress, aid given through education advances the mutual knowledge and understanding of peoples,

Instructs the Executive Board and the Director-General to continue to give priority to education in the preparation of future programmes; and

Invites the Director-General to convey to the Secretary-General of the United Nations and to the Executive Heads of the appropriate financial bodies of the United Nations system, as well as of the specialized agencies, the considered view of this Organization that assistance to both general and technical education projects should have the same consideration as aid offered for economic development to the less developed countries.

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ANNEX II

Resolution 1.2322

The General Conference,

Welcoming to membership of UNESCO the newly independent States of Africa and those on the way to independence,

Recognizing that this increase in membership enables the Organization to proceed further towards its goal of international co-operation,

Noting with satisfaction the resolution of the Economic and Social Council calling "urgently for additional international assistance of all kinds to help them in their endeavours to reap the benefits and assume the responsibilities of independence and to attain rapid economic and social advancement in conditions of stability" (resolution 768 (XXX)),

Having reviewed, in its general debate on the Director-General's report and in the Programme Commission, the most urgent needs faced by the countries concerned in promoting their economic, social and cultural development and in attaining the goals set forth in the Universal Declaration of Human Rights,

Noting further that the current session of the General Assembly of the United Nations is undertaking a comprehensive discussion of the most urgent needs of Africa,

Looking forward to the close co-ordination of the decisions of the General Conference with those of the General Assembly,

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Places on record its conviction that the most urgent and vital need in Africa today is education; and that, in meeting this need, planned and balanced educational development must be both a part of the economic and social plans of the region and an essential element in fulfilment of the right to education embodied in the Universal Declaration of Human Rights,

Invites the Member States and Associate Members of UNESCO in Africa to devote as much as possible of their national resources to the development of education at all levels,

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Invites further all member States and associate members of UNESCO to join together in a programme of international co-operation and solidarity for aiding the educational development of Africa, parallel to programmes in other regions for international co-operation in the field of education,

II

Decides to convene a conference of African States in 1961 with a view to establishing an inventory of educational needs and a programme to meet those needs in the coming years, and to invite the United Nations, the other specialized agencies and the IAEA to co-operate with UNESCO in the preparation and organization of this conference;

III

Approves the programme for Africa established at the present session, financed from the regular budget and supplemented by the allocations for education made available by the Expanded Programme of Technical Assistance and by the United Nations Special Fund as a result of the priority the Fund is expected to give to a technical and secondary education programme in Africa.

IV

Calls attention to the further financial needs for educational development faced by the African countries in the following four critical sectors:

- (a) Construction of educational buildings;
- (b) Production of teaching aids, both traditional and new;
- (c) Provision of overseas teachers and professors for secondary, technical and higher educational establishments; and
- (d) Assessment of educational needs.

V

Requests the Director-General and the Executive Board:

- (a) To give serious consideration to requests for assistance made by new member States and associate members in Africa under the Programme

/...

of Participation in the activities of member States, and in so doing to have regard to the priority already being given to the needs of developing countries in other regions;

(b) In carrying out the Programme for Africa in 1961-1962, to make whatever adjustments the Director-General may consider necessary to deal with developments in the situation, subject to his reporting thereon to the Executive Board;

(c) To assist these States, at their request, in establishing their over-all needs in educational development so that these needs can be taken into account when any form of external assistance is under consideration; and

(d) To take into consideration, in formulating future Programme and Budget proposals, the views and conclusions of the General Conference and its subsidiary organs on the priority needs of Africa.

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ANNEX III

Resolution 1.2323

The General Conference,

Noting that the educational needs of the countries of Africa are vast and urgent,

Being aware that educational development is a major factor and condition precedent for the economic, social and cultural development of these countries,

Being informed of the needs disclosed in the inquiry carried out by UNESCO in the countries of Africa in 1959 and of the conclusions and recommendations in that connexion adopted by the Meeting of Ministers or Directors of Education of African countries at Addis Ababa in 1960 (11 C/PRG/1 and 11 C/PRG/13),

Noting with satisfaction the strengthening of UNESCO's programme for the countries of Africa, which paves the way for constructive action to meet their needs for organization of education and training of qualified personnel,

Emphasizing the importance of recognizing the need for further sources of financial assistance both of a capital and recurrent nature,

I

Decides, in a spirit of solidarity, to launch an appeal to Member States, Associate Members and voluntary bodies in these States to assist through UNESCO the development of education in the countries of Africa, for the following requirements:

- (a) Construction of educational buildings;
- (b) Production of teaching aids both traditional and new;
- (c) Provision of overseas teachers and professors for secondary, technical and higher educational establishments; and
- (d) Assessment of educational needs.

II

Authorizes the establishment of an emergency programme of financial aid to Member States and Associate Members in Africa, for a period of three years, 1961-1963, and to this end,

/...

Requests the Executive Board to assist the Director-General in implementing this programme, taking into consideration the conclusions of the Conference of African States to be held in 1961^{a/} and the other sources of assistance, under the following conditions:

1. Purposes: Capital and financial aid to meet the following four requirements:
 - (a) Construction of educational buildings,
 - (b) Production of teaching aids both traditional and new,
 - (c) Provision of overseas teachers and professors for secondary, technical and higher educational establishments; and
 - (d) Assessment of educational needs.
2. Contributions: The programme shall receive voluntary contributions in monies without limitation as to use in a specific recipient country. These contributions shall be in easily usable currencies and they shall be the object of distinct accounting in accordance with the provisions of Article 6.6 and Article 11.3 of the Financial Regulations. Their receipt and utilization shall be reported separately in the annual Financial Report of the Director-General.
3. Participants: All Member States and Associate Members, including voluntary bodies in these States, are invited to contribute to this programme. All Member States and Associate Members in Africa may be beneficiaries of the programme granted at the request and subject to the approval of the Member State or Associate Member concerned.
4. Administration:
 - (a) The Director-General shall present to the Executive Board:
 - (i) A statement on contributions received, for information;
 - (ii) Each project of aid, for approval.
 - (b) Subject to the approval of the Executive Board, the Director-General shall incur limited costs within the framework of the approved budget for the administration of this programme to meet the additional work of the Secretariat units concerned.
5. Clearing-House functions: The Director-General is authorized to publicize the financial and investment needs of the countries of Africa for the development

a/ See resolution 1.2322 (II).

of education, with a view to promoting multilateral, regional and bilateral co-operation among Member States. Any specific offer to meet through UNESCO an urgent and expressed need in Africa will be considered by the Executive Board.

Requests the Director-General to inform Member States periodically of the progress of these activities.

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ANNEX IV^{a/}

A SCHOOL CONSTRUCTION PROGRAMME IN AFRICA

1. The Problem

In all countries in tropical Africa there is a growing demand for secondary education.

This situation not only creates a great demand for secondary school teachers, but also a complementary demand for new or enlarged secondary school building provision, including, in many cases, residential accommodation for students and staff.

This, in turn, requires capital investment to meet construction costs and a financial projection to ensure that running costs such as maintenance and staffing are secured when the new or expanded institution is established.

A number of methods of financing have been employed including:

- (a) The provision of capital expenditure from metropolitan funds (as in buildings erected under the British Colonial Development and Welfare Act, or in French territories from FIDES), or from other bilateral aid schemes,
- (b) Buildings financed from revenue,
- (c) Building programmes financed under long or short-term loan schemes.

2. Difficulties of Secondary School Construction

No matter what the method of finance, a number of common problems emerge from a study of various building programmes: difficulties which have been much less acute in the case of primary schools where simple construction and local labour have been able to meet the less exigent demands made upon them. These problems include:

- (a) The lack of architects who have specialized in meeting problems of school construction,
- (b) Pressure on public works departments which delays construction,
- (c) Heavy cost of building when each project is costed and constructed independently of any other project,

a/ Issued as document 11 C/PRG/31, Paris, 5 December 1960.

- (d) Failure to make adequate use of local materials,
- (e) Failure to co-ordinate assembly of all construction and equipment items in due order,
- (f) Difficulties in planning special rooms such as laboratories required for secondary school work,
- (g) Lack of the means of exchange of information between designers faced with the same problems in different areas,
- (h) Lack of familiarity with the most recent developments in school planning and construction.

3. A Proposed Solution

A solution to the problems of construction geared to the question of the provision of finance is proposed in two stages.

Stage 1 - Central School Planning Group (C.P.G.)

A Central School Planning Group would be established in a convenient centre of communication (e.g. Accra, Lagos, Brazzaville) staffed with a Director, a group of 4 architects specializing respectively in design, structural engineering, methods of standardization, and physical engineering, together with an educational adviser, and a quantity surveyor. This group would develop costed standard plans and standard elements embracing secondary school accommodation including special rooms and residential accommodation for staff and pupils. The costed working drawings would be based on classrooms, residential and ancillary elements capable of construction with suitable modifications where necessary in a variety of materials such as concrete, landcrete, impregnated timber, and insulated metal. As a working method, it is probable that each architect would be allotted basic responsibility for a series of projects on a geographical basis, but that constant meetings of the group would be held to secure a spread of specialized knowledge and a forum for discussion. The group, which would need certain services to be provided by the host country including 1 clerk, 2 typists, 1 messenger, and possibly the part-time and occasional services of 2 draftsmen, would also act as a training unit, since it would incorporate into its activities 8 architects or engineers from countries for which projects were being planned. The pupils thus being intensively trained would need perhaps 6 months at the Centre: they would, of course, act as valuable sources of local information for the group.

Stage 2 - National Construction Units (N.C.U.)

At its simplest, the scheme could operate by the transmission of costed working drawings of standard elements in whatever material had been asked for to the school Construction Department of a National Government. However, the provision of a satisfactory and costed design is only half the battle of school construction, and it should be possible to establish in each country participating in the scheme a National Construction Unit. This Unit, in charge of a construction officer, would also contain a local architect, a stores officer, and a number, possibly 3, of clerks of works together with ancillary staff - secretary, store-keepers and messengers. The N.C.U. would take its instructions from a School Building Committee organized by the Ministry of Education, with, possibly, representation from the United Nations Educational, Scientific and Cultural Organization National Commission and other useful bodies such as Teachers' Associations and the National Association of Architects. The School Building Committee would instruct the N.C.U. as to the approximate site and educational specifications of each building required together with the financial resources available. The necessary local details, including availability of local materials together with a site plan provided by the architect member of the N.C.U. would be sent to the Central Planning Group where the project would be assigned to one of the 4 architects (each architect could possibly be responsible for the secondary building programme of 4 countries) and the appropriate units would be assembled or drawn and the costed working drawings and specifications sent to the N.C.U.

A number of procedures are now possible, but it is suggested that the N.C.U. should maintain a stockpile of standard fittings and equipment as laid down by the C.P.G. and should contract out if, as in most cases, government construction services were not readily available,

- (a) To local sources (for site work and labour possibly partly given as a contribution to a local school);
- (b) To contractors on an approved list; or
- (c) To voluntary bodies approved by the Ministry for Labour and Construction.

/...

Thus the N.C.U. would supply the bulk of fittings and equipment and material where not locally available, and would supervise construction.

The N.C.U. should also be staffed, in respect of its contracts officer, and clerks of works, by personnel capable of giving on-the-job instructions to the foremen and technicians employed by the contractors with whom they are working.

The C.P.G. may be expected to disband within between three and four years' time and the various National Construction Units, largely staffed by national personnel, should prove valuable additions to the resources of National Ministries.

4. Finance

It is estimated that the cost of operating the Central Planning Group for one year, together with the training scheme, would be in the region of \$250,000. The cost of a National Construction Unit would be considerably lower, possibly between \$50,000 and \$100,000 per annum per unit.

ANNEX V^{a/}

SCHEME FOR TEXTBOOK PRODUCTION CENTRES
IN TROPICAL AFRICA

1. Almost every African Member State has expressed an urgent need for the production of school textbooks to suit changing curricula. The full solution of this problem calls for a many-sided programme, some elements of which are not possible within present limits on budget and on operational procedures.
2. The first step is the establishment of a Regional Textbook Bureau which would:
 - (a) Collect and commission manuscripts and illustrations;
 - (b) Evaluate material by prototype production;
 - (c) Endeavour to negotiate, publish with commercial houses.
3. Such a Project is already contained in the proposed regular programme for 1961-1962. The Bureau would provide useful services, tend to reveal needs, and should ensure due collaboration with the existing publishing firms in the region. But it would not meet national needs for producing basic textbooks on the spot.
4. Sub-Regional and National Production Centres

Extension of the programme requires the actual setting up of publishing units, equipped with presses, binding machines and photo-labs, suitably staffed and provided with sufficient paper. As a start, these Centres might work on a sub-regional basis (i.e. serving a group of adjacent countries such as Chad, Central African Republic, Congo, Camerouns, Gabon; or else the countries of the Entente). Were sufficient funds available, however, the same formula might be applied at the national level. Each Centre would work closely with the Regional Textbook Bureau described above and would be designed to produce basic material for the schools and also reading material for new literate adults.
5. The method of work will involve the establishment by UNESCO of a fund for a single Centre: some \$500,000 would be required to cover technical assistance

a/ Issued as document 11 C/PRG/33, Paris, 7 November 1960.

for experts on a diminishing scale (\$100,000 in first year, \$60,000 and finally \$40,000) and a sum of \$300,000 for capital outlay on machines, buildings and an initial paper supply. Such a plant would be capable of producing 2,500 copies per day of an average school book. It would also be able to carry out an on-the-job training programme for technicians and could, after the initial period, become the Publishing Branch of a Ministry of Education.

6. This scheme involves different procedures from those at present used. It is suggested that UNESCO should contract with the Host Country which in turn would act as agent and furnish the site for all countries of the regional group. The regional group would be required to establish a Textbook Production Centre Board to work under the chairmanship in the first instance of the manager of the press. The Board with regional funds and ultimately its own finances, could operate the Centre, supply paper and local labour, provide counterpart staff, establish the programme, fix costs, distribute books, and account to its Member Governments and to UNESCO. At a later stage, the sub-regional character might disappear.

7. Budget basis for one centre

(a) Staff, on technical assistance basis, to cover manager, 8 technical operators, 4 mechanics in first year, reduced thereafter as local staff become available.

Cost for 3 years \$200,000

(b) Supplies and equipment to cover printing presses (\$45,000), photo-lab (\$40,000), binding and other printing equipment (\$65,000), contribution to building costs (\$100,000) and initial paper supply (\$50,000).

Total initial cost \$300,000

Total cost of one centre \$500,000

ANNEX VI^{a/}

THE PLACE OF BASIC SURVEYS IN UNESCO'S PROGRAMME
FOR AFRICAN EDUCATION

1. This paper is designed to accompany other short papers (on buildings, teachers textbook production) and keep before delegations some of the principal conclusions of UNESCO's earlier work in Africa, notably the Addis Ababa Conference. The projects discussed recently have been mainly of the technical assistance or regional institution type - suited to the present budget level. It is necessary, however, as part of future perspectives, to examine the need for a programme of surveys and research.

The need

2. It may be noted that the Addis Ababa Conference expressed its views on the short-term programme of UNESCO under these points (see ED/174, Resolutions): first, studies and research for planning and development; second, direct assistance for the training of personnel; and third, provision of experts and organization of seminars. The Conference laid emphasis on the need for educational planning at the national level. Sound planning involves the integration of educational with more general economic and social development plans, and calls for a wider range of economic and social data as well as information about the school system. The intention is to ensure efficient use of the financial and human resources available, including such assistance as may be obtained internationally, and to express official policy in realistic terms so as to guide future action.

3. While this is essentially a national problem, the Addis Ababa Conference believed that international action was desirable to help African States prepare their plans. The Director-General's proposals in 11 C/5 (ED paragraphs 277-285) and in 11 C/5 Add. and Corr. (ED paragraphs 285a-285i) contain activities designed for this purpose.

a/ Issued as document 11 C/PRG/34, Paris, 10 December 1960.

4. However, new developments since the date the proposed programme and budget for 1961-62 were prepared now show clearly the necessity of assisting countries which so request in undertaking an over-all assessment of their total educational needs and detailed plans and estimates for the development of their educational system over a period of years, including statistical data on present facilities and on future requirements, and a statement of educational aims and policy, in relation to plans for the economic and social development of the country.

African delegations, during the present session of the General Conference, have expressed the view that such surveys were an indispensable prerequisite for the educational development of their countries and it is apparent that the new perspectives which are opening, with their promise of increased international assistance, both bilateral and multilateral, in kind as well as in cash, make educational planning a task more complex than ever and call for such surveys.

5. For the countries concerned, it is essential to know up to what amount, where, and in which form they are to utilize their own resources or to supplement them with external aid and to co-ordinate bilateral and multilateral aid. This is indispensable if the wastage of only too small funds is to be avoided and if sound educational development resulting in a unified and balanced system of education conforming to the goals of the educational policy decided upon, is to be achieved. It is equally necessary for contributing countries to receive a clear indication of where their contribution is expected to fit in with, an accurate description of its nature, and an assurance that there will be no overlapping or duplication.

6. Thus this project will ensure for each requiring country in Africa the basis for establishing a long-range educational plan (for five to ten years) which will fit into the national development plan of the country.

7. Therefore the expenditures involved in such surveys appear to be well justified as they will provide a guarantee that national and external resources will be well utilized and are likely to economize many times the amount they will cost. This type of survey is the one with which the present paper is concerned.

8. An appropriate example of a basic study indispensable for national planning may be taken from Nigeria. The Commission on Post-School Certificate and Higher

Education in Nigeria (the Ashby Commission) has just issued its report, under the title "Investment in Education". The Commission studied Nigeria's needs at this level of education over the next twenty years. Its report results from more than a year of study, fact-finding and consultation, and provides the Federation with a realistic but bold approach to "the stupendous undertaking" of Nigeria's future system of education. The Commission contained nine members, Nigerian, British and American, and was in full-time session for about two and one half months. Among the evidence it collected were a number of studies on manpower needs and on the school system. The report gives a basis not only for national efforts but also for the co-ordinated application of various forms of external assistance.

9. Similar inquiries and reports can be quoted from Member States in other parts of the world - the Americas, Asia and Europe. They are signs of the growing awareness among educational authorities of the necessity to plan the development of education. The process of making a survey is never simple or cheap. It requires a considerable amount of research at the national level (embracing a wider field than purely educational matters) as well as an administrative machine by which official policy and the facts of the situation may be integrated and expressed in the form of a plan. The technique of a commission of inquiry is a well-tried device that enables the country to focus attention on planning; and it can bring comparative experience from other countries to bear on the question.

Possible form of UNESCO action

10. It seems desirable that the UNESCO programme should make it possible for Member States in Africa to request international aid for effecting the basic surveys which are a prerequisite to planning. The present level of technical assistance funds and the form of the regular programme do not permit the intensive support required. An adequate project in a single country would require about \$100,000 from international funds; this sum would meet the cost of four experts, secretarial work for the commission and contracts with research institutions, in a project lasting one year. And judging from the interest shown by African Member States in the planning of education, at least ten studies of this type would be requested if they were available.

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ANNEX VII^{a/}

PROGRAMME FOR THE SUPPLY OF TEACHERS TO AFRICAN
MEMBER STATES

1. Several Member States have already requested UNESCO's assistance in the supply of teachers - mainly at the secondary and technical school level. A brief examination of these requests is instructive.
 - (a) Country A: asked for help in recruiting 65 secondary and 40 primary teachers as well as a smaller number of educational administrators. Practically all fields of instruction (science, language etc.) were included.
 - (b) Country B: asked for help in recruiting 60 secondary school teachers of science (physics, chemistry, biology). The country offered good salaries.
 - (c) Country C: asked UNESCO to supply 6 secondary school language teachers.
 - (d) Country D: asked UNESCO to supply 8 secondary school teachers (science, language) over a 6 year period.
2. In other words at least four States have expressed the need for international help:
 - (a) In recruiting teachers who would be normally employed by the Government concerned;
 - (b) In providing teachers (i.e. recruitment and payment) for service in the schools.

The problem in general

3. The rapid growth of secondary education in Africa has produced an urgent demand for teachers: the new classes need new teachers; most of the present expatriate teachers have to be progressively replaced; and recruitment abroad is not easy because many "supplier" countries are themselves short. In the long

a/ Issued as document 11 C/PRG/37, Paris, 8 December 1960.

run teachers for secondary and technical schools will have to come from the institutions of higher education within each country. But in the meantime, the pupils are there, the countries' needs for educated youth cannot be postponed - and the progress of higher education itself (and thus the future supply of secondary teachers) will be endangered if secondary schools are not provided.

4. This problem appears in almost all our States. Only four examples were quoted above, but it should be remembered that no requests of this kind have been encouraged, falling as they do outside the terms of reference of the regular programme or the Expanded Programme of Technical Assistance. The entire range of secondary and technical studies is involved; but from various expressions of opinion it seems that modern languages, mathematics and the basic sciences are the most urgent areas.

5. In the face of this need, the present UNESCO programme has only a limited effect. The provision of experts, under Participation or Technical Assistance programmes, is designed to train the replacing local specialists and not to substitute for them.

Possible developments for the future

6. The first possibility is that UNESCO might offer a service to African countries to obtain teachers from abroad, whose salaries they would assure. Such a recruiting service might develop from the existing organization. As an extension, the recruiting service might also receive offers of assistance from supplier Member States; for example, certain Governments may be able to defray some of the costs (pension contributions etc.) of their nationals, and thereby lessen the load on the receiving country in Africa.

7. The more extreme cases are not met by a service of this kind. At present, and for some years to come, there is need to supply some States with teachers and to pay the difference between local rates and "foreign" rates (as well as recruitment costs, transportation and so on). The OPEX type of operation is involved here, and there are precedents for such a programme. What is required is the financial support. A hypothetical example may illustrate both the method

and the cost. Country A urgently needs teachers for its secondary schools, while it develops its own teacher training through study abroad and in a university in a neighbouring country. Study of existing plans shows that 20 teachers are needed in the first year, then 18, 16, 10, 8 in successive years. The five-year cost to an international programme (allowing \$10,000 per year per teacher, a much lower figure than for experts) will be \$720,000. Were an international programme to exist, it would recruit and provide this staff, which would be integrated in the national teaching force. The country's direct contribution to salaries would reduce the total cost; and the country would also plan and pay for the higher training of its own nationals so as to enable international aid to phase out.

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