ABSTRACT

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CANADIAN UNIVERSITY SERVICE OVERSEAS: AN EVALUATION OF THE VOLUNTARY PROGRAMME IN GHANA

This study examined the programme of the Canadian University Service Overseas during its seven years of operation in Ghana. More specifically, the study was concerned with the extent to which the CUSO programme is satisfying the needs of the Ghanaian Ministry of Education and fulfilling the objectives of CUSO.

Three research procedures were used: an examination of relevant literature, the questionnaire technique, and the personal interview.

It was found that the inexperience of CUSO teachers, their lack of proper academic and professional qualifications, and the brevity of their service, constitute their greatest handicaps to performing effectively and satisfactorily in their teaching assignments in Ghana. Nevertheless, because of the Ghanaian teacher shortage, CUSO, through its programme, is making a significant contribution toward satisfying the manpower needs of the country. It is suggested, however, that CUSO consider revising its recruitment, selection, and training procedures so that it may better meet the changing educational needs of Ghana.

CANADIAN UNIVERSITY SERVICE OVERSEAS: AN EVALUATION OF THE VOLUNTARY PROGRAMME IN GHANA

by

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CUSO PROGRAMME IN GHANA

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Special acknowledgement and thanks go to the CUSO volunteers and the headmasters and headmistresses of Ghanaian secondary schools

who spared part of their precious time to answer my questionnaires and thus furnished me with invaluable material for the study.

By permission, the maps have been reproduced from a published work of Professor E.A. Boateng, to whom I am grateful.

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CHAPTER I

INTRODUCTION: THE PROBLEM AND THE METHOD

On June 6, 1961 the Canadian University Service Overseas (CUSO) was established as a national co-ordinating agency to develop schemes to send suitably qualified Canadians to serve in emergent countries. To date, CUSO has sent hundreds of Canadians, young and old, to spend two years "serving and learning" as volunteers in developing countries.

Since its beginnings, CUSO has not made any systematic evaluation of its programme in any geographic area where it has been operating. Evidence of success or failure of the programme in any region has been based principally on the numbers of requests for volunteers emanating from the developing country. In short, if a nation increased its requests for volunteers from one year to the next, the programme for that area was judged successful by CUSO.

The purpose of this study is to assess and evaluate the CUSO programme during its seven years of operation in Ghana. More specifically, the study is concerned with the extent to which the CUSO programme satisfies the needs of the Ghanaian Ministry of Education and fulfills the objectives of CUSO. The author anticipates that the answers to the following questions will provide guidelines for the improvement of the programme in Ghana and elsewhere. In what areas does the programme satisfy or not satisfy the

needs of the Ministry of Education in Ghana? Does the programme in Ghana satisfy the objectives of CUSO? Do the heads of secondary schools in Ghana approve of the work of the CUSO teachers as compared with the Ghanaian graduate teachers with regard to the objectives of the secondary school courses? What is the reaction of the Ghanaian public towards the programme? What are the views of the returned CUSO teachers with respect to their assignment in Ghana? Finally, in the light of the answers to such questions, what recommendations can be made to improve the programme?

The following hypotheses will be defended in the course of the study:

1. The CUSO programme is fulfilling the short-term, as opposed to the long-term, needs of the Ministry of Education in Ghana.

2. The programme in Ghana is meeting the objectives of CUSO.

3. The headmasters and headmistresses in Ghanaian secondary schools approve of the contribution of the CUSO teachers in their schools with regard to the teaching of English, French, mathematics, and science in the lower and middle levels of the secondary schools, but not in the Sixth Form.

4. The Ghanaian public is not sufficiently aware of the CUSO programme in Ghana to express a point of view on its effectiveness.

5. On the whole, returned CUSO teachers are of the opinion that they were not "fully effective" as teachers in the Ghanaian secondary schools. They attribute this shortcoming to a lack of

proper qualifications, which in turn implies criticism of CUSO's recruitment and training practices.

Three research procedures will be used: an examination of relevant literature; the questionnaire technique; and the personal interview. In detail, they are as follows:

1. Examination of CUSO documents, correspondence, bulletins, volunteers' assignment reports, and other papers made available at the CUSO secretariat in Ottawa.

2. Examination of official correspondence, reports and publications of the Government of Canada related to CUSO.

3. Examination of official reports and publications of the Government of Ghana in relation to education in Ghana, as well as correspondence, policies and reports of the Ministry of Education about the CUSO programme in Ghana.

4. Examination of reports of headmasters and headmistresses of Ghanaian secondary schools about the work of the CUSO teachers in their schools.

5. Examination of Ghanaian mass media on CUSO programme in the country.

6. A review of relevant published and important sources on CUSO.

7. Questionnaire surveys of heads of secondary schools in Ghana; of the returned CUSO teachers from assignment in Ghana; and of new CUSO teachers at an orientation and training course in the summer of 1968. (See appendix)

8. Evaluation of the 1968 CUSO West African Orientation and

Training Programme at the University of Western Ontario including personal interviews with volunteers as well as officials responsible for the selection, recruitment and training of volunteers destined for assignment.

As far as published literature is concerned, it must be stated that there is a conspicuous absence of such material dealing specifically with an evaluation of the CUSO programme in any one geographic area where the organization has been operating. Whatever material exists by way of evaluation in this sense, consists of unpublished reports, papers and files at the CUSO secretariat in Ottawa.

A major study on CUSO--"Canadian University Service Overseas: A Case Study of an Overseas Volunteer Programme"--is a Master's thesis written by Woollcombe.[1] This study traces the historical development of CUSO and focuses upon the recruitment, selection and training of personnel in Canada, and makes recommendations for the improvement of the orientation course, language training and the overall administration of CUSO. This work offers valuable historical material for the proposed study.

Three other theses are currently being written about CUSO. One of these deals with "trends which may indicate actual and potential contributions of both External Aid and CUSO teachers, and a possible clarification of their roles which could be beneficial to

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[1]G.S.M. Woollcombe, "Canadian University Service Overseas: A Case Study of an Overseas Volunteer Programme," (unpublished Master's dissertation, Department of Political Science, Pennsylvania State University, 1965).

both donor and recipient."[2] A second thesis is concerned with "the problems of adaptation faced by the CUSO volunteers on their return to Canada."[3] A third thesis aims at determining "the effectiveness of the CUSO organisation and of CUSO volunteers in East and Central Africa."[4]

With regard to published material, two books ought to be mentioned. Man Deserves Man: CUSO in Developing Countries is a collection of reports written by thirty Canadians who were on CUSO assignments in developing countries in Asia, Africa and Latin America. The volunteers recall their contributions and frustrations while on assignment and offer suggestions for the improvement of the CUSO programme.[5]

In A Samaritan State, Keith Spicer analyses the objectives of the Canadian External Aid Policy and describes the role of CUSO in the Canadian External Aid Programme.[6]

Although sources dealing with the system of education in Ghana are few, three works warrant mention. The Development of Education in Ghana traces the history of educational development in

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[2]G. Smith, "Canadian Teachers Serving with CUSO and External Aid: A Comparison," Memorandum (Ottawa: CUSO, 1968).

[3]S. White, "Problems of Adaptation Faced by CUSO Volunteers on their Return to Canada," (Master's dissertation proposal, School of Social Work, McGill University, 1968).

[4]A. Mohiddin, "Effectiveness of the CUSO Organisation and CUSO Volunteers in East and Central Africa," Memorandum (Ottawa: CUSO, 1968).

[5]B. McWhinney and D. Godfrey (eds.), Man Deserves Man: CUSO in Developing Countries (Toronto: Ryerson Press, 1968).

[6]K. Spicer, A Samaritan State; External Aid in Canada's Foreign Policy (Toronto: University of Toronto Press, 1966).

Ghana from the time of the initial European settlements in the late fifteenth century to the post-independence period in 1961. The book devotes special attention to the educational problems facing the country during its colonial period.[7]

Philip Foster in Education and Social Change in Ghana examines the impact of British educational influences on the Ghanaian society. He argues that the system of education which the British introduced has had a dysfunctional value in that it has produced a western-oriented elite who in some cases look down upon their uneducated compatriots.[8]

In a doctoral dissertation, "Education in the Gold Coast Colony 1920-1949," McElligott traces the growth and development of education in the country during the colonial period. The author points out that when the colonial government assumed direction of education in the country, it mistakenly attempted to evolve a system along the lines of European standards. The need for definition of aims and adjustment of the means of education to local requirements became imperative as a result of the criticisms of various reports on education, particularly that of the Phelps-Stokes Commission. McElligott states that such reports enabled Governor Gordon Guggisberg to formulate the educational aims of the country.[9]

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[7]H.O.A. McWilliam, The Development of Education in Ghana (2nd. ed. rev.; London: Longmans Green and Co., 1962).

[8]P.J. Foster, Education and Social Change in Ghana (London: Routledge & Kegan Paul, 1955).

[9]T.E. McElligott, "Education in the Gold Coast Colony 1920-1949," (Ph.D. dissertation, Stanford University, 1950).

The present thesis is divided into seven chapters. The first explains the problem and the research procedure. The second chapter gives a background knowledge of Ghana by portraying the country, its people as well as the growth and the development of the system of education in historical perspective. The third chapter traces the origins and growth of CUSO. The fourth chapter shows the relationship between CUSO and the Ministry of Education in Ghana. In particular, there is a discussion of the reasons which led to the recruitment of CUSO volunteer teachers. Furthermore, there is an official view of the contribution of these teachers towards the progress of education in the country. The fifth chapter examines the opinions of headmasters and headmistresses of Ghanaian secondary schools towards the work of CUSO teachers in their schools. In the second part of the chapter, an assessment of Ghanaian public reaction towards the CUSO programme is treated. The sixth chapter deals with an analysis of the views of former CUSO teachers regarding their assignment in Ghana. The concluding chapter, the seventh one, contains the summary and recommendations, which in turn are followed by the bibliography and appendix.

It is hoped that the study will constitute the first comprehensive attempt to evaluate the CUSO programme in a particular region. In this way, the study will contribute to our knowledge of the quality of voluntary assistance as well as uncover new areas of research.

CHAPTER II

BACKGROUND KNOWLEDGE OF GHANA

This chapter consists of two sections. The first part portrays the social, economic, political fabric of Ghana in historical perspective. The second section traces the growth and development of the system of education.

The Country and Its People

On March 6, 1957 the Gold Coast became the first of the colonies of British Africa to attain sovereign and independent status. It was renamed Ghana after the first of the great West African empires of an earlier period.

Ghana is situated almost in the centre of the countries along the Gulf of Guinea on the coast of West Africa. It is bordered on the west by the Republic of Ivory Coast, on the north by the Republic of Upper Volta, and on the east by the Republic of Togo.

Nearly rectangular in shape, the country covers 420 miles from south to north and 334 miles from east to west. Itssexact geographical location is between longitudes 1 1/2 degrees East and 3 1/2 degrees West, and between latitudes 4 1/2 and 11 degrees

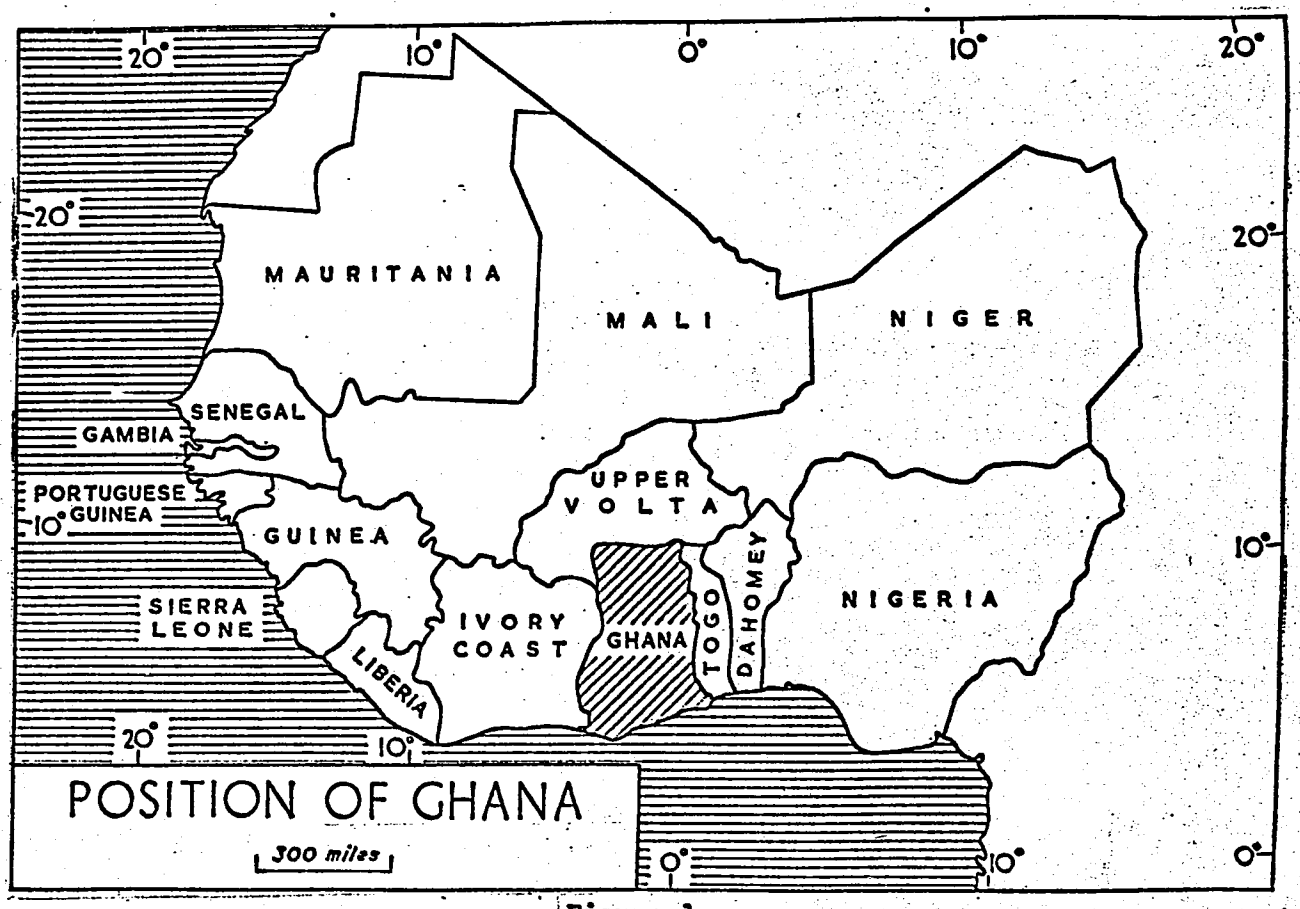
20°
10°
0°
10°
20°
MAURITANIA
MALI
NIGER
SENEGAL
GAMBIA
PORTUGUESE GUINEA
GUINEA
UPPER VOLTA
SIERRA LEONE
LIBERIA
IVORY COAST
GHANA
TOGO
DAHOMEY
NIGERIA
POSITION OF GHANA
300 miles

Figure 1

North.[1] In terms of comparison, Ghana is roughly the size of Great Britain.

Within its 92,100 square miles live 6,726,815 inhabitants, mostly African, according to the 1960 census.[2] The latest provisional estimates of the 1965 census put the total at almost 8,000,000.[3] The average density of population based on the 1960 censal statistics is 73 persons to the square mile. The Greater Accra Region with 494 people to the square mile is the most densely populated area. The Brong-Ahafo and the Northern Ghana Regions with less than 40 persons per square mile constitute the least populated areas.[4] One of the resultant factors arising from this maldistribution of population is that whilst the country as a whole is self-sufficient in food production, some areas suffer from under-production. Moreover, it is difficult to provide and develop the social services to the best advantage of the country as a whole.

Because of its geographical position, Ghana's climate closely resembles that of other lands which lie near the equator. The southwest corner of the country, around the town of Axim, where 80 or more inches of rain is recorded annually, is the area with the greatest rainfall. A hundred miles inland, in the southern Ashanti

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[1] E.A. Boateng, A Geography of Ghana (2nd. ed; Cambridge: University Press, 1967), p. 1.

[2] Ibid.

[3] Ministry of External Affairs, Ghana International Trade Fair (Accra: The Overseas Department of the Ministry of External Affairs, 1966), p. 7.

[4] Ibid.

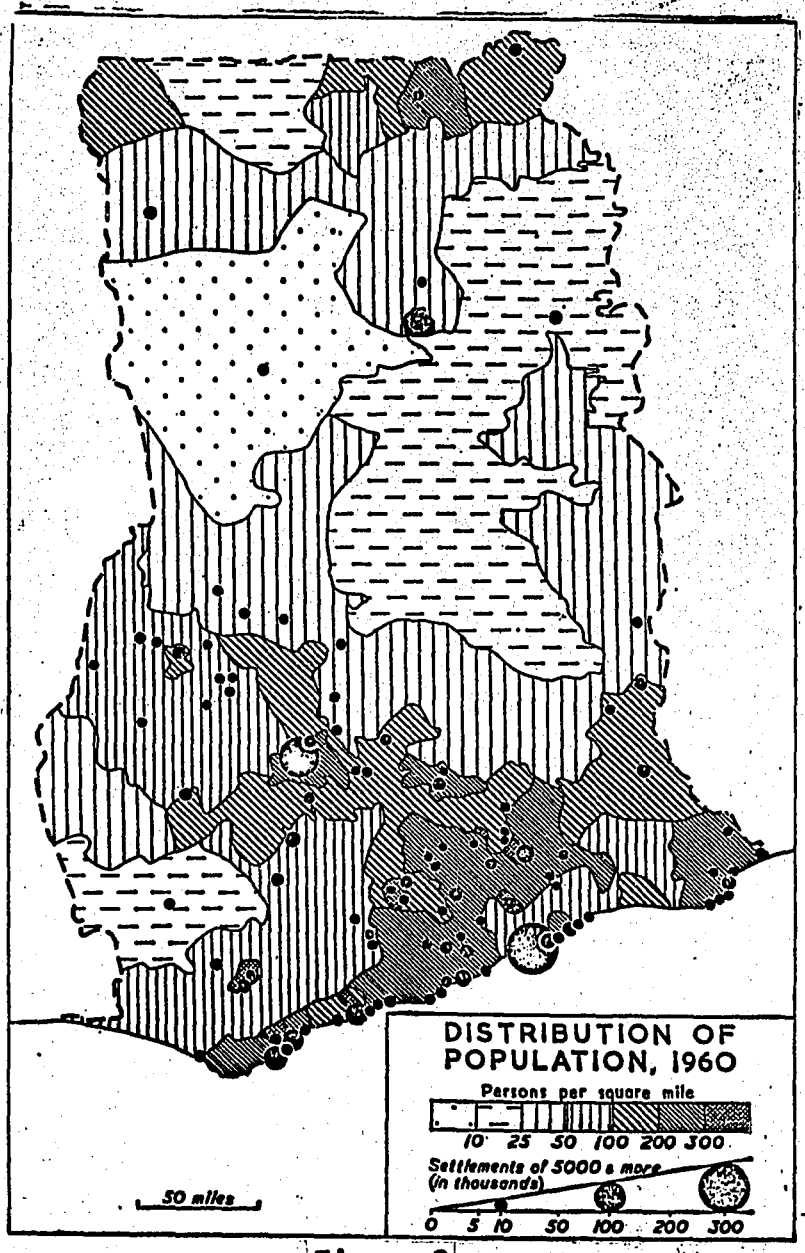
DISTRIBUTION OF POPULATION, 1960
Persons per square mile
10 25 50 100 200 300
Settlements of 5000 & more (in thousands)
0 5 10 50 100 200 300
50 miles

Figure 2

TABLE 1

AREA, POPULATION AND DENSITY OF REGIONS (1960 CENSUS)

Region	Area (Square Miles)	Population	Density (Persons per Square Mile)	Headquarters
Western Region	9,236	626,155	68	Sekondi/Takoradi
Central Region	3,815	751,392	197	Cape Coast
Eastern Region (excluding Accra)	7,698	1,094,196	142	Koforidua
Accra - Capital District	995	491,817	494	Accra
Volta Region	7,943	777,285	98	Ho
Ashanti	9,417	1,109,133	118	Kumasi
Brong Ahafo	15,273	587,920	38	Sumyani
Northern Region	27,175	531,573	20	Tamale
Upper Region	10,548	757,344	72	Bolgatanga
All Regions	92,100	6,726,815	73	Accra

Source: Ministry of External Affairs, Ghana International Trade Fair, op. cit., p. 7.

Region, the average annual rainfall approaches 60 inches. The greater part of the southern half of the country which stretches west and north-west of Accra through the Western Region, Ashanti and Brong-Ahafo Regions and the Volta Region is, as a result of such rainfall, covered with tropical forest. This tropical forest, dense along the west where it touches the coast, tails off in the east to an area 30 miles from the sea where the Volta, Ghana's largest river system draining its whole northern portion, cuts through the Akwapim-Togo hills which run across the southern part of the country from southwest to northeast. Lying between these hills and the coast are the Accra plains, an area of comparatively dry open grassland with an average of 30 inches or less annual rainfall. From northern Ashanti Region to the North and Upper Regions where the land rises gradually and reaches its highest point in the Gambaga scarp in the northeast and the area around the town of Wa in the west, the annual rainfall is 30 inches, so that the forest belt gives way to orchard bush running into open savanna.

There are two major alternating seasons--wet and dry. The wet season occurs between March and November in the forest zones, whereas in the savanna country of the north the season is concentrated in July, August and September. The dry season extends over December and February and is characterised by the harmattan dust-laden winds from the Sahara.

Temperatures are not in any significant manner modified by altitude since the highest ranges to be found in the Akwapim-Togo hills do not exceed 3,000 feet. In the southern half of the country

the annual mean temperature ranges from 70 degrees to 85 degrees Fahrenheit with a mean relative humidity of 70 per cent. In the north the range of annual temperature is approximately 75 to 95 degrees Fahrenheit, and the mean relative humidity is around 50 per cent.[5]

The health and pattern of occupation of the people are influenced less directly by the climate than by dietary deficiencies and diseases. For example, a survey conducted throughout the country by The National Food and Nutrition Board in 1960-62 showed, among other things, that deficiency diseases, undernutrition and malnutrition exist in Ghana. Through its regional teams, the Board has been instrumental in improving the health of Ghanaians since 1959. Public health campaigns have been conducted in the rural areas against yaws, river blindness, bilharzia and other endemic diseases. Steps to combat tuberculosis, leprosy and malaria have been undertaken. Indeed, the expansion of public health services constitutes a vital element in the nation's development plans. Existing hospitals are being modernised and one of them, Korle Bu Hospital in Accra, has been developed into a teaching hospital. Clinics and health centres are springing up all over the country. To meet the urgent need for doctors, a school of medicine has been established in Accra. At the same time a large number of Ghanaians are presently studying medicine and hospital administration overseas. While a majority of the nurses and midwives are trained locally, a

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[5]Boateng, op. cit., p. 12-60; Ministry of Information, Ghana - An Official Handbook (Accra: Government Printing Department, 1962), pp. 1-4.

few of them receive their training abroad.[6] A Canadian who recently taught for two years in Ghana testifies to the improved health conditions of the country.

> During the first few weeks in our new home, the family learned new habits in order to adjust to the tropical environment. At breakfast we adopted the ritual of taking Paludrine pills in order to suppress Malaria. During the early colonial years, Ghana, then called the Gold Coast, was vividly described as the White Man's Graveyard. Life expectancy for a European was eighteen months, for one could easily become deathly ill by contracting Malaria, Schistosomiasis, Yellow Fever, Sleeping Sickness or Amoebic Dysentery. With the aid of modern medicine, living in Ghana is as safe as living in Florida. Canadians will have to give up their inaccurate and Victorian impression of West Africa as being a place with impenetrable jungle that is teeming with exotic diseases and filled with ferocious animals waiting to devour the daring adventurer or the well intentioned missionary. But reputations die hard and bad reputations die the hardest of all.[7]

The economy of Ghana is basically agricultural but there is increasing emphasis on industrialization.[8] In general, agriculture, fishing, forestry, mining and industry provide the source of livelihood for the bulk of Ghanaians. Ghana's principal cash crop is cocoa, of which the country is the world's largest producer. Cocoa and kola nuts are produced mainly in the tropical forest. In the

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[6]Ministry of Information, Ghana - An Official Handbook, op. cit., pp. 105-107.

[7]F.E. Haack, "In the Land of the Talking Drums," The Teachers Magazine, PAPT, Vol. XLVIII, No. 238 (Montreal: September, 1967), p. 8.

[8]Boateng, op. cit., pp. 63-106; Ministry of Information, Ghana - An Official Handbook, op. cit., pp. 51-66, 138-144; Ghana Information Services, Ghana At a Glance (Accra: The State Publishing Corporation, undated), pp. 17-19, 43-49; Ministry of External Affairs, Ghana International Trade Fair, op. cit., p. 4; Ministry of Information and Broadcasting, Inside Ghana Today (Accra: Graphic Press, undated), pp. 27-30.

Volta Region, large coconut plantations around Keta form the basis of an export industry in copra. Onions are grown on commercial scale between Keta and Anloga, while coffee is cultivated on large farms in the Kpandu and Buem-Krachi district. In the Western Region bananas are grown for export. Recently, rubber was introduced as a commercial crop and cultivation is being expanded as local conditions permit. Investigations indicating that some 80,000 acres in the Accra Plains may be suitable for the cultivation of sugar have led to increased production of this crop on plantations and the establishment of factories to process the yield. In the north, agriculture is centred on the raising of livestock and the cultivation of cereals, cotton, and groundnuts. Livestock includes cattle which are found in the north and in parts of the Accra Plains. The north exports livestock, poultry and sheabutter to the southern regions of the country. Other crops grown extensively in the country for local consumption include yams, corn, plantain, cocoyam, cassava, rice, legumes, and tomatoes which are canned locally. The recent expansion of State and co-operative farms has stepped up vegetable production. Development of local agriculture and horticulture is being emphasised to reduce imports on frozen meat and foodstuffs.

Fish traditionally have been an important item of diet of Ghanaians. The Fishing Division of the Ministry of Agriculture is replacing traditional canoes with modern motorised fishing boats constructed by the State Boatyards Corporation. The development of fresh water fisheries and the improvement of training facilities for

fishermen have been stepped up. Two new fishing harbours at Tema and Elmina have been operating fully since 1962. Cold storage facilities and wholesale fish markets are scattered all over the country.

From the tropical forest, many Ghanaians have, for many years, been provided with timber, food, fuel, drugs, spices, fibres and other useful products. The Forestry Department controls 6,000 square miles of forest reserves to check exhaustion of timbers, some of which constitute the world's finest hardwoods and are used for commercial purposes. The timbers found include wawa, sapele, mahogany, utile, baku, and avodire, which are exported to Western Europe mainly as logs or sawn timber, though veneers and plywood are now on the increase.

Before the country achieved independence, industries were virtually non-existent, yet the country had almost all the ingredients for industrial development. The economy depended largely on agricultural resources, particularly cocoa. The post-independence period has seen the establishment of some ninety industries in different parts of the country. Factories are in operation for the production of many consumer goods such as foodstuffs, clothing, petroleum, and chemical products, as well as for processing raw materials for export. New industries are springing up throughout the country. Ghana welcomes private investment, both foreign and domestic, to assist in promoting industrial progress. The government recognises four major economic sectors: the private sector, open to both Ghanaians and foreigners on equal basis; enterprises jointly owned by the State and foreign private interests; State

enterprises completely owned and operated by the State; and co-operative enterprises of small producers in agriculture, trade and industry. The government's investment policies are supported legally by the Capital Investments Act which is administered by a statutory body known as the Capital Investments Board.

The soil of Ghana is rich in precious metals such as gold, diamonds, manganese, huge deposits of bauxite, iron ore, limestones, ceramic clays and silica sands. The mining industry falls into four main categories, namely gold, diamonds, bauxite and manganese. For several centuries, gold has been mined in the country. The current output, approximating 26 tons annually, is found mainly in the Ashanti and Western Regions, which makes Ghana the third largest producer in the Commonwealth. The government owns five gold mining companies which are under the management of the State Mining Corporation set up in 1961. Industrial diamonds, useful in making abrasives and for cutting edges of diamonds, are obtained in large quantities in the Eastern and Western Regions. The Diamond Mining Corporation, which was established in 1965, has authority over diamond operations in the country. Bauxite, which will form the foundation of an aluminium smelting industry in Ghana, is produced in sufficient quantities at Awaso in the Central Region, while manganese is mined at Nsuta in the Western Region.

The Volta River Project,[9] the largest industrial project

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[9]Ministry of Information, Ghana - An Official Handbook, op. cit., pp. 44-47; Ghana Government, Seven-Year Development Plan (Accra: Government Printing Department, 1964), pp. 203-208; Ghana International Trade Fair, op. cit., p. 4; "The Volta River Project - Notes for Visitors" (Accra: Volta River Authority, 1963).

ever undertaken in the country, was first outlined in a White Paper in 1952. Construction began in September 1961 and the project was completed in January 1966. Fundamentally, the project is a vast hydro-electric complex which holds the key to the country's prosperity and industrial progress. Although by and large the project is a hydro-electric scheme, it opens up a number of possibilities of development in other fields, such as water transport to areas not easily accessible by road, large-scale irrigation schemes to facilitate agriculture and a fresh-water fishing industry. The electricity which it generates is currently being used as a source of power for the giant aluminium smelter at Tema and for the electrification schemes of the country. Of the estimated cost of the project, the Government of Ghana contributed LG35 million,[10] or roughly half of the cost, while the remainder was secured on long-term loans from the governments of the United Kingdom, the United States and the World Bank. The Volta River Authority, a statutory body, was set up in April 1961 to run the project.

Besides these schemes, several other major development plans have been introduced. These have been the Government's First Development Plan and Consolidation Plan of 1951-1959, which were followed by the Second Development Plan of 1959-1964. This was in turn followed by the Seven-Year Development Plan which was intended to cover the years 1963/64 to 1969/70.[11] The general aim of these

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[10]Ministry of External Affairs, Ghana International Trade Fair, op. cit. (LG1 - L1 sterling.)

[11]Ghana Government, Seven-Year Development Plan, op. cit., pp. 1-35.

plans was to foster the modernisation of agriculture, contribute to industrial and economic expansion, and to train technical and scientific personnel to effect this development. To obtain such personnel, the Government's First and Consolidation Plans aimed at providing for the vast expansion in elementary education as well as facilities for higher education. The Second Development Plan placed emphasis on the expansion of secondary school places for approximately 10 per cent of the eligible pupils in the country. The Seven-Year Development Plan put heavy stress on the expansion "of secondary education, both full-time and part-time, and of the subsequent facilities for training in technological and managerial skills."[12] The unfavourable economic and financial position of the country--a resultant factor of the Nkrumah regime--compelled the present administration to abandon the Seven-Year Development Plan in 1966 and to initiate schemes for the country's economic and financial recovery.

Sociologically, almost all the inhabitants of Ghana belong to the stock of human race known as Sudanese Negroes.[13] They cannot be divided into ethnic groups since there are no distinct physical traits to segregate one group from the other. Available records indicate that most of the people have moved into the country within

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[12] Ibid.

[13] W.E.F. Ward, A History of Ghana (New edition; London: Allen & Unwin, 1958), Chapters 2, 3, and 6; J.D. Fage, Ghana - A Historical Interpretation (Madison: University of Wisconsin Press, 1966), pp. 6-7, 22-29; J.B. Danquah, Akan Society (London: West African Affairs, undated).

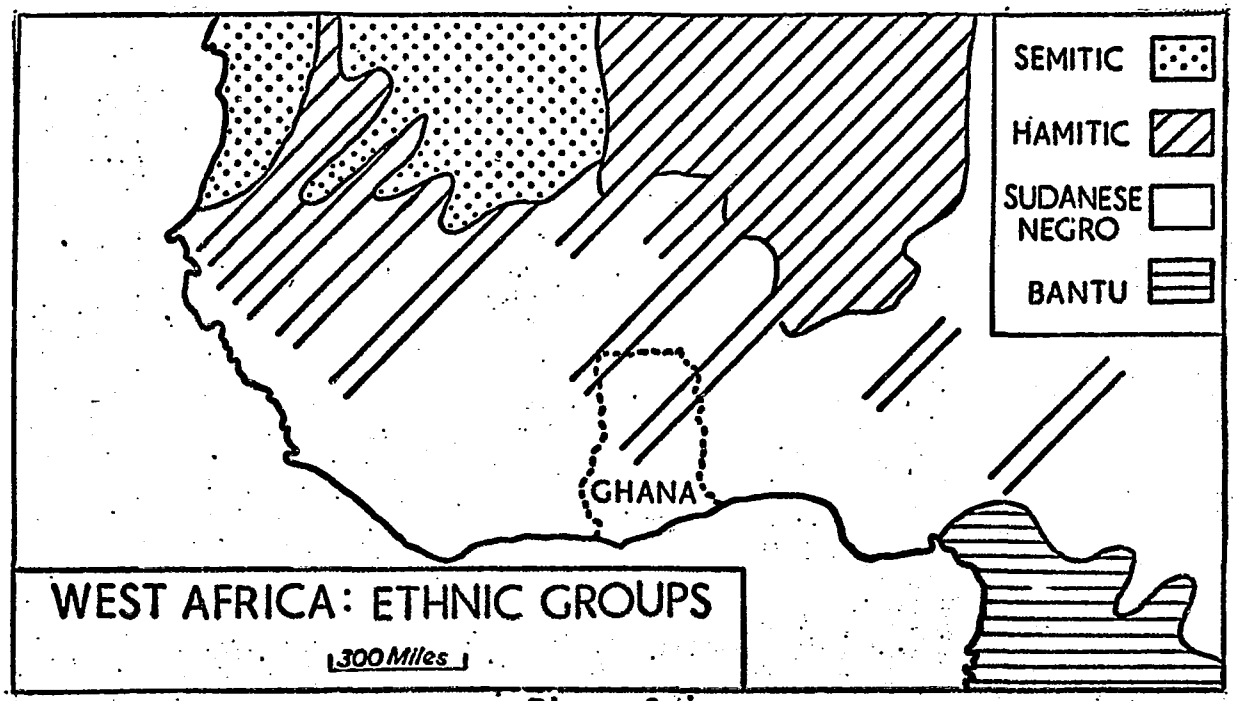
SEMITIC
HAMITIC
SUDANESE NEGRO
BANTU
GHANA
WEST AFRICA: ETHNIC GROUPS
300 Miles

Figure 3

the last thousand years. Most of these have emigrated from the grasslands of the north, but a few, such as the Ga-Adangbes and the Ewes, are said to have come from an area east of the Niger.

The people of Ghana, however, can be divided into a large number of tribes, some of which may be classified. The largest group, the Akans, comprises Ashantis, Fantes, Kwahus and Akims. Practically, this group embraces all peoples who live in the Brong-Ahafo, Ashanti, Eastern and Western Regions. There are also the Ewes of the Volta Region and the Ga-Adangbes of the Greater Accra Region. Closely associated with the Akans are the Guans, who now occupy portions of the Volta Basin and the coastlands. The northern section of Ghana contains more tribes than the southern regions. These tribes, however, are dominated by three main ones, namely the Dagombas of the east, the Mosis of the north and the Gonjas of the south-west.

There are about 156 languages and dialects spoken in the country.[14] All these languages belong to the West Sudanic family of African languages. On the basis of linguistic classification, the people of Ghana can be grouped into two. Broadly speaking, all Akans and Guans speak languages which come within the subfamily of Kwa languages. On the other hand, the peoples of the Upper and Northern Regions of the country form a section of the subdivision of the Gur-language-speaking peoples of western Sudan. The differences between these languages and dialects do not render the evolution of

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[14] Ministry of External Affairs, Ghana International Trade Fair, op. cit., p. 7.

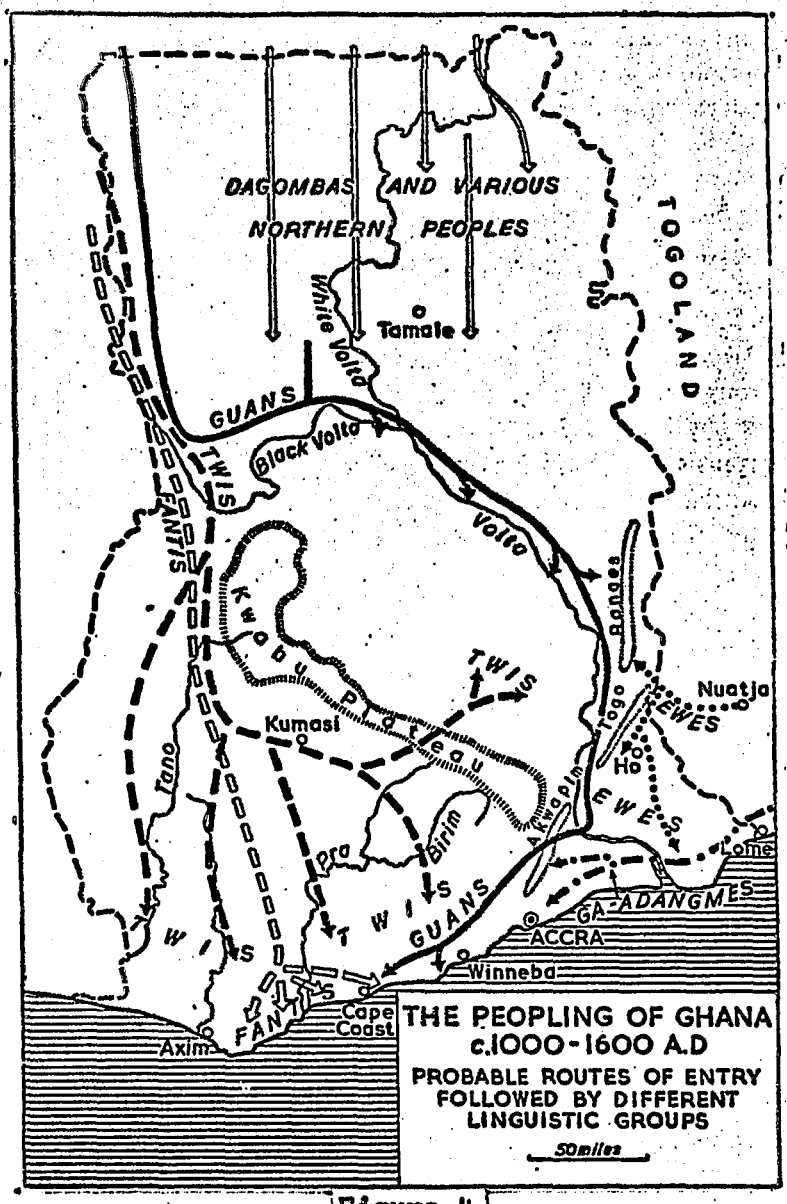
DAGOMBAS AND VARIOUS
NORTHERN PEOPLES
TOGOLAND
White Volta
Tamale
GUANS
Black Volta
TWIS
Volta
Kwobu Plateau
Kumasi
Togo Ranges
EWES
Nuatja
Ho
Tano
Pra
Birim
Akwapim
Lome
GA-ADANGME
ACCRA
Winneba
Cape Coast
Axim
FANTIS
THE PEOPLING OF GHANA
c.1000-1600 A.D
PROBABLE ROUTES OF ENTRY
FOLLOWED BY DIFFERENT
LINGUISTIC GROUPS
50 miles

Figure 4

a single national language impossible. In fact, Akan is used and understood in many parts of the country. Whether Akan will become the lingua franca of the country is a possibility which belongs to the future. Besides English, Akan, Dagbani, Ewe, Ga, Nzema and Hausa are used on the radio and in textbooks. In the schools, the early stages of instruction are given in a major language of the region and in English. In the upper levels English is the language of instruction throughout the country. It is also the language of government, administration, commerce, and industry. In this regard the English language, a legacy from the colonial past, serves as one of the agents unifying the whole country.

Nearly all features of the culture and traditions of Ghana are expressed in symbols.[15] At State durbars, chiefs and their elders sit in a semi-circle symbolic of the crescent moon. The royal umbrellas, topped with silver and gold plates, which are used at durbars, show the hierarchy of the chiefs. Special cloths are worn symbolising the feeling of the occasion. A vermillion red cloth signifies mourning, a dark burnt sienna cloth indicates a prolonged feeling of melancholy, whilst black cloth or indigo cloth, with or without black stamped motifs, means a passing grief. The famous hand-woven Kente cloth, which is rapidly becoming a national dress, is rich with symbolism. By tradition, the people of Ghana mourn the dead publicly, and during the period the women chant

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[15]Ministry of Information, Ghana - An Official Handbook, op. cit., p. 156; Ghana Information Services, Ghana At a Glance, op. cit., pp. 24-27.

dirges and perform symbolic gestures. Traditional dances emphasise the beauty in the human figure. This is expressed in definite symbols made by certain parts of the body. Pots made locally for cleansing, as receptacles for liquids and meal bowls, are distinguished by various shapes and sizes. Several festivals, each with its own significance, are celebrated with pomp and gaiety in many areas at various times of the year.

Ghana has no state religion and freedom of worship is guaranteed under the constitution. Christians, Muslims and animists are the country's principal religious groups. Most Christians live in the southern half of the country which was accessible to both Catholic and Protestant missionaries from the sixteenth century onwards. The Muslims predominate in the northern half of the country.[16]

Politically, the country is divided into nine administrative regions: Upper, Northern, Brong-Ahafo, Ashanti, Western, Central, Eastern, Volta, and Greater Accra which includes Accra, the country's capital city. As stated earlier, each region has a dominant tribal group. Each region is administered through Regional and District Committees of Administration whose function is limited to the implementation of central government directives at the regional level. At the national level, the 1960 unitary Republican Constitution provided for government through an elected President and a

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[16]Ghana Information Service, Ghana At a Glance, op. cit., p. 59.

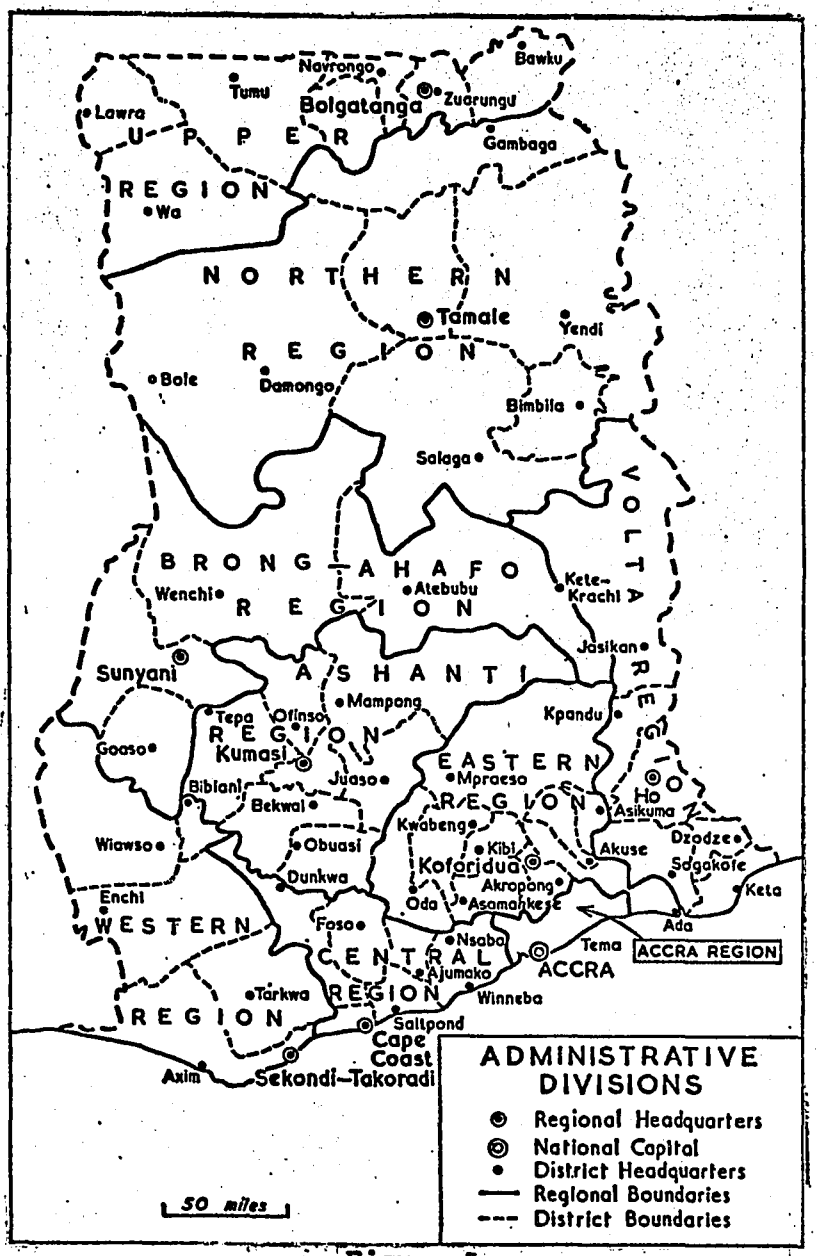
Navrongo
Bawku
Tumu
Bolgatanga
Zuarungu
Lawra
Gambaga
UPPER
REGION
Wa
NORTHERN
REGION
Tamale
Yendi
Bole
Damongo
Bimbila
Salaga
VOLTA
REGION
BRONG-AHAFO
REGION
Wenchi
Atebubu
Kete-Krachi
Jasikan
Sunyani
ASHANTI
REGION
Mampong
Tepa
Ofinso
Kpandu
Goaso
Kumasi
EASTERN
REGION
Juaso
Mpraeso
Ho
Bibiani
Bekwai
Asikuma
Kwabeng
Dzodze
Wiawso
Obuasi
Kibi
Akuse
Koforidua
Sogakofe
Dunkwa
Akropong
Keta
Enchi
Oda
Asamankese
WESTERN
REGION
Foso
Ada
Nsaba
Tema
ACCRA REGION
CENTRAL
REGION
Ajumako
ACCRA
Tarkwa
Winneba
Saltpond
Cape
Coast
Axim
Sekondi-Takoradi
ADMINISTRATIVE
DIVISIONS
Regional Headquarters
National Capital
District Headquarters
Regional Boundaries
District Boundaries
50 miles

Figure 5

Parliament comprised of a President and an elected National Assembly. The widespread public dissatisfaction with the Nkrumah regime, owing to economic and financial maladministration as well as political injustices accompanied by terror, led to the revolution of the Armed Forces on February 24, 1966, which ousted the regime from power. The National Liberation Council, assisted by the Executive Council and Advisory Committees, makes up the present ruling authority.[17]

The form of administration outlined above is closely associated with the tribal and social pattern of the Ghanaian society. Before the colonial era, a number of states existed in the country, each inhabited by tribal groups distinguished by different languages, mores and traditions. In no way did one group share any uniform laws, economy, social, political or geographical unity with another. Some states, particularly the inland powerful state of Ashanti and the coastal Fante states, were often at war.

Recorded European contact[18] with the country dates back to 1482, when Portuguese merchant adventurers established a coastal fort at Elmina. A lucrative trade in slaves and gold attracted other European traders such as the Dutch, the English, the French, the Danes, the Swedes, and the Germans into the field. By the middle of the eighteenth century these traders were actively engaged

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[17] Ibid., pp. 11-16.

[18] Ministry of Information, Ghana - An Official Handbook, op. cit., pp. 5-13; Ward, op. cit.; Fage, op. cit.; J.D. Fage, An Introduction to the History of West Africa (3rd. ed.; Cambridge: University Press, 1962); A.A. Boahen, Topics in West African History (London: Longmans Green and Co., 1966).

in a competition for the monopoly of the trade. The forts and castles, some of which still exist along the shores of Ghana, constitute permanent monuments to the exploitation of the country by European traders.

British influence in the country expanded inward from the beginning of the nineteenth century. In 1821, the British placed the administration of their forts under the Colonial Office. In 1828, however, such responsibility reverted to the local Company of Merchants. Captain George Maclean, who was appointed President of the Council of the Company of Merchants in 1830, created an unofficial protectorate in the area between the coast and the Ashanti state which obliged the British to resume direct control of the forts in 1843, and formally recognise the extension of their influence. The Bond of 1844, which was meant to legalise the activities of Maclean, was gradually interpreted as an instrument which placed the country under British colonial rule. Following this development, in 1865, the British Government announced its intention to withdraw completely from the country. The departure of the Danes and later the Dutch from trading activities along the coast, and the consequent acquisition of their forts by the British together with the annexation of the coastal states as a British Crown Colony in 1874, led to a change of policy. Next, the Colonial administration became entangled in a number of wars culminating in the final conquest and annexation of Ashanti state in 1901. The northern half of the country was declared a protectorate in 1898. Orders in Council constituting the colonies of the Gold Coast and of

Ashanti and the Protectorate of the Northern Territories was implemented on 1902. Lastly, following its conquest by the British and French in the First World War, the German protectorate of Togo-land, which had been proclaimed during the scramble east of the Gold Coast, was shared by the victors. After the Second World War, the western portion of the former protectorate was given to Britain as a trust territory to be administered as part of the British Colony of the Gold Coast. Each component region was placed under a Chief Commissioner responsible to the Governor, through whom the whole country had a common allegiance to the British Crown.

Thus came into existence an artificial creation of the Colony of the Gold Coast which the colonial power sought to govern by the introduction of an administrative system designed to strengthen its position and from which it could continuously exploit both human and material resources of the country. Although the initial nationalist movements, notably the Fante Confederation of 1868, the Aborigines' Rights Protection Society of 1897, and the West African Congress of 1917, were not wholly successful in their objectives, nevertheless, they kept alive political and nationalist awareness until popular movements emerged in the formation of the United Gold Coast Convention in 1947 and the Convention Peoples Party in 1949. The agitation of Dr. J.B. Danquah, Dr. Kwame Nkrumah and others, fanned by disillusioned ex-servicemen as well as the position of the United Nations emphasising the principle of self-determination of all nations, contributed to the achievement of independence.

Briefly then, Ghana has the characteristics of lands lying in the tropics. It is an independent and developing nation trying to build an economy based on agriculture and industry. The people have common historical origins, social and cultural patterns and a form of government that is unitary in concept.

The Growth and Development of Education

Social scientists assert that education is a function of the society and, therefore, susceptible to time and place. Busia and others[19] establish this view by showing that in most African communities in the pre-colonial period, the young generation was prepared for social life through their association with the old. Through informal instruction, kinsmen gave special training to individuals to equip them for their particular roles in life. In all other matters, every adult was a teacher of the young. Such informal instruction and participation were the means of transmitting the common language, mores, customs and skills of the culture. Education had no other purpose, and because of this state of affairs, "schooling" as organised in Western Europe was non-existent.

A western form of education was introduced into the area of modern Ghana in the sixteenth century "as the handmaid of Christianity to serve the primary needs of evangelism."[20] From the beginning,

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[19]K.A. Busia, The Challenge of Africa (New York: Praeger, 1964), p. 80; A. Moumouni, Education in Africa (London: Andre Deutsch, 1968), pp. 15-33.

[20]T.E. McElligott, "Education in the Gold Coast Colony 1920-1949" (Ph.D. Thesis, Stanford University, 1950), p. 91.

it was the activities of the early European traders and missionaries that started the processes of westernisation and christianization in the country. The first schools founded were attached to the castles and forts which were serving as trading posts for merchants. The schools were run initially by chaplains assigned to the castles and the forts. The pupils were children of the merchants, but in some cases children from the outside were admitted into the schools. The education provided was both academic and religious. For instance, early in the sixteenth century the King of Portugal advised his subjects, who had established a school at Elmina, "to take special care to command that the sons of the Negroes living in the village learn how to read and write, how to sing and pray while ministering in church."[21] Until 1644, when the school ceased to exist as a result of the departure of the Portuguese, the curriculum consisted of catechetical instruction in the Catholic faith, reading, writing, and simple calculation.

The mission schools which were opened later hardly departed from this tradition. Philip Quaque, who, under the sponsorship of the Society for the Propagation of the Gospel completed his studies and ordination in England, was sent back in 1766 to revive a castle school in Cape Coast. He was asked to serve as missionary, schoolmaster and catechist to the Negroes of the Gold Coast. The Company of Merchants in London, in an attempt to assist the school,

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[21] P. Foster, Education and Social Change in Ghana (London: Routledge and Kegan Paul, 1965), p. 43; R.M. Wiltgren, Gold Coast Mission History 1471-1880 (Techny, Ill.: Divine Word Publications, 1956), p. 16.

requested that books "consisting of Primers, Spelling Books, Testaments and Bibles of a common edition" be sent to the twelve mulatto children who were pupils in the school.[22] The curriculum of this school, as well as that of the other mission schools, offered the same content as European institutions of that period. The Basel Mission, in particular, and to some extent the Bremen and Catholic Missions, went a stage further to place emphasis on technical education. Courses in carpentry, house-building, metal work, and other trades were given. Farms were made where practical demonstration of scientific farming was given. The Basel and Bremen missionaries led in linguistic studies, which ultimately helped in transforming some of the local languages into writing. By 1890, each of the five major missionary bodies--Anglican, Wesleyan Methodist, Basel and Bremen as well as Roman Catholic--had established a number of schools, some of which had been in operation since the first half of the century.

In assessing this contribution of the merchants and missionaries, it must be stated that the type of education they introduced was structured to produce personnel for the church, for the civil service, and for service with merchant companies. The fact is that these foreigners had come to trade, to govern and to evangelize. In working towards their objectives, they trained personnel to suit their needs. The education they provided did not

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[22] F.L. Bartels, "Philip Quaque 1741-1816," Transactions of the Gold Coast and Togoland Historical Society, Vol. I, Part V (Achimota, 1955); McElligot, op. cit., p. 66; Foster, op. cit., p. 45.

take into consideration the country or its history and culture. Consequently, the education did not contribute to understanding or take into consideration the needs of the society. Again, since the foreigners had not planned to make permanent homes in the country, they did not participate in large-scale agriculture. They succeeded, through the education they imparted, to inculcate in the people an idea that African culture was inferior to the western way of life. Another unfortunate impression which was created was that literary education had greater prestige than both manual and technical training. These two ideas, unfortunately, have persisted in the minds of many Ghanaians to the present day. It must be said, however, to the credit of these men, that they, especially the missionaries, introduced Christianity and literary education to parts of the country which had no knowledge of formal learning. Like the French Jesuits of New France, they made this contribution often at great risk to their personal security. As Fage states,[23] the missionaries were involved, besides evangelistic work, not only in teaching their converts to read the Bible in their mother-tongue or in European language, but also in training African pastors to assist with the ministry. Furthermore, they set up schools to educate people to read and to write as well as to learn new standards of health, agriculture, housing, new codes of behaviour,

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[23] J.D. Fage, Ghana - A Historical Interpretation (Madison: University of Wisconsin Press, 1966), p. 63. For further information on the missionary activities, see G. Jahoda, White Man (London: Oxford University Press, 1962), p. 88ff; K.A. Busia, The Position of the Chief in Modern Political System of Ashanti (London: International African Institute, 1951), p. 133 ff.

many of which differed and conflicted with the traditional culture. Through their schools passed men who formed a new elite, predominantly European-trained, whose ideas and aspirations gradually permeated the society at large, culminating in the achievement of national independence centuries later. Another measure of the achievement of the missionaries is indicated by the fact that in 1880-81 there existed 139 schools in the country, of which only two were government schools. Within the period, the mission schools collectively received a meagre annual grant of L425 from the government. This sum contrasted sharply with the amounts of L800 and L900 the government was spending on its two schools.[24]

It was not until the 1880's that the colonial government began to participate actively in education. When this happened, the colonial government engaged itself in planning the educational system and ensuring adequate standards. Before that time each mission had managed its own schools in a different way. In 1882, barely twelve years following the passing of England's Elementary Education Act, the colonial government enacted the first Education Ordinance in the Gold Coast. This ordinance set up a General Board of Education and local boards to be responsible for the overall planning and administration of education in the country. The ordinance also laid down conditions for the issuance of certificates to teachers, stated rules governing the opening of new schools, and provided government grants to all assisted schools established by

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[24]Fage, op. cit., p. 106.

missionary and private bodies based on a system known as "payment by results." Furthermore, the ordinance stipulated that the elementary school curriculum consist of reading, writing, arithmetic, English, and in the case of girls, needlework. This curriculum was later widened to include history, geography, nature study and some vocational subjects.[25] Although these subjects were added, in actual fact, very little history or geography of the immediate locality of the schools was taught.

Mr. Sunter, the first Inspector of Schools to be appointed as authorised by the ordinance, supervised the work of the schools in the country in addition to those in Sierra Leone and Nigeria. In his report of 1884, he maintained that English was the only "civilized" and useful medium of instruction for the schools but, at the same time, criticised English as it was taught in the schools. As to vernacular languages, he regarded them "as only interesting to the comparative philologist and never likely to become of any practical use in civilization, at least so far as British interests are ever likely to be concerned."[26]

In 1890, a Director of Education was appointed. With this appointment, there originated the Education Department which gave direction and administration to the country's educational development. By 1902, when both Ashanti and the Northern Territories had come under the British rule, the colonial government had 7 schools

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[25] P.H. Hilliard, A Short History of Education in British West Africa (London: Oxford University Press, 1957), pp. 69-72.

[26] C.G.A. Wise, A History of Education in British West Africa (London: Longmans Green and Co., 1956), pp. 20, 22.

and was assisting 117 schools with grants totalling L3,875. This amount was roughly 1.75 per cent of the total government expenditure of L523,000.[27]

A committee was appointed in 1908 by the governor "to consider various matters in connection with education in the Gold Coast." The upshot was the Education Rules of 1909 which aimed at improving teaching methods. In addition, agricultural and vocational courses were introduced into the primary school curriculum.[28] In 1920, the Educationists Committee recommended that the government give more aid in setting up middle boarding schools, establish separate secondary schools for boys and girls, improve conditions of service of teachers, and that the aims and means of education be adapted to local needs.[29] In the same year, the Phelps-Stokes Commission on the whole criticised the existing schools in West Africa as being out of harmony with the life of the community and supporting an overly academic curriculum.[30] The British Government reacted to the criticisms by setting up the Advisory Committee on Native Education in Tropical Africa. This Committee, which subsequently became the Advisory Committee on Education in the Colonies, was given the responsibility to formulate educational policies for the colonies. In 1925, the Committee published in their Report,

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[27]Fage, op. cit., p. 106.

[28]H.O.A. McWilliam, The Development of Education in Ghana (Accra: Longmans Green & Co., 1965), pp. 41-44.

[29]Hilliard, op. cit., pp. 84-85.

[30]L.J. Lewis, Phelps-Stokes Reports on Education in Africa (London: Oxford University Press, 1962), pp. 23-106.

Educational Policy in British Tropical Africa, a definitive statement of British educational policy in these words:

> Education should be adapted to the mentality, aptitudes, occupations and traditions of the various peoples, conserving, as far as possible all sound and healthy elements in the fabric of their social life.[31]

Sir Eric Ashby notes that "it has been remarked both by British and by American experts on African sociology that a generation after this principle was announced, there is no record that it had been generally adopted."[32]

The credit for making a clear definition of the aims of the country's education and making an effort to implement them belongs to Gordon Guggisberg. A Canadian by birth and a British Army officer by training, Guggisberg became the Governor of the Gold Coast during the years 1919-1927. In his annual address to the Legislative Council of the Gold Coast on March 6, 1924 he declared:

> Education, as I never lose an opportunity of reminding members--education of the right sort--education of the mind as well as of the hand and of the brain--is the keystone of the edifice forming Government's main policy.[33]

In his pamphlet, The Keystone, in which he elaborated on the theme, Guggisberg criticises the content and method of education in the country. In 1925, he announced in the Legislative Council his sixteen principles which embodied his aims of education for the

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[31]E. Ashby, African Universities and Western Tradition (Cambridge, Mass.: Harvard University Press, 1964), p. 16.

[32]Ibid., p. 17.

[33]Quoted by B.S. Kwakwa, "Development of Education in Ghana," The Ghana Teacher - Organ of Ghana National Association of Teachers, Vol. IV, No. 6 (October, 1967).

country. The principles, which were based on the findings of earlier reports, stressed the importance of providing a universal primary education, the need for character training and religion in education, the necessity of adapting education to life in the community, the establishment of a university fed by a select secondary school system, and the need for co-operation between the several educational authorities in the country. The Education Ordinance of 1925 gave legal validity to these principles, and together with its attendant Education Rules, governed education until 1957.[34] Although Guggisberg was far more enthusiastic than his predecessors in seeking to effect a reform in the country's educational system, his achievements, particularly the founding of Achimota School and the definition of the country's educational policy, were not in any sense unique. Williams argues that the governor's comparative failure arose from the fact that he tried to achieve reform by exhortation, that his educational philosophy which was a mere transfer of that of the British public school was superficial, and that he was unable to appreciate the quality of the established schools such as Adisadel and Mfantsipim "which did not fit his preconceived notions about the way that a good school 'should' be established."[35]

Despite these criticisms, it is worth pointing out that the new concern for the efficiency and expansion of the country's system

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[34]McWilliam, op. cit., pp. 53-62.

[35]T.D. Williams, "Sir Gordon Guggisberg and Educational Reform in the Gold Coast, 1919-1927," Comparative Education Review (December, 1964), p. 303.

of education coincided for several years with a wave of economic prosperity. Expansion was evident in the increase of primary schools, and to some extent in secondary schools and training colleges. The need for more funds to meet the increasing cost of educational expansion, together with the demand for a review of the system of education, again led to the appointment of the Education Committee in 1937 "to examine the existing educational system in the Gold Coast and to make recommendations where necessary for its modification."[36] The outcome was the establishment of a Central Advisory Committee consisting of representatives of teachers, missions, and regions under the chairmanship of the Director of Education to advise the government. Until its abolition in 1959, the Committee formulated proposals upon which the government based changes in education. District Education Committees with members representing the government, missions, and native authorities were constituted in the colony and Ashanti. These committees advised native authorities as to which schools to assist, thus paving the way for bringing all unassisted schools under governmental control. The Education Committee also recommended a review of teachers' salaries, the opening of a new two-year training institution for infant junior school teachers, the development of agriculture, fishery, arts, crafts, and domestic science programmes in the schools, the beginning of university work and the establishment of a scholarship scheme for students to study at British universities.

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[36]Hilliard, op. cit., pp. 97-100.

The government took steps to implement these proposals. In 1944-45, a grant of L25,000 was provided to improve primary education in the less developed areas. The government also spent a huge proportion of L4.5 million obtained from the Colonial Development and Welfare Funds between 1943 and 1955 to expand educational facilities at all levels.[37] The outcome of these developments was that by 1950, of 2,904 primary schools, 41 were directly run by the government, while 1,551 were receiving government grants. The total enrolment in these schools was 271,954, which represented a 100 per cent increase over 1944-45 statistics.[38] Furthermore, from 1944 a start was made with a scholarship scheme to train the staff of the Education Department and individuals outside the Civil Service to qualify them for higher posts in the service. The effect of this move is that Ghanaians now occupy key posts in the government as well as in business, industry and the professions.

Unfortunately, the expansion of the elementary school system showed no correlation with the development of secondary schools, technical schools and teacher-training facilities. Once again, the missions had taken the lead in establishing institutions for education at this second level. As far back as 1909, St. Nicholas Grammar School (now Adisadel College), founded by the Anglican Mission at Cape Coast, was the sole government-assisted secondary school. The Education Department Reports 1923-1924 list

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[37]McWilliam, op. cit., p. 73.

[38]Hilliard, op. cit., p. 104.

Mfantsipim, a Methodist Mission institution, as another assisted secondary school. As recorded in the Education Department Reports 1926-1927, both Adisadel and Mfantsipim had respective enrolments of 90 and 168 boys. The Prince of Wales College (now Achimota School), which was founded as a co-educational institution in 1924 with a government grant of L617,000 for its buildings and equipment, was formally opened in 1927, the last year of the Guggisberg administration. The Reverend A.G. Fraser and Dr. J.E.K. Aggrey were the main architects of the early development of this institution, which was intended to provide education to the degree level. In 1929, Achimota had classes from the kindergarten to the intermediate level.

Besides the earlier schools, the Education Department Reports 1937-1938 list Achimota, Roman Catholic St. Augustine's College as being supported by public funds. The total number of students in the four assisted schools was 962. In addition to these, Presbyterian Secondary School at Odumasi, Accra High School, Accra Academy and a few private secondary schools came into existence in the course of this period. The Gold Coast Annual Report 1947 records the existence of eight mission-controlled and government-assisted secondary schools. Four of these, mainly for boys, had a total enrolment of 1,441, and the other four for girls, had an enrolment of 323.[39] By 1950, there were 57 secondary schools, of

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[39]McElligott, op. cit., pp. 135-139, furnished the information from Education Department Reports and Gold Coast Annual Reports.

which two were government controlled, 11 assisted and 44 unassisted. The total enrolment was 6,162.[40]

These secondary schools, which were modelled on the better English grammar schools, selected their pupils through examinations to ensure that only the academically talented proceeded to higher schools. Like those in England, these secondary schools offered four to five-year courses in English Language and mathematics, one or two foreign languages, one local language, one, two or three science subjects, two or more literary subjects (English Literature, history, geography and religious knowledge) and sometimes a non-academic subject. In all cases, the foreign languages taught were Greek and Latin. With reference to science subjects, boys normally had a choice of physics or chemistry with biology as a third possibility; girls more often than not selected biology. Students who completed the course sat the Cambridge University Overseas School Certificate Examination or the University of London Matriculation Examination. A negligible minority moved on to a Sixth Form course which came into being at Achimota in 1946. The course involved a two-year specialised study of generally three related subjects in addition to general studies and led to the Cambridge University Higher School Certificate Examination. Since 1952, the West African Examinations Council has gradually replaced the Cambridge University Local Examination Syndicate as an examining body in English-speaking West Africa.

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[40]Foster, op. cit., p. 115.

Technical and vocational education did not fare well under the colonial authorities. It was in 1909 that the government first opened a technical school in Accra to provide a two to three-year course for post-primary pupils. In 1922, four junior trade schools were established in various parts of the country as recommended by the Education Committee of 1920.[41] The development of technical and vocational education was hampered by the lack of funds, the lack of prospects for those with technical qualifications, and the failure on the part of the government to provide teachers with respectable qualifications to teach the subjects. Foster's view[42] that the failure of the colonial power to interest the people of the country in technical and vocational education was consequent upon the reluctance of educated Africans to embrace this kind of education is refuted by Bing, one time British Labour Member of Parliament and formerly Ghana's Attorney General and Special Adviser to the President.

> Technical education was not developed because the Colonial Authorities thought, or pretended to think, it was opposed by the Africans. Even in the face of the positive finding of the Watson Commission that 'the general complaint' was 'that the education provided' discouraged 'pupils turning to trades and crafts' and that 'literary education' in isolation was considered by African opinion to be 'doing great harm,' the Colonial Office stuck to their assertion that only literary education was possible because of African opposition to any other type, and that it was to meet African wishes that most of the Gold Coast education effort was concentrated on the infant junior schools.[43]

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[41] McWilliam, op. cit., p. 60.

[42] Foster, op. cit., p. 53.

[43] G. Bing, "Education," in Reap the Whirlwind: An Account of Kwame Nkrumah's Ghana from 1950 to 1966 (London: Macgibbon and Kee, Ltd., 1968), p. 369.

The unpopularity of technical subjects still persists. One reason for this is that most of the teachers of technical and vocational subjects have lower qualifications than teachers of academic subjects. Kwakwa mentions that in Achimota "whereas a London M.A. taught history and a Cambridge Ph.D. taught chemistry, some of the teachers for agriculture, woodwork and carving were near illiterates. The best of them had difficulty in expressing themselves in English. . . ."[44] The low status of vocational education is also explained by the fact that technical subjects are not recognised in the examination system.

As regards the development of teacher-training facilities, the Basel Mission was alone in providing a two-year course before the turn of the century. The need for more trained teachers led the government to open its first training institution for post-primary pupils in Accra in 1909. On completing a two-year course, later replaced by a four-year course of professional and academic training, new teachers were bonded to teach for five years. In academic standard, these training colleges were generally inferior to the secondary schools. Between 1945-1950, ten new training colleges were established which increased the annual output of trained elementary school teachers to over 600. Even then, out of about 9,000 elementary school teachers in service, only half were trained.[45]

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[44]B.S. Kwakwa, "Development of Education in Ghana," The Ghana Teacher - Organ of the Ghana National Association of Teachers Vol. IV, No. 6 (October, 1967).

[45]Department of Education, Progress in Education in the Gold Coast (Accra: Government Printing Department, 1953).

By 1950, there were 19 teacher-training colleges, all of which were receiving government grants.[46] These institutions were classified into three categories: the two-year Post Primary Certificate "B"; four-year Post Primary Certificate "A"; and two-year Post Secondary Certificate "A" colleges. Until the establishment of the Institute of Education at the University College, now the University of Ghana, no facilities existed for the training of secondary and teacher-training college staff in the country, which perhaps explains why secondary school and teacher-training college teachers, even today, are mainly expatriates.

As far back as mid-nineteenth century, educated Africans, notably Dr. Africanus Horton and Edward Blyden, had urged the British Government to establish a university in West Africa. From 1911, Joseph Casely Hayford, a Gold Coast nationalist, campaigned for the establishment of a university in the Gold Coast.[47] Sir Gordon Guggisberg, who shared this view, cherished the hope that Achimota would be given university status. Sir Eric Ashby states that in 1933, James Currie, a member of the Advisory Committee on Education in the Colonies, produced a report urging the founding of universities in Africa. The report, which was endorsed by the Colonial Office, was sent to the various colonial governments for approval. The East and West African colonial administrators were not eager to implement the report. The governor of the Gold Coast

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[46]McWilliam, op. cit., p. 117.

[47]Ashby, op. cit., pp. 12-15.

is reported to have stated that he "was satisfied that existing facilities were adequate and feared that a sudden increase in facilities for higher education would lead to overproduction of graduates."[48] In spite of this negative attitude, pressure mounted for the creation of universities. Finally in 1943, while the Second World War was still in progress, the British Government set up two commissions to advise on the development of universities in the colonies. The Asquith Commission enquired into the general problem of higher education in the colonies while the Elliott Commission directed its attention to the needs of West Africa. The British Government accepted the minority report of the Elliott Commission which did not favour the provision of a university for the Gold Coast. Moved by this action, the leaders of the Gold Coast took steps to establish the University College of the Gold Coast as an autonomous institution in August 1948. In the early years of its existence, the University College was in special relationship with the University of London. This relationship enabled the young institution to award degrees of the University of London to its graduates.

When the colonial government assumed control of education in the 1880's, it tried to develop a system of education based on western standards.[49] In the course of time, it evolved a ten-year elementary school system for the majority of children and a five-year secondary course for a selected few. The efforts of the government to open institutions, whether at the elementary,

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[48] Ibid., p. 18. [49] Wise, op. cit., pp. 21-22.

secondary or teacher-training levels, fell appreciably below the achievements of the missions. Progress in the Northern Territories, where the government and the White Fathers of the Roman Catholic Mission had permission to open schools, was slow due to an insufficient number of pupils, teachers, and schools. Furthermore, technical education was not given the necessary encouragement by the government. The significant feature of the colonial period was the appointment of various committees to report on how best education should be improved and adapted to local needs. Guggisberg was one of the few governors who was successful, in a limited sense, in translating proposals into reality. Schools were basically academic in character, and most elementary school teachers were without professional preparation. During the period, the government assumed a larger role in the administration and financing of schools. Considerable sums were spent not only to develop the University of Ghana but also to make Achimota and other government establishments model institutions. Assisted secondary schools, teacher-training colleges and elementary schools, most of which were managed by the missions, qualified for government grants. By 1950, the government was spending 10 per cent of its budget of £12,232,000 on education,[50] yet the country was far from achieving the goal of universal primary education. The Nkrumah Government, which assumed power in 1951, aimed at making primary education for all a reality.

During the years 1951 to 1956--a transitional period of

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[50]Fage, op. cit., p. 107.

internal self-government prior to the achievement of full independence--a Ministry of Education and Social Welfare assumed ultimate control over the direction and administration of the nation's education system. The African regime introduced the Accelerated Development Plan for Education[51] in 1951. The object of the Plan was to increase facilities for education at the elementary and secondary levels, and also to expand technical and teacher education. It was envisaged that the implementation of the Plan would ensure the provision of qualified personnel needed for national development in the socio-economic and political fields. First priority, however, was given to the expansion of elementary education by the provision of a basic six-year course of fee-free primary education for all children of school age. By 1961, the government was able to introduce compulsory elementary education, though parents had to make some contribution towards the cost of textbooks, exercise books and other school materials. Fees for pupils attending private schools were standardised in 1966. The enrolment of pupils in both public primary and middle schools increased as follows:

1951	295,000
1958	680,000
1962	826,000
1967	1,400,000

In addition, the private schools had on roll 14,550 children in

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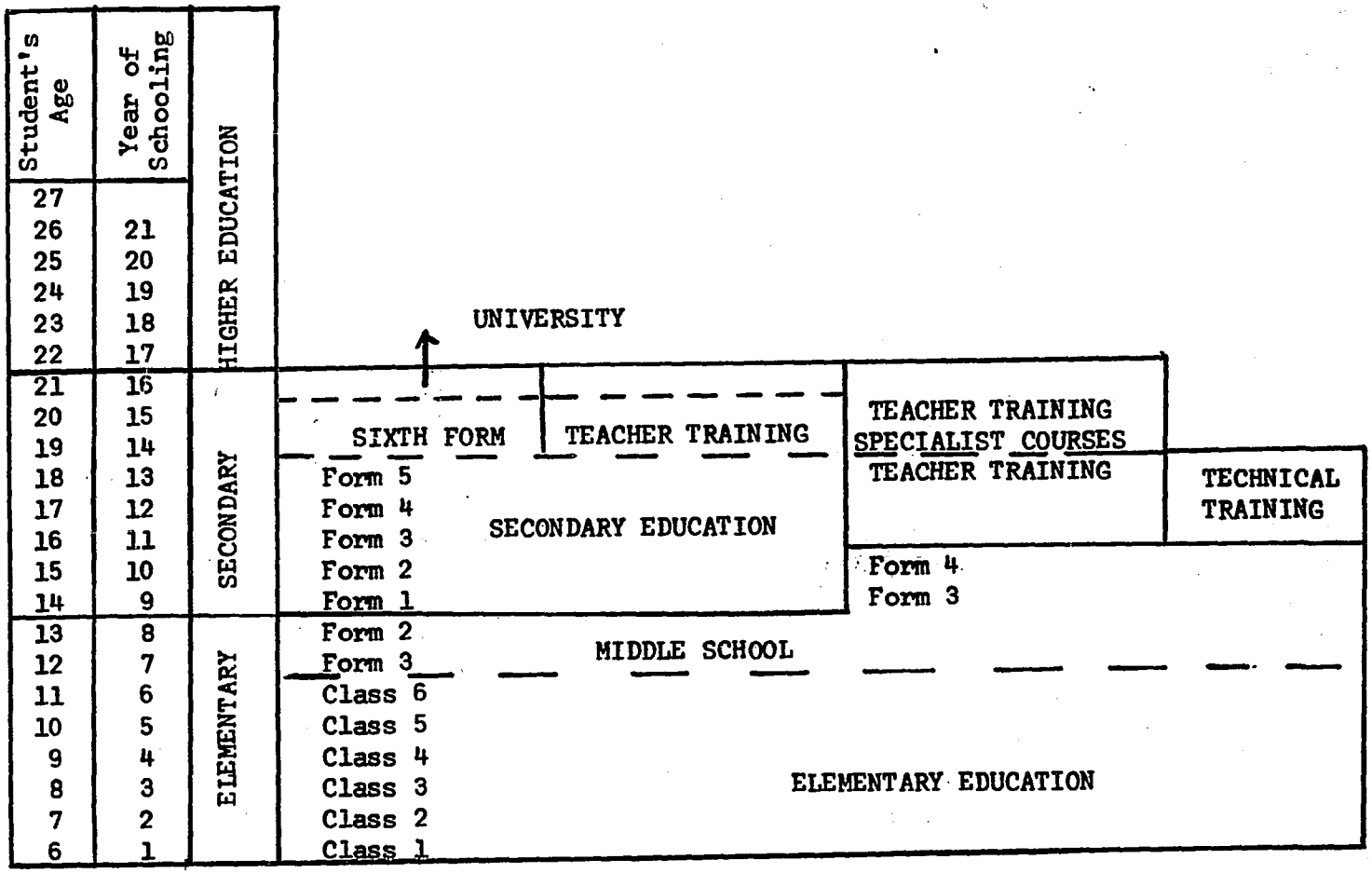
[51]Ministry of Education, The Accelerated Development Plan for Education (Accra: Government Printer, 1951).

TABLE 2

EDUCATION IN GHANA



1967.[52] The expansion of education has surpassed all expectations. It is estimated that the total enrolment of pupils in both public and private schools in 1967 represented 66 per cent of the children in the 6-16 age group.[53] In conjunction with this expansion, other developments have been taking place. There is a ten-year compulsory school for all pupils. At the end of the eighth year, however, the talented are selected for academic secondary education, while the remaining pupils complete a two-year course leading to a Middle School Certificate.

By secondary education is meant the academic secondary schools, the teacher-training colleges and the technical institutes. Secondary education is still restricted to a small percentage of the age group. In 1967, 8.4 per cent of the secondary school age population were attending schools.[54]

Changes, however, are under way in the academic secondary schools. Professor Arthur Lewis, the famous West Indian economist, advised the government that Ghana would not be self-sufficient in personnel until 4 per cent of each generation was receiving secondary education.[55] As a consequence, shortly after independence, the government founded the Ghana Educational Trust which authorised

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[52]Ministry of External Affairs, Ghana Today, Vol. 12, No. 16 (August 7, 1968); Department of Education, Progress in Education in the Gold Coast, op. cit., p. 8.

[53]Ministry of External Affairs, Ghana Today, op. cit.

[54]Ibid.

[55]A.W. Lewis, "Education," The Economist (London: January 10, 1959), p. 118.

the building of new secondary schools and the renovating of others. The Cocoa Marketing Board provided LG2.5 million and the government LG4.75 million. The outcome has been a sharp increase in the number of secondary schools and Sixth Form institutions.[56]

Year	Assisted Secondary Schools	Roll	Sixth Form Institutions
1951	13	2,937	6
1958	39	10,400	11
1962	68	19,000	21
1967	105	42,000	28[57]

The progress of education has affected the secondary school curriculum and it is being adapted gradually to suit local needs.[58] At the moment, four secondary-technical schools have technical options alongside the secondary grammar course. The curriculum in these schools consists of English Language, French, mathematics, geography, physics, home science, metal work, technical drawing and woodwork. In some of the other existing secondary schools, the curriculum is being diversified by the addition of courses in

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[56]McWilliam, op. cit., p. 100; Ministry of Education, Education Report 1960-62 (Accra: Government Printing Department), pp. 17-18.

[57]Ministry of Education, Education Statistics 1967/68 (Mimeographed); Ministry of Education, Education Report 1960-62, op. cit., pp. 17-18; Ofosu-Appiah, L.H., "Authority and the Individual in Ghanaian Education System," The Legon Observer, Vol. II, No. 1 (January 6, 1967), p. 6; Ministry of External Affairs, Ghana Today, op. cit.

[58]West African Examinations Council - Regulations and Syllabus for the Joint Examination for the School Certificate and the General Certificate of Education (Oxford: Oxford University Press, 1965).

commercial subjects to serve as alternatives to the grammar school subjects. Courses of five-year duration in these subjects lead to the West African Examination Council General Certificate of Education. The prevalent Sixth Form courses, on the other hand, are based on the syllabuses of the University of London General Certificate of Education Examination at the Advanced Level. Some papers in history and economics have been adapted to local needs and plans are currently underway to make similar changes for the other courses.

Considerable attention has been paid to the development of technical education in order to provide a sound basis for the national economy. The new developments are symbolised by two events. The first major attempt to encourage technical education was the establishment of the Kumasi College of Science and Technology in 1952. In 1955, the college was given recognition by the University of London to prepare students for its External Degree Examination in Engineering. In 1961, the institution achieved university status and has since awarded its own degrees. By 1966, the university had 1,440 students on roll, taking courses in engineering, commerce, agriculture, accountancy and pharmacy.[59]

Another major development in the sphere of technical education has been the creation of a separate department within the Ministry of Education headed by the Chief Technical Education Officer. By 1967, as many as twelve trade schools, known as Junior

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[59]Ministry of Education, Summary Tables: Education Statistics 1955-1956/66 (Mimeographed), Table 26.

Technical Institutes had been founded by the government. These offer a two-year course in mathematics, technical and mechanical drawing to post-middle school pupils to qualify them for apprenticeship. The enrolment in the technical institutes increased from 1,300 in 1962 to 4,700 in 1967.[60]

Besides these trends, the government has taken control of a number of "commercial schools" originally established by individuals. These schools had a total attendance of 2,750 in 1967.[61] In addition, a host of private technical and trade schools enrolled a total of 3,540 students in 1967.[62] The Department of Social Welfare has opened workshop centres in the urban areas to give vocational training to pupils in the middle schools.

Since the success of the expansion of education depends to a large extent upon suitably qualified teachers, the government has taken the necessary steps to increase and upgrade teacher-training facilities. For example, in 1952, the Achimota Training College was moved to Kumasi where it was incorporated into the Kumasi College of Science and Technology as a Department of Education. Until the Department was moved to Winneba, a coastal town in the Central Region in 1957, it had offered courses in education to post-secondary students as well as specialist courses in art, music, housecraft and physical education to qualified elementary school teachers. Meanwhile, a number of Emergency Training Colleges or

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[60]Ministry of External Affairs, Ghana Today, op. cit.

[61]Ibid.

[62]Ibid.

Pupil Teachers' Centres were set up in various parts of the country to improve the professional and academic qualifications of unqualified elementary school teachers who dominated the teaching staff. For instance, in 1957, out of the total staff of 18,492 elementary teachers in Ghana, 10,000 had no teaching qualification.[63] As the number of elementary schools have increased, so have the number of untrained teachers. In 1966, out of the total of 51,000 elementary school teachers, 33,000 had no professional training and, more importantly, most lacked adequate academic preparation.[64] To cope with this upsurge of untrained teachers, the government opened a number of new teacher-training colleges, some of them in rented buildings built for other purposes. In each year, the Ministry of Education has allocated funds in its budget to rehouse many of these colleges. Despite this, more than two-thirds of the teachers in the elementary schools still do not have the necessary qualifications for their job. At the moment, eighty-four colleges train teachers for the elementary schools. Enrolment in the teacher-training colleges rose from 4,000 in 1958 to 18,400 in 1968.[65] Since 1958, the National Teacher Training Council of Ghana, a body of the Ministry of Education, has been responsible for co-ordinating teacher training.

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[63]Ministry of Education, Education Report 1957 (Accra: Government Printer, 1960), p. 13.

[64]Ministry of Education, Summary Tables: Education Statistics 1965/66, op. cit.

[65]Ministry of External Affairs, Ghana Today, op. cit.

Expansion at the tertiary level of education also has been impressive. Ghana now has two universities and one university college: the University of Ghana, the University of Science and Technology and the University College of Cape Coast. The total number of university students increased from 1,400 in 1962 to 4,700 in 1967.[66] In the latter year, the percentage of the university students in relation to those in the age group within the population of Ghana was less than one per cent.[67]

All university students receive government scholarships. In return, those who show an inclination for going into teaching are bonded by the government to teach for at least five years following completion of their studies; others are bonded in a similar fashion to serve the nation in any appropriate capacity. It is estimated that 40 per cent of the university graduates will become teachers or education officers.[68] Before taking up a teaching appointment, aspiring teachers will do a one-year postgraduate course in education to qualify for the Graduate Certificate in Education.

At the moment, the University College of Cape Coast, founded in 1962, has the sole function of training graduates for teaching posts in the secondary schools and teacher-training colleges. During a three-year course, each student concentrates in two

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[66] Ibid.

[67] Ibid.

[68] Fourth Commonwealth Education Conference, "Recruitment and Training of Secondary School Teachers," Report by the Government of Ghana (Lagos: Commonwealth Secretariat, February, 1968).

academic subjects and takes courses in professional education, graduating with a B.A. (Education) or B.Sc. (Education). It is hoped that eventually the output of graduate teachers from these institutions will help Ghana reduce its dependence on expatriate teachers.

Another institution, the Advanced Teachers Training College, also established in 1964, provides a two-year diploma course in English Language, mathematics, geography, science, and education in preparation of teachers for the lower forms of secondary schools and teacher-training colleges.

There are other institutions in the sphere of higher education worth mentioning. A College of Administration, founded at Achimota to provide courses in accountancy, secretaryship, administration, and estate management, has been incorporated into the University of Ghana. A Board of Legal Education was set up in 1958 to supervise legal training in the country. The outcome has been the opening of the Ghana School of Law, which offers courses in legal subjects to would-be barristers. The Ghana Academy of Sciences was formed in 1959 to "establish and maintain proper standards of endeavour in all fields of Science and Learning."[69]

The adult population has not been neglected in the improvement and expansion of education. Since the foundation of the University of Ghana, its Department of Extra-mural Studies in association with the Peoples Educational Association have been

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[69]McWilliam, op. cit., pp. 104-105.

organising lectures, conferences and evening continuation courses for the adult population. The functions of these bodies have been taken over recently by the Institute of Adult Education of the University of Ghana. Meanwhile, the Department of Social Welfare and Community Development, through its Mass Education Officers, has been providing education and training to the adult population in the remote villages.

Organisations which have been helped and in turn have been assisted by the emergence of a new literate population are the Ghana Library Board and the Ghana Broadcasting Corporation. The Library Board, which started operation in 1950, had within a decade opened fifteen branches with over 30,000 registered readers, of whom 20,000 were school children. The Library Board offers such special services as travelling libraries and postal services to help teachers in rural areas. The Broadcasting Corporation, which began in 1935, had thirty-three relay stations with over 30,000 subscribers in 1957. It has been estimated that the imports for radios rose from 11,000 in 1955 to 24,000 in 1957 and to 150,000 in 1961. The Corporation also provides school broadcasts.[70] Lately, schools have been provided with television sets by the government in connection with the programme.

The overall control over educational matters, together with the organisation of the country's system, has been the responsibility

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[70] Ibid., p. 90; Ministry of Education, Education Report 1957, op. cit., p. 20; Ministry of Education, Education Report 1960-62, op. cit., pp. 30-31.

of the central government, through the Ministry of Education. The administration, centralised as it is, closely resembles the pattern in France. At the central level, the Minister of Education (currently the Commissioner for Education) is responsible to the Cabinet (now the Executive Council of the National Liberation Council). The Ministry of Education is divided into three divisions. The General Education Division is in charge of the elementary, secondary, and teacher-training colleges. The Technical Education Division supervises the technical institutes, while the National Council for Higher Education has the responsibility for the universities and the other higher educational institutions in the country.

At the pre-university level, administrative functions are exercised by the Chief Education Officers. They are assisted by a staff of civil servants, among whom are Regional Education Officers and District Education Officers. Missions and local authorities are recognised as educational units for the purposes of administration and are responsible to the Ministry of Education for their educational work.

The Education Act of 1961 assigned to the Local Educational Authorities the responsibility to provide and maintain all public primary and middle schools in their localities, and moreover to advise the Ministry of Education on the needs of elementary education. In addition, the Act stipulated that every public secondary school and

training college except government institutions should have a board of governors established by the Minister of Education.[71]

To increase efficiency, the Mills Odoi Commission recommended the decentralization of the direction of secondary schools and teacher-training colleges from the Ministry of Education to Regional and District Authorities. The government accepted the proposal and steps are underway to implement it.

The Ministry of Education also determines the curriculum. Since 1962, a Curriculum Development and Research Unit has carried out research into the courses and curriculum at the pre-university levels to adapt them to national needs. Alongside this development, the government has encouraged Ghanaians to write textbooks to replace the foreign texts which do not reflect local background.

The costs of public education essentially are the responsibility of the Ministry of Education. School buildings at all levels (except elementary), equipment, textbooks for elementary and secondary schools as well as teachers' salaries are provided by the government. Since 1952, education has been the major expenditure on the national budget. For instance, the budget for education in that year was L3.5 million.[72] In 1957, the expenditure increased to L6.5 million.[73] By 1962, the budget for education had risen to LG15.2 million out of a total estimated government expenditure of

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[71]Ministry of Education, Education Report 1960-62, op. cit., p. 9.

[72]Hilliard, op. cit., p. 116.

[73]Ministry of Education, Education Report 1957, op. cit., p. 34.

LG128 million.[74] By 1965, the government was spending N¢66. million or roughly 18.2 per cent of its budget.[75] For the year 1968/69, in spite of the country's economic difficulties, 20.7 per cent of the national budget of N¢429.3 million has been allocated for education.[76] Due to the financial and economic problems, including lack of adequate foreign exchange reserves, instability of the price for cocoa on the world market, together with mounting costs at home, the government is reviewing the wholesale award of scholarships and bursaries to university students as well as the payment of allowances to student teachers. Another scheme which is affected is the free textbook scheme for pupils in elementary and secondary schools which the government introduced in 1963. Since 1966, the scheme has been replaced by a textbook loan plan whereby parents make a small textbook loan fee towards the cost of books given to their children.

These developments have not been achieved without problems. Some of the problems have been the lack of suitable school buildings, the shortage of equipment and textbooks, the lack of adequate numbers of qualified local teachers for all levels of education, poor discipline in some schools and colleges, falling educational

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[74]Ghana Government, Parliamentary Debates, July 26, 1961, quoted by McWilliam, op. cit., p. 105. (LG1 - L1 sterling.)

[75]Ministry of Information, Report of the Commission on the Structure and Remuneration of the Public Services in Ghana (Accra: The State Publishing Corporation), p. 42. N¢2.00 = One pound sterling before devaluation in 1967. Current rate of exchange is N¢2.45 = One pound sterling, or N¢0.98 = $1.00 (U.S.).

[76]A.A. Afrifa, "Budget Statement for 1968/69" (Ottawa: Ghana High Commission, mimeographed).

standards, inadequacy of technical educational facilities, and the creation of a large number of small Local Educational Authorities without adequate resources and personnel to shoulder educational responsibilities. These shortcomings have been explained as the result of political involvement in educational planning. Another currently burning issue has been how to integrate the mass of secondary and middle school leavers, particularly the latter, into the community as productive members of an emerging industrial society.

Perhaps the Report of the Education Review Committee,[77] based on a comprehensive survey of the education system, offers an adequate summary and a yardstick to measure Ghana's achievements in education in less than twenty years of African rule. By and large, the committee has endorsed the existing system of eight-ten-year compulsory elementary education for all, followed by a five-year secondary course for an academic elite. The committee has recommended that the medium of instruction in the early three years of the elementary course be in a Ghanaian language and thereafter in English, that religion be a compulsory subject for examination at this level, that facilities for technical and middle-level education be increased in order to provide for a more productive economy. Stress has been laid also on agricultural education involving the establishment of farm institutes. The need to provide more

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[77]Ministry of Information, Report of the Education Review Committee 1967 (Accra-Tema: State Publishing Corporation, 1967).

facilities for vocational training, adequate salary for professional and sub-professional grades, more secondary technical institutes, and improved conditions of service for teachers in such institutes has equally been emphasized. What these recommendations mean is that facilities for vocational and technical education have not been adequate, nor has due respect been given to those with technical qualifications and professional grades. To meet the demand for adequate qualified local teachers, proposals have been submitted to the effect that trained teachers replace unqualified teachers within five years in the elementary school system, that a two-year compulsory national service in the teaching field be organised for certain university graduates, and that additional incentives be offered to teachers posted to less developed areas. To protect education from undue political interference, the committee has recommended the establishment of three "watchdog" Councils: one for pre-university education, one for higher education and a third to ensure co-ordination of both, each of which should have control over educational policy in its sphere of competence.

Further proposals have been made by an American member of the Commission which recently inquired into education in Ghana on behalf of UNESCO.[78] He recommended the establishment of comprehensive secondary schools "to eliminate social divisions caused by separate schools and provide for skilled literate graduates who

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[78]"The Report of the American Member [name unknown] of the Commission for the Study of Education in Ghana on Behalf of the United Nations, Educational, Scientific and Cultural Organisation," in "Comparative Education Essays" (Macdonald College: Faculty of Education, February 1968). (Mimeographed.)

could take their places in industry, on the farm or in the government." In place of the Sixth Form, a programme similar to that of the Junior Colleges in the United States, which have vocational or technical or agricultural options alongside the university transfer course, is recommended. It is the American Commissioner's opinion that the implementation of this suggestion will produce a larger number of students suitable for courses in the universities who would be more receptive to scientific and technological education than the elite groups from the existing secondary grammar schools.

The fact that most of the issues touched upon in these reports are hang-overs from the colonial regime would seem to suggest that no progress has been made in the country's education. This view needs qualifying. Under the colonial rule, the majority of the children enrolled were in primary schools, not in the upper grades. In contrast with this position in 1968, one finds that not only has there been great institutional growth at all levels, but that enrolment in each of these levels has far exceeded expectations. What remains to be done is for Ghana to consolidate these remarkable achievements and re-orientate its educational policy toward finding solutions for the "missing links" in the system so as to help the nation realise its aspirations. Development plans are currently being initiated to achieve these objectives.

CHAPTER III

THE ORIGINS AND DEVELOPMENT OF CUSO

This chapter focuses on the origins and development of the Canadian University Service Overseas or CUSO. Consideration is given to the circumstances surrounding its formation, organisation and administration, expansion of its programmes and its search for financial assistance from the Government of Canada.

Formation of CUSO

In recent years there has developed an awakening among "developed" nations to send aid, whether monetary or in the form of food, equipment and personnel to assist in the economic and social construction of "developing" nations. In addition to governments, private organizations have been active in rendering service and help to emerging nations.[1] "The concept of voluntary services in developing nations," said the former Secretary of State for External Affairs, Paul Martin, "is one of the most imaginative and significant developments of contemporary history."[2]

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[1] G.S.M. Woollcombe, "Canadian University Service Overseas: A Case Study of an Overseas Volunteer Program" (unpublished M.A. thesis, Dept. of Political Science, Pennsylvania State University, 1965), pp. 15-17, Table 1, National Volunteer Programs.

[2] "Government Assistance to Canadian University Service Overseas," Press Release from Department of External Affairs, Government of Canada (Ottawa, April 14, 1965).

The credit for initiating a secular long-term overseas volunteer service programme goes to Australia. At the request of the National Union of Indonesian Students, the "Australian Volunteer Graduate Scheme" was formed by the National Union of Australian Students in November 1952 in co-operation with such bodies as the World University Service and the Student Christian Movement.[3]

In the United Kingdom, an independent organisation known as "Voluntary Service Overseas" was founded by Sir Alec Dickson, a former UNESCO social worker, with the support of the Royal Commonwealth Society. The aim was to provide assistance "to developing nations through the supply of volunteers and by them to improve relationships between nations and to give young people from Britain the opportunity to widen their own understanding."[4]

Until the 1960's, most overseas programmes in the United States were operating under private and denominational auspices. Prominent among these were the "Operation Crossroads Africa," the "International Voluntary Service Inc.", the "Volunteers for International Development," and the "Voluntary International Service Assignments." The "Peace Corps," which was established by President John Kennedy in 1961, represents the first agency financed entirely by the government. Through this overseas programme, the Government

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[3]E.W. Ricker, "Report on the Development of Canadian University Service Overseas" (Ottawa: CUSO, September 23, 1961) (Mimeographed.); CUSO Bulletin, Vol. I, No. 1 (February, 1962); "A Commonwealth Scheme for Service Overseas," Fourth Commonwealth Educational Conference 1967 (London: Commonwealth Secretariat, 1967).

[4]Fourth Commonwealth Educational Conference 1967, op. cit.

of the United States aims at promoting world peace and friendship among nations by making available to interested countries Americans who will:

(a) Help these countries to meet their immediate need for trained personnel.

(b) Help promote a better understanding of the American people by the people concerned.

(c) Help promote a better understanding of other people by the American people.[5]

By 1967, approximately 15,000 volunteers were serving overseas and already 10,000 had completed their assignments. It is reckoned that the establishment of this agency has inspired rapid expansion in national volunteer schemes in twenty-three countries all over the world.[6]

According to CUSO sources,[7] the need to organise a volunteer service programme in Canada had the backing of many outstanding personalities, including Donald K. Faris, who wrote To Plow with Hope,[8] Lewis Perinbam, the General Secretary of World University Service of Canada in 1955, and Dr. J. Francis Leddy, the President

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[5]Fourth Commonwealth Education Conference 1967, op. cit., Appendix C; R.B. Textor, Cultural Frontiers of the Peace Corps (Cambridge, Mass.: The M.I.T. Press, 1966), pp. 1-13.

[6]Fourth Commonwealth Education Conference 1967, op. cit., Appendix C.

[7]Ricker, op. cit.; B. McWhinney, "The Necessary Reagent," in B. McWhinney and D. Godfrey, Man Deserves Man: CUSO in Developing Countries (Toronto: The Ryerson Press, 1968), pp. 7-13.

[8]D.K. Faris, To Plow with Hope (New York: Harper and Row, 1958).

of the Canadian National Commission for UNESCO in 1960. The idea was proposed in a report of the National Conference on Canadian Aid to Underdeveloped Countries, which the United Nations Association in Canada published in May 1955. It was Keith Spicer, then a graduate student at the University of Toronto, and Frederick Stinson, a lawyer and a Conservative Member of Parliament for York, who translated the idea into reality. Together with some students at the University of Toronto, they were instrumental in forming an organisation known as the "Canadian Overseas Volunteers" or COV in 1961.

The organisation was "to offer low cost technical assistance in secondary but indispensable posts in host countries, to broaden the technical and intellectual experience of the volunteers themselves, and through both of the preceding aims, to reinforce by the concrete example of voluntary egalitarian service, the spirit of commonwealth and international brotherhood."[9] It was envisaged that the scheme would be financed through contributions from business and industry, foundation, private donors and students themselves. In February 1961, a pioneer group of fifteen volunteers, mostly university graduates, were chosen for assignment in India, Ceylon and Sarawak.

The inspiration and enthusiasm which COV generated caught the attention of other Canadian universities and similar external assistance agencies in the country. Voluntaires Canadiens Outre-mer,

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[9]Canadian National Commission for UNESCO, Press Release (Ottawa: CUSO, 1961). (Mimeographed.)

a volunteer organisation similar in concept and structure to COV, began operating out of Université Laval in Quebec in 1961. In association with COV, it placed volunteers and administered the programme overseas. Unlike COV, however, the organisation was administered by its own student and staff committees.[10]

In 1961, Guy Arnold, an Englishman then teaching in Canada, was pursuing plans which eventually resulted in the formation of another volunteer organisation called the "Canadian Voluntary Commonwealth Service" or CVCS. Although it was intended for service in Commonwealth countries, the organisation confined its activities to the Caribbean.[11]

The "Canadian Overseas Students Service" based at the University of British Columbia, was identical in concept and organisation to COV. But besides placing volunteers overseas, this volunteer group had the objective of selecting assistants to technical posts, providing graduate personnel for overseas universities in countries such as Ghana. Like COV, it was counting upon the Government of Canada, foundations, and the public to finance the operation.[12]

Another organisation, the "Canadian Volunteer Graduate Programme" was proposed in July 1959 by the World University Service

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[10]Canadian National Commission for UNESCO, Press Release, op. cit.

[11]Canadian Voluntary Commonwealth Service, Minutes of the Meetings of the CVCS Committee, May 1, 1961 to March 1, 1964 (Ottawa: CUSO) (Typewritten.); CUSO Bulletin, Vol. I, No. 1 (Feb. 1962); McWhinney and Godfrey, op. cit., pp. 9, 14.

[12]Canadian National Commission for UNESCO, op. cit.

of Canada to send Canadian graduates to serve as junior personnel in teaching and administration, as engineers and other professionals in openings available especially in Ghana.[13]

Two other voluntary service programmes deserve mention. First, the "Canadian Association of Medical Students and Interns," which was formed by all twelve Canadian medical schools, had a scheme designed to send third-year medical students for a four-month service during the summer vacation. It was anticipated that the students would work in hospitals and dispensaries under the supervision of local doctors. The other organisation, the "Student Christian Movement," had for the past decade been sending Canadian graduates for definite assignments in countries requiring such personnel to work under established conditions of service.[14]

The existence of a number of organisations interested in volunteer service schemes suggested the need for a national body to co-ordinate the numerous programmes in operation. Sponsored by the Canadian National Commission for UNESCO, an agency of The Canada Council, a meeting consisting of representatives from interested groups was organised in Ottawa on March 20, 1961 to explore the avenues mentioned. The direct result of the meeting was the appointment of a Preparatory Committee to draft a proposal for a national organisation.[15]

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[13] Ibid.

[14] Ibid.

[15] "Report of the Preparatory Committee for Canadian Overseas Service" (Ottawa: CUSO, 1961) (Mimeographed.); Ricker, op. cit.

On June 6, 1961 at a special meeting held at McGill University under the chairmanship of Dr. J.F. Leddy, then Vice-President of the World University Service of Canada and Vice-President of the University of Saskatchewan, and attended by representatives of twenty-one Canadian universities and twenty-two organisations engaged in overseas service work, a draft constitution for the formation of the "Canadian University Service Overseas" was approved by a 21-7 vote.[16] Thus CUSO was established.

In 1962, COV, after merging with CUSO, ceased to exist as a separate volunteer organisation. Similarly, CVCS joined CUSO in 1964 and accordingly ended its independent existence.

The aims and objects of CUSO were defined as follows:

> (a) to initiate and operate, either alone or in co-operation with other organisations, schemes that will enable suitably-qualified graduates, normally resident in Canada, to serve in countries overseas that have indicated their readiness to receive such persons;
>
> (b) to solicit and administer funds to cover the costs both of such schemes and of any activities ancillary thereto;
>
> (c) to assist, in such way as the Service may from time to time determine, other agencies which may be engaged in schemes of a similar nature.[17]

From unpublished sources, one can obtain other clues to explain more fully the aims of CUSO. One such source is a note which was despatched from the secretariat to all selected volunteers. An

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[16] Ricker, op. cit.; Report of Acting Executive Secretary 1961/62 (Ottawa: CUSO, 1962), p. 1; McWhinney and Godfrey, op. cit., p. 13.

[17] Constitution for Canadian University Service Overseas, Amended 1962 (Ottawa: CUSO, 1962).

extract from this note reads as follows:

> CUSO undertakes to consider any Canadian qualified in his or her particular field, who is willing to spend two years 'serving and learning' as a volunteer in a developing country. Volunteers are expected to become an integral part of their adopted community and all volunteers will find that they will gain more than they will give during their two years overseas. In addition to the immense educational benefits and personal satisfaction which the volunteer can derive from his experience overseas, he is also in a position to make a very significant contribution to his host country. One of the important benefits of the CUSO programme will be the increased understanding between the participating countries, and CUSO also feels that it will be to the ultimate benefit of Canada to have Canadians who have had first-hand experience overseas.[18]

On the basis of this evidence, it can be stated that CUSO is a placement agency which provides opportunities for Canadian university graduates to serve abroad for a particular length of time in response to specific requests by governments and other agencies. The organisation hopes the scheme will promote greater understanding among the participants and serve as a gesture of international goodwill and co-operation. Furthermore, it is maintained that Canada itself will profit from the CUSO programme, in that her youth will return home a bit wiser in the ways of the world.

Administration and Organisation of CUSO

For the period 1961/62, the officers elected were Dr. Claude T. Bissell, President of the University of Toronto, as Honorary President, the Very Reverend Father Georges H. Levesque, Vice-Chairman of the Canada Council, as Honorary Vice-President. An Executive

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[18]CUSO, "Note to Selected CUSO Volunteers" (Ottawa: CUSO, undated) (Mimeographed.)

Committee of seven was elected under the chairmanship of the Right Reverend H.J. Somers, President of St. Francis Xavier University.[19]

Until permanent administrative machinery could be established, CUSO requested that the Canadian National Commission for UNESCO administer its affairs as executive agency. In consultation with the External Aid Office, the UNESCO organisation was requested to conduct a survey of opportunities for employment abroad. The Commission's Associate Secretary, Lewis Perinbam, who acted temporarily as Executive Secretary of CUSO, was asked to undertake this fact-finding tour. Mainly at the expense of the External Aid Office, he visited several countries in Asia, in particular, those associated with Canada in the Commonwealth and the Colombo Plan as well as others interested in employing Canadian graduates.[20]

The Acting Executive Secretary found that many countries would welcome well-qualified Canadian graduates. These countries, however, resented any show of charity, patronage or pity, as well as any notion expressing the view that the Canadians were coming to "civilize" them. Again, these countries asserted that they would reserve the right to make final appointments of the Canadian personnel consequent upon their screening by CUSO.[21] Following his

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[19]Ricker, op. cit., Appendix B; Report of Acting Executive Secretary, op. cit., Appendix 1; CUSO Bulletin, Vol. I, No. 1 (February, 1962).

[20]Correspondence from Lewis Perinbam, the Acting Executive Secretary to the Honourable C. Green, Secretary of State for External Affairs, dated November 3, 1961.

[21]Report of the Acting Executive Secretary 1961-62, op. cit., p. 2.

tour and negotiations with countries in Asia and Africa, the Executive Secretary of CUSO received requests for Canadian graduates to serve in those areas. According to reports, the initial major demands came from Africa, especially Nigeria.[22]

During the first year of operation, it became abundantly clear that CUSO would have to establish its own secretariat under a full-time executive secretary. As a start, in 1962, the Canadian University Foundation assumed administrative responsibility for CUSO and simultaneously the appointment of the first full-time Executive Secretary in the person of William McWhinney, a former volunteer, was made.[23] Since then, the officer staff have been made up almost entirely of former volunteers. The organisation, however, remained dependent upon the Canadian University Foundation for financial and administrative help until 1964.

In the meantime, through visits to Canadian universities in 1962, the Executive Secretary strengthened CUSO's representation in the universities. By touring countries in Africa, India and Ceylon in March and April 1963, he again opened further opportunities overseas for the expansion of the CUSO programme.[24] With the

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[22] Ibid., p. 4; CUSO Bulletin, Vol. I, No. 2 (April, 1962)

[23] Woollcombe, op. cit., p. 34; CUSO Bulletin, Vol. II, No. 1, (November, 1963).

[24] CUSO Executive Secretary, "Report to the Executive Committee of Canadian University Service Overseas on a Visit to Ceylon, India, and Several Countries in Africa during March and April 1963" (Ottawa: CUSO, 1963) (Mimeographed.)

guidance of the Executive Committee, notably its chairman, Dr. Leddy, the Executive Secretary formulated broad lines to govern the overseas service programme.

Following these developments, it became necessary to increase the administrative staff in the CUSO secretariat in Ottawa. Consequently, by 1963-64, two associate secretaries had been appointed to bring the total strength to three. As the number of volunteers increased so did the number of administrative staff.

Programme Year	Officer Staff	Volunteers Overseas	Number of Countries
1961/62	1	17	4
1962/63	1	62	13
1963/64	3	128	17
1964/65	4	201	24
1965/66	10	341	29
1966/67	17	560	34
1967/68	25	825	41[25]

The number of volunteers exceeded the thousand mark in the fall of 1968.[26] As a result, regional programmes have been established in the secretariat. There are programmes for English-speaking West Africa, Francophone Africa, East Africa, South East

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[25]McWhinney and Godfrey, op. cit., Appendix Three, p. 451.

[26]Government of Canada, External Aid Office, "CUSO Reaches Goal with 1,200 Members," International Development, Vol. II, No. 2 (August, 1968).

Asia, the Caribbean and South America. Each secretariat has the responsibility of supervising, planning, and co-ordinating the programme of its region.

According to CUSO sources,[27] the organisation operates in Canada through the universities, member associations and former volunteers. Each university or college has a CUSO committee consisting of faculty members, students and interested persons. These committees are responsible for publicity, pre-selection orientation and the recruitment of suitably qualified volunteers in their localities. Former volunteers have also been active in organising annual meetings where various projects of CUSO are discussed and resolutions formulated for the coming year.

In the overseas countries, CUSO, from its inception, has conducted direct negotiations from Ottawa with governments and agencies. The representatives of the Government of Canada, however, have been kept in touch with all the proceedings. When the number of volunteers increased, CUSO appointed a volunteer as a representative in almost every country where the organisation had a programme. This representative acted as a co-ordinator, investigated probable openings, reported on existing ones and looked after the interests of his fellow volunteers. With the development of regional programmes, much of this work has been transferred to the Regional Co-ordinators who have offices in Canadian overseas missions.

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[27]CUSO, "Report of the Executive Secretary 1962-63" (Ottawa: CUSO, 1963) (Mimeographed.); Information Bulletin (Ottawa: CUSO, undated); CUSO and You (Ottawa: CUSO, undated).

At the start, it was the policy of the organisation to recruit volunteers almost exclusively from the universities. From 1966, the pattern of recruitment altered as considerable stress was laid on the need to recruit personnel for technical posts. Volunteers with skills in construction, fishery as well as game reserve personnel, mechanics, stenographers, medical technicians have been sent abroad. It has been calculated that of 560 volunteers on assignment in 1966/67, 25 per cent were non-university graduates.[28] Emphasis on recruiting only the young was also relaxed to enable a seventy-eight-year old engineer to work in Uganda and a sixty-six-year old pediatrician to work in Nigeria.[29] The average age of volunteers, however, has been estimated at twenty-four to twenty-five years.[30] Married couples are recruited on the grounds that both would qualify for assignment and that they do not have more than one child. Nearly 75 per cent of the volunteers become teachers. The remainder are engaged in social work, agriculture and community development.

With reference to conditions of service,[31] round trip travel together with baggage allowance is given each volunteer. The volunteers leave Canada in groups for their assignments in late

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[28]McWhinney and Godfrey, op. cit., p. 25.

[29]CUSO, "Report of the Executive Secretary to the Executive Committee 1965-66" (Ottawa: CUSO, 1966), p. 6. (Mimeographed.); CUSO Bulletin, Vol. IV, No. 4 (August, 1966), p. 6.

[30]McWhinney and Godfrey, op. cit., p. 25.

[31]"Memorandum of Understanding" (Ottawa: CUSO, undated) (Mimeographed.); "Note to Selected Volunteers," op. cit.; CUSO and You, op. cit.

August or early September. CUSO literature states that the volunteers serve in the host country on the basis of equality and partnership with their local colleagues under local conditions of employment. CUSO generally prefers that all volunteers in one country have approximately the same terms of service irrespective of profession and experience. The actual salary, however, might vary from country to country, according to the type of assignment. The remuneration received by the volunteer is designed to cover his basic expenses in the host country. The agency in the host country is normally required to provide adequate housing, though conditions regarding accommodation differe from one country to another. In some areas, volunteers pay a nominal rent but in other cases housing is rent-free. Finally, CUSO gives each volunteer a $10,000.00 life insurance policy and a comprehensive medical insurance plan to cover the period of orientation and overseas service.

CUSO has a basic philosophy[32] which underlies its volunteer scheme. This is best expressed within the context of an attitude of "serving and learning." Volunteers are assigned for a two-year period to participate in projects which will contribute to the social and economic development of the development countries. By reason of the involvement in society which the assignment affords, the volunteers are expected to make an effective contribution to their host country. In conformity with this standard, CUSO

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[32]CUSO, "Minutes of Executive Committee, November 15, 1965" (Ottawa: CUSO, 1965) (Mimeographed.); CUSO and You, op. cit.

evaluates a volunteer's achievement in terms of his service, the effectiveness of his work, his ability to learn, his interest in and understanding of the people and the country of his assignment. The unique aspect of this philosophy is that the volunteer is virtually independent, subjected to a minimum of supervision by CUSO staff or co-ordinators except the authority to which he is directly responsible in the host country. Ultimately, he is a master of his own conduct and enjoys the success or failure of his own actions.

Orientation Programme

Since 1962, CUSO has organised orientation courses each summer to prepare its volunteers for their assignments in the host countries. The main theme of the CUSO orientation programme has been "the realization that each volunteer is unique, bringing with him a special past experience, a personal ability and creativity."[33] CUSO believes that a volunteer's ability to work and live abroad is highly related to the quality of orientation he gets before taking up the overseas assignment.[34]

Following the development of regional programmes, orientation courses, lasting from two to seven weeks, have been organised at various Canadian universities each summer for volunteer groups going to Asia, East Africa, English-speaking West Africa, French-speaking

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[33]J.R. Wood, "Orientation," in McWhinney and Godfrey, op. cit., p. 87.

[34]CUSO, "Report of the Executive Secretary, 1962-63" (Ottawa: CUSO, 1963), p. 8 (Mimeographed.)

West Africa, the Caribbean and South America. In certain areas, CUSO organises a short period of orientation for volunteers when they arrive at their destination.

In general, the orientation programme, still in the process of evolution, seeks to provide the volunteers with basic information on the history, culture, political and economic development of the areas of assignment. Professional training, which was first started in 1963, aims at preparing volunteers for the kind of jobs to which they would be assigned. The most developed aspect of this training is teacher training, organised for volunteers who have not had teaching experience. The teacher training courses are directed by experienced Canadian teachers, most of whom have served overseas. In 1965, a course on Community Development was added to the orientation programme.[35] In 1966, the programme was further broadened by the addition of sensitivity training. This training is designed to enhance the personal growth and the ability of the volunteer to work more effectively with others by developing an awareness of needs, attitudes and preoccupations both in himself and in others. In short, it aims at strengthening the individual CUSO member's "inner resources" for the task and challenge ahead.[36] Considerable attention is paid to language training. Volunteers

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[35]CUSO, "Report of the Executive Secretary, 1964-65" (Ottawa: CUSO, 1965) (Mimeographed.)

[36]CUSO, "Minutes of the Committee on Orientation, December 13, 1965" (Ottawa: CUSO, 1965) (Mimeographed.); J.R. Wood, "Orientation," in McWhinney and Godfrey, op. cit., pp. 97-99; D. Simpson, "West Africa," CUSO Bulletin, Vol. V, No. 4 (August-September, 1967), p. 5.

assigned to Asia acquire a basic vocabulary and expressions in Hindi or Gujerati; those for Sarawak study Malay. Volunteers destined to East Africa study Swahili; those for West Africa study one of several languages: Krio, Twi, Yoruba, Ibo or Hausa. Language tapes, manuals, grammars, and appropriate language books are utilized. Wherever possible, people with a first-hand knowledge of the languages are appointed language instructors.

The West African Orientation Programme, as formerly organised, was the target of criticism from both CUSO officials and volunteers a few years ago. In 1964, Mrs. G. MacFarlane, of the Department of Sociology, McGill University, who was asked by the Executive Secretary of CUSO to inquire into the state of the CUSO programme in Ghana, recommended that the orientation programme be shifted from Canada to Ghana.

> It seems possible too that CUSO could do with a longer period of preparation but with different stress on content. The travel talk with slides, or area study approach, can go only so far especially when the number of areas served in proportion to the number of volunteers is great. Perhaps a greater investment in orientation on arrival might be more realistic.
>
> . . . . . .
>
> I should add that the programme of orientation and training as I saw it in 1964 was never what volunteers in the field said it should be from the experience they had had.[37]

Partly in response to the report of Mrs. MacFarlane and partly in response to the suggestions of former volunteers, steps were taken to provide a short period of orientation to volunteers on their arrival in the host countries.

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[37]G. MacFarlane, "Report on CUSO Programmes and Personnel in Ghana" (Ottawa: CUSO, 1964) (Mimeographed.)

John Baigent, a former Associate Secretary responsible for the CUSO West Africa Programme, argued that CUSO neither has the financial resources nor the facilities to train volunteers properly, and therefore the organisation should consider sending like volunteers to certain areas.

> But, in terms of training, what we have tried to do is almost ludicrous. The accent has been solely on accepting these people with no consideration of our own obligations to train them and then we have had the temerity to invite teachers of the blind, fisheries personnel and mechanics to a 'training' programme! Again, we have to face facts. We just do not have the money and manpower to give these people a decent training programme. We probably never will have the money to train properly the people in the more exotic fields and as things stand now the expense would be unjustified if we were to send a teacher of 'mechanics' to McGill to teach or to assist our one mechanic. But, if we took all of our mechanics together (perhaps 7-8 this year . . . all going to different areas) and assigned them to W.A. [West Africa] then it would be worth our while to have a special professional training for them.[38]

In an article published in the CUSO Bulletin, he elaborated on his proposal.

> Imagine the situation if only teachers were sent to West Africa, technical personnel to Asia, medical personnel to South America, secretarial and business to the Caribbean, and conservation and farming experts to East Africa. Then within the training program all medical personnel would receive the benefit of all our medical experts and their training would be a fulltime job for them and their trainers.
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> . . . . . .
>
> This concept of orientation would go to the very root of CUSO's structure and would result in a very different type of programming abroad.[38]

This recommendation still remains to be implemented.

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[38]Correspondence from John Baigent to Jon Church, Chairman, CUSO Orientation Committee, dated September 17, 1966 (Ottawa: CUSO, 1966) (Typewritten.).

[39]J. Baigent, "A New Approach to CUSO Orientation," CUSO Bulletin, Vol. V, No. 3 (August, 1967).

At the West Africa Orientation Programme held in the summer of 1968 at the Althouse College of Education, University of Western Ontario, the author interviewed a large number of the new volunteers with a view to evaluating better the character of the training programme. Most of those questioned complained that the information provided was too general, that some of the speakers were not knowledgeable of recent developments in contemporary Africa, and that poor use was made of the expertise of Africans who were studying in North American universities. According to one volunteer

> I think too that African staff could be more useful in problems of teacher training and general background on the educational situation and background in Africa. Professors and lecturers whose experience was twenty years ago are only valuable to a limited degree and are often victims of the thinking of twenty years ago.[40]

Another volunteer elaborated on this general criticism of the orientation programme.

> Considering the length of orientation and the many objectives, we feel we have learned a considerable amount about our host country and problems of adaptation. However, we feel that we could have learned a great deal more about our assignment in the time spent on this purpose. There are too many generalizations and too much repetition about educational institutions and practices and not enough specific information about schools and subject matter. For example, before orientation, we could have been given a brief description of the differences between training colleges and secondary schools and the kinds of objectives, programs and students of each. Until orientation, we were under the assumption that a training college, like our own, would be for senior students only rather than for those finishing middle school.
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> To avoid some of the repetition speakers could be given the subject about which they are to speak and the subjects other speakers have already covered. Perhaps CUSO should

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[40]Questionnaire for New CUSO Volunteers, Part II. (Question 33.)

> have a file on all places where volunteers have served which states the living and working conditions which could be sent to volunteers when they are posted or kept on handy reference. During the teaching (practice) period, it might be wise to keep other aspects of the program to a minimum. Perhaps all the language (training) should be left for the last two weeks or even for an orientation program in Africa. However, language people (i.e. instructors) may find more is learned over longer periods in small amounts.[41]

On the other hand, the orientation course had the beneficial effect of making the volunteers aware of Canada's own sociological problems, as revealed by this volunteer's comment:

> I think that more sessions like the one on Canadian problems [the Indians and negroes] could have been held, and further ahead in the program. These are topics with which we are all more or less familiar and they provide a good introduction to social and political problems in general. I feel we would be better able to cope with complex African problems which are so much newer to us, were we first to have some lively debate on problems here. This sets up a proper perspective. I think we are too prone to see the problems of Africa as very remote and divorced from our own experience--an awareness of Canadian problems could help us overcome this earlier.[42]

On the basis of this evidence, it is clear that the Canada-based orientation programme needs revising. Perhaps it might be beneficial for CUSO to consider an arrangement by which the programme would be divided between Canada and the host country. CUSO has already embarked upon an experiment with an "in-country" orientation. The first experiment of this kind took place in the summer of 1967 when the orientation for volunteers assigned to French-speaking West Africa was held in Cotonou, Dahomey.[43]

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[41] Ibid. [42] Ibid.

[43] J.R. Wood, "Orientation," in McWhinney and Godfrey, op. cit., p. 87.

The Search for Government Support

During the first year, CUSO's overseas costs were borne by governments of the developing countries. In response to a request, the federal government first provided financial aid through the External Aid Office to enable the Acting Executive Secretary to tour countries in South East Asia in 1961.[44] A formal request addressed to the Secretary of State for External Affairs to solicit travel grants for CUSO volunteers was later submitted by the Acting Secretary after his tour. He justified the request on the grounds that CUSO is involved in foreign affairs.

> Programmes of this kind represent an educational and training experience for young Canadians and are, as such, an investment in these young people as well as in Canada's international relations. While they are abroad, they will gain valuable international experience as well as render useful service, and they will return to Canada better fitted to play their part as responsible and informed citizens in the public and professional life of our country. In this way, they will help Canada to meet and to fulfill its growing international obligations and opportunities.[45]

Though no direct grant was made available immediately, CUSO was assured that administrative facilities would be offered to the organisation through the External Aid Office and Canadian diplomatic missions abroad.[46]

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[44]Correspondence from the Secretary of State for External Affairs, the Honourable Howard Green to the Acting Executive Secretary, CUSO, Lewis Perinbam, dated November 21, 1961.

[45]Correspondence from Lewis Perinbam, Associate Secretary, Canadian National Commission for UNESCO, to the Honourable Howard C. Green, Secretary of State for External Affairs, dated November 3, 1961.

[46]Correspondence from the Honourable Howard Green, op. cit.

By 1963, CUSO had developed and expanded its programme to a point that, according to Woollcombe, the organisation had become associated in the public mind as "the Canadian peace corps."[47] As a national organisation, CUSO had a unique position to claim federal government support. Several newspapers, notably The Toronto Daily Star, The Montreal Star, The Regina Leader Post and Chronicle-Telegraph, Quebec,[48] were urging the federal government to support CUSO with financial assistance. In the meantime, CUSO was the subject of two debates in the House of Commons as a result of two private members' bills. The first bill, introduced on December 10, 1962, proposed that the federal government consider establishing "a Canadian youth service to enable qualified young Canadians to go abroad to provide scientific, technical, humanitarian and cultural assistance to peoples requiring such assistance. . . ."[49] According to the plan, the federal government Youth Service would work side by side with the existing volunteer groups such as CUSO. The second bill, which was debated on June 10, 1963, proposed that the federal government consider "supporting financially the Canadian University Service Overseas which helps young Canadians to go abroad to share their skills, training and humanity in those countries where such help is needed.[50] While both bills were "talked out," it was,

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[47]Woollcombe, op. cit., p. 42.

[48]CUSO Bulletin, Vol. I, No. 2 (April, 1962).

[49]Government of Canada, House of Commons, Debates (Dec. 10, 1962).

[50]Ibid., June 10, 1963.

nevertheless, evident that there was considerable political support for the work of CUSO and other like organisations.

Needing more financial resources, CUSO, in 1963, initiated a national fund-raising campaign with the objective of raising $185,000. This first appeal brought in the sum of $137,000, mainly secured from corporations, personal contributions, clubs, organisations and universities.[51] It became obvious to CUSO that it could not raise sufficient monies through public appeal and therefore a decision was made to approach the federal government in the hope of getting a grant of $100,000 to support the organisation.[52]

In accordance with the decision, in November 1963, CUSO approached the Prime Minister and the Secretary of State for External Affairs with an aim to securing federal government financial help for the programme. Following the discussion, in February 1964, CUSO submitted a brief to the Secretary of State for External Affairs. The presentation outlined a plan for an expanded programme of 1,000 overseas volunteers; the benefits Canada would derive from having Canadians with overseas experience in all walks of life; the inability of CUSO to secure funds required through contributions and national fund-raising activities to finance its ever-increasing and expanding projects; and the necessity for the federal government to give some assistance to the organisation to

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[51] McWhinney and Godfrey, op. cit., p. 20; CUSO Bulletin, Vol. II, No. 1 (November, 1963).

[52] CUSO, "Report of the Executive Secretary to the Executive Committee, 1963-64" (Ottawa: CUSO, 1964), p. 8 (Mimeographed.)

fulfill its commitments lest other qualified applicants be denied the opportunity to take assignments overseas.[53]

In April 1964, Paul Martin, Secretary of State for External Affairs, announced at a banquet held in Ottawa of the Special Conference on International Studies in Canadian Universities, that the federal government would assist CUSO by providing transportation for its volunteers through the facilities of the RCAF. The offer would enable CUSO to save $80,000.[54] In making the announcement of this assistance, Mr. Martin emphasised, however, the wish of the federal government to "encourage and sustain the essentially voluntary nature of CUSO."

> By entering into this kind of constructive and practical partnership, the government will be giving tangible recognition of the strong support we have for this voluntary organisation. It is from this voluntary and non-government character that CUSO gets its spirit and its impetus and we must do everything to make sure that this spirit and this impetus remain undiminished.
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> . . . . . .
>
> This good organisation which has done so much useful work the last few years in providing opportunities for young Canadian graduates to serve in the developing countries has proven its mettle.
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> . . . . . .
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> I believe that in the relationship between the government and the voluntary associations in Canada in the field of international aid we have a unique and precious opportunity to create a new and vibrant concept in international development.[55]

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[53] McWhinney and Godfrey, op. cit., p. 21; CUSO, "Report of the Executive Secretary to the Executive Committee, 1963-64," op. cit., p. 7.

[54] CUSO, "Report of the Executive Secretary to the Executive Committee, 1963-64," op. cit., p. 8.

[55] CUSO Bulletin, Vol. II, No. 3 (May, 1964).

In 1965, the federal government, while continuing to provide transportation facilities for the volunteers, made a grant of $500,000 to help the organisation expand its programme.[56] Furthermore, during this year provincial governments showed their continued interest by making monetary contributions. The Government of Manitoba gave a subsidy of $3,000; that of Nova Scotia an initial grant of $1,500;[57] while that of New Brunswick made its first contribution a year later.[58] In the meantime, CUSO continued to sponsor national fund-raising to obtain additional financial resources.

Co-operation between CUSO and the federal government progressed further when Prime Minister Lester B. Pearson, in a keynote address to delegates at the Fourth Annual Meeting of the organisation in 1965, outlined the purposes of Canadian foreign aid, praised CUSO's efforts in the sphere of international development and indicated that the federal government would continue to support financially the work of the organisation.[59]

Since 1965, the federal government has been providing the bulk of CUSO's finances. During 1966/67, a federal government grant of $700,000 was given to the organisation. The amount was increased

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[56]Department of External Affairs, Press Release, op. cit.

[57]CUSO, "Report of the Executive Secretary to the Executive Committee, 1964-65" (Ottawa: CUSO, 1965), p. 10 (Mimeographed.).

[58]CUSO, "Report of the Executive Secretary to the Executive Committee, 1965-66" (Ottawa: CUSO, 1966), p. 13 (Mimeographed.).

[59]CUSO Bulletin, Vol. IV, No. 1 (November, 1965).

to $1,841,000 in the following year.[60] In 1968/69, the federal government allocated a sum of $2,374,000 to support the CUSO programme of 1,000 volunteers overseas.[61]

In summary, it may be noted that CUSO was established under the auspices of the Canadian National Commission for UNESCO as a national, non-sectarian, non-political, bilingual co-ordinating agency. As an independent, voluntary organisation, dependent upon private contributions, and formed and manned by the youth of Canada, CUSO has the primary objective of providing opportunities for suitably qualified graduates normally domiciled in Canada to "serve and learn" for a two-year period abroad in emergent countries which have shown interest in recruiting such personnel to assist in their socio-economic development. Accordingly, CUSO has become the "fifth largest peace corps programme in the world."[62] While it is again indisputable that the original aim, as stated in the constitution, was to make the developing nations the greatest beneficiary of the programme, the points raised in the "note to selected volunteers," in the letter from the first Acting Executive Secretary to the Secretary of State for External Affairs and the brief submitted by a CUSO delegation to the federal government in 1964 indicate

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[60]Government of Canada, External Aid Office, International Development, Vol. I, No. 11 (Ottawa: May, 1968).

[61]International Development, Vol. I, No. 11, op. cit.; International Development, Vol. II, No. 2 (August, 1968).

[62]CUSO, "Report of the Executive Secretary to the Executive Committee, 1965-66," op. cit., p. 14.

unmistakably that the volunteer and Canada stand to gain also. The volunteer benefits from a rich rewarding educational experience. Canada acquires citizens with first-hand knowledge and experience from abroad and through them gains increasing understanding of the countries participating in the programme. The importance which the federal government attaches to the work of CUSO is shown by its moral support of the organisation and by the fact that it has periodically increased its financial support to the organisation. Obviously, CUSO is now an effective "external agency" though preserving its independent and voluntary character. The following chapters will evaluate and assess the operation of the CUSO programme in Ghana.

CHAPTER IV

CUSO PROGRAMME AND THE MINISTRY OF EDUCATION IN GHANA

This chapter deals with the relationship that exists between CUSO and the Ministry of Education in Ghana. In particular, it examines the reasons why the Ministry of Education signed agreements with CUSO to recruit volunteer teachers and, secondly, whether the CUSO programme satisfies the needs of the Ministry of Education.

The Need for Qualified Teachers

In Ghana, the lack of qualified teachers in adequate numbers has been a persistent educational problem. According to the Education Review Committee, the situation is traceable to the fact that "in terms of manpower requirements, Ghana has accorded education a very low priority."[1] For instance, it was pointed out earlier that in 1966, out of the total staff of 51,000 elementary school teachers, as many as 33,000 or nearly two-thirds of the total had not received any professional training. Furthermore, this majority had weak academic credentials.

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[1]Ministry of Information, Report of the Education Review Committee, 1967 (Accra-Tema: State Publishing Corporation, 1967), p. 39.

The teacher situation is no less unsatisfactory in the secondary schools. This is significant because secondary education is fast becoming the basic level of education required for a country bent on developing and expanding. Facilities for secondary education and Sixth Form work are expanding, and changes are being effected in the curriculum to put increasing emphasis on science and commercial subjects. Yet it is well known that there is a shortage of suitably qualified graduate teachers, particularly in science, mathematics and English at the secondary level of education.

In 1960, out of a total staff of 699 teachers in public secondary schools, 297 were non-graduates.[2] In 1965/66, more than half of the total 2,100 teachers in the 105 public secondary schools had not attended university. During this period, there were 960 university graduates among the teaching staff. Of this number, 660 were expatriates and 330 local graduates, of whom 90 were headmasters and headmistresses. This means that there were only 210 local graduates actually teaching--a figure that accounts for less than 10 per cent of the entire teaching force at this level of education.[3] By 1967/68, the number of expatriate graduate teachers had risen to 1,060, while that of local personnel, excluding the headmasters and headmistresses, had increased to 464. The non-graduate teachers

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[2]Ministry of Education, Education Report 1958-1960 (Accra: Government Printing Department, 1962).

[3]Report of the Education Review Committee, op. cit., pp. 39, 73.

again constituted the majority of the teaching staff.[4] Thus the secondary schools are mainly staffed by local non-graduate and expatriate graduate teachers.

In addition, the 1965/66 statistics show that the average length of stay of the local graduate in a particular school is 1.1 years and that of an expatriate graduate teacher is 1.5 years.[5] The Mills Odoi Commission, after studying staffing problems in 47 secondary schools and 48 teacher-training colleges, found that the secondary schools had a higher teacher turnover rate than the training colleges.

	Secondary Schools	Teacher Tr. Colleges	Totals
1960-61			
Ghanaian graduates remaining	42	2	44
Number that resigned	24	2	26
1961-62			
Ghanaian graduates remaining	95	18	113
Number that resigned	42	7	49
1962-63			
Ghanaian graduates remaining	86	17	103
Number that resigned	39	5	44
1963-64			
Ghanaian graduates remaining	95	23	118
Number that resigned	41	9	50
1964-65			
Ghanaian graduates remaining	93	28	121
Number that resigned	63	7	70

[4]Ministry of Information, Report of the Commission on the Structure and Remuneration of the Public Services in Ghana (Accra-Tema: State Publishing Corporation, 1967), p. 44.

[5]Report of the Education Review Committee, op. cit., p. 73.

	Secondary Schools	Teacher Tr. Colleges	Totals
1965-66			
Ghanaian graduates remaining	145	53	198
Number that resigned	89	19	108[6]

The Mills Odoi Commission reasoned that this large turnover has an unsettling effect on both students and schools. Moreover, since in the estimation of the Commission, it costs Ghana about N₵8,000 to produce a fully-qualified local graduate teacher, the Commission pointed out that the turnover also involved a huge yearly investment loss for the country.[7] In 1964, the Ministry of Education reacted to the problem by issuing a circular outlining conditions governing the resignation and transfer of local graduate teachers, the obligations of those bonded to teach for five years, and the principles to guide heads of secondary schools in the hiring of local graduate teachers.[8]

Both the Mills Odoi Commission and the Education Review Committee concluded that poor conditions of service and the demanding nature of the profession discourage local personnel from making a career out of teaching. Both bodies found that conditions of service of teaching compare very unfavourably with those of other occupations such as commerce, industry and the Civil Service. This situation, however, is not unique to Ghana but is characteristic of all the emerging states. The educated in these countries gravitate

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[7] Ibid.

[8] Ministry of Education, Circular Letter No. 0/64 Ref. PE. 193/176, "Transfer of Teachers in the Ghana Teaching Service," dated 21st August, 1964.

to positions in government and commerce, which means that the schools have difficulty in attracting and keeping the talented. Even the universities have their problems in attracting African professors. It is often the case that experienced teachers leave the profession because other occupations are more lucrative.

Against this background, the Mills Odoi Commission submitted proposals designed to improve teacher remuneration and other conditions of service.[9] Similarly, the Education Review Committee has proposed that conditions of service for all education personnel "should be reviewed as a matter of urgency to make the Education Service at least as attractive as other services." In particular, it has been recommended that the salaries and other conditions of service of teachers should be as proposed by the Special Intergovernmental Conference on the Status of Teachers in the Recommendations Concerning the Status of Teachers. (UNESCO.)[10]

With conditions as they exist now, it is not surprising that Ghana, like many other emergent countries, has been relying heavily on contract and volunteer teachers from Britain, Canada, and the United States to staff the country's secondary, technical, teacher-training and higher educational institutions.

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[9]Report of the Commission on the Structure and Remuneration of the Public Services in Ghana, op. cit., pp. 44-45.

[10]Report of the Education Review Committee, op. cit., pp. 5, 40.

Recruitment of CUSO Teachers

In September 1961, CUSO first sent teacher volunteers to Ghana.[11] In that year, two graduates in home economics were posted. In 1962, CUSO sent nine teachers to teach science and mathematics in Ghanaian secondary schools. Since that time, there has been a gradual increase in the number of teachers and specialists assigned to Ghana. Whereas there were 28 CUSO personnel in 1966, the number shot up to 93 in 1967. A total of 124 volunteers are currently serving in the country (see Table 3).

As far as recruitment is concerned, it must be pointed out that from 1961 to the end of the academic year of 1963/64, all applicants seeking specific jobs in Ghana were processed according to a fixed scheme. After the applicant was recommended by his local committee in Canada, he was interviewed by the CUSO National Selection Committee. Acceptable candidates had their transcripts and references processed by the CUSO Executive Secretary through either the Embassy of Ghana in Washington, D.C.,[12] or the High Commission for Ghana in Ottawa.[13] The Ghanaian Ministry of Education ultimately confirmed the appointment of the CUSO candidates

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[11]Ministry of Education, "Report on CUSO" (Accra: Ministry of Education, 1968) (Typewritten.)

[12]Correspondence from Lewis Perinbam, Associate Secretary, to W.L. Tsitsiwu, Education Attache, Embassy of Ghana, Washington, D.C., dated July 31, 1962.

[13]Correspondence from Lewis Perinbam, Acting Executive Secretary to H.A.A. Ankrah, Office of the High Commissioner for Ghana, Ottawa, dated August 17, 1962.

TABLE 3

CANADIAN UNIVERSITY SERVICE OVERSEAS--GHANA

	1961	1962	1963	1964	1965	1966	1967	1968
Teachers: Secondary		9	26	14	24	21	34	21
Commercial						5	10	7
Primary							2	
Nurses						1	14	3
Teacher Trainers				2	2		7	6
Home Economists	2			1	1	1	3	
Technical School Tutors							8	
Medical Technicians							5	
University Tutors							4	
Construction Technicians							2	
Engineers				1			1	
Forester							1	
Pharmacist							1	
Youth Worker							1	
Volta River Authority								3
	2	9	26	18	27	28	93	40

N.B. As CUSO volunteers come for two years, the total number of volunteers in the country at any one time is the total of the year concerned plus the number who came the previous year. E.G. in Ghana now there are (1967: 93+1968: 40) 133 volunteers. These figures are only approximate. In fact, there are 124 CUSO volunteers now in Ghana.

Source: Ministry of Education, "Report on CUSO" (Accra: Ministry of Education, 1968). (Typewritten.)

made by the heads of secondary schools. Under this system, long before the volunteer left for Ghana, he knew precisely the school and the subjects he was going to teach. Accordingly, he made the necessary preparation depending upon the time at his disposal before departing for Ghana to assume duty.

From 1964, when the Ministry of Education assumed direct control over negotiations with CUSO, changes were made in the system. Accordingly, all heads of secondary schools submitted their requests for CUSO teachers to the Ministry of Education, which in turn made the necessary arrangements with the CUSO secretariat in Ottawa for the recruitment of the number and category of teachers required.[14] Transcripts and references of the applicants were sent directly to the Ministry of Education, which informed the heads of schools that CUSO teachers with particular qualifications had been assigned to their school.[15] Upon such scanty information, heads of schools asked CUSO teachers to teach subjects which they thought to be within their competence. Another difficulty with the system is that, from the start, it took the Ministry of Education some time to know the approximate number of teachers in a current year for whom replacements would be required in the following year. Consequently, the Ministry of Education is often unable to communicate early with

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[14]Correspondence from the Chief Education Officer, Ministry of Education, Accra, Ghana, to the Executive Secretary, CUSO, Ottawa, dated December 11, 1964.

[15]Ministry of Education, Circular Letter Ref. N. PE67/T. 5/536, "Assignment of CUSO Volunteers--1965/66 Academic Year," dated 23rd June, 1965.

CUSO officials to facilitate the recruitment of the required quality and quantity of volunteer teachers. The delay sometimes leads to poor placement. The problem is often made more complicated for CUSO officials by sudden withdrawal from the programme of volunteers whose appointment had long been confirmed by the Ministry of Education. To replace such volunteers, others, not necessarily with the same qualifications, are selected by CUSO officials. This also sometimes leads to poor placement.

The Ministry of Education traditionally has placed emphasis on the appointment of university graduates who had majored in English, French, science, mathematics or taken a general degree with one of the subjects listed. More recently, recruitment has been extended to cover teachers of economics, home economics, geography and nursing. So far, most of the volunteers have been B.A. generalists and have been assigned to teaching English in the secondary schools. In 1966, CUSO was entrusted with the task of organising commercial education courses in the country's secondary schools. As a consequence, CUSO sent a commercial education expert to act as a special adviser to the Ministry of Education and to organise the commercial education programme. Accordingly, CUSO volunteers have been recruited to organise and teach the subject in the schools. More recently, the Ministry of Education has made efforts to recruit CUSO teachers to teach in teacher-training colleges. All in all, the Ministry of Education appreciates the fact that CUSO teachers are willing to serve not only in the urban areas but also in the

remotest places of the country where life is unattractive and where even local graduate teachers are often reluctant to go.[16]

With reference to conditions of service, it may be noted that from 1961 to 1964 CUSO volunteers were recruited for service in Ghana on the same contract terms as any foreign university graduate engaged by the Overseas Recruitment Centres for the Ministry of Education. Under the terms of the contract,[17] the volunteer teacher enjoyed better conditions of service than his local counterpart. For example, the volunteer received a salary one and one-half times greater than that of the local qualified teacher of the same rank. The volunteer teacher also was provided with free medical care, given suitable living accommodation for which he paid a nominal rent of five per cent of his annual salary, and given a generous travel allowance.

Following his visit to some African countries in 1963, the Executive Secretary of CUSO raised questions about the "favoured" conditions of service of CUSO volunteers. The Executive Committee took up the suggestion and recommended that volunteers be employed by the Ministry of Education on local or "basic" conditions of service.

Accordingly, an agreement between the Ministry of Education

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[16]Ministry of Education, "Report on CUSO," op. cit.

[17]Fourth Commonwealth Education Conference 1968, "Conditions of Service of Expatriate Teachers," Report of the Government of Ghana (Lagos: Commonwealth Secretariat, February, 1968); Correspondence from R.K. Fosu, Official Secretary, Office of the High Commissioner for Ghana, Ottawa, Canada, dated June 5, 1962.

and CUSO was signed on July 8, 1964, establishing the terms and conditions of service of volunteer teachers, and reads as follows:

> The Canadian University Service Overseas shall provide the Government of Ghana with graduate teachers, the number is to be mutually agreed upon each year, to teach Mathematics, Science, English and French in the Secondary Schools in Ghana.
>
> 2. On or before their arrival in Ghana Volunteers shall be assigned by the Ministry of Education, in consultation with the Canadian University Service Overseas, to Government-assisted secondary schools for a period of two years.
>
> 3. The Volunteers shall be under the administration of the Ministry and shall serve under the direct Supervision of the Headmasters of the Schools to which they are assigned.
>
> 4. The Volunteers shall teach according to the syllabuses in their respective field of instruction, which teaching may include a regular full-time schedule of courses; and shall participate, as needed, in the after-school activities of the school to which they are assigned.
>
> 5. The Ministry shall provide housing and suitable accommodation for each Volunteer from the time of his arrival in Ghana until the completion of his tour. For each year of residence at a school a Volunteer shall pay not more than LG60 as a contribution towards the rental of his housing. Hard furnishings to the extent provided for Ghanaian and expatriate teachers shall be supplied to the Volunteer by the Ministry or the respective schools.
>
> 6. The Ministry shall pay each Volunteer LG750 per annum. There shall be no salary increase during the period of assignment. The said allowance shall be exempt from Ghana Income Tax.
>
> 7. The Canadian University Service Overseas shall be responsible for and shall pay all costs relating to the transport of Volunteers from Canada to Ghana and from Ghana to Canada, but local transportation on duty will be the responsibility of the Ministry of Education.
>
> 8. The Ministry shall be responsible for the medical care of the Volunteers.
>
> 9. The Ministry and the Schools shall grant each Volunteer six days leave for each completed month of service without loss of pay. Any leave due to a Volunteer may be taken only

during periods of school recess unless the approval of the respective Headmaster is obtained. During the holidays, weekend and travel time shall be counted as part of any leave period.

10. The foregoing conditions shall not apply to Canadian University Service Overseas teachers who have already been engaged by the Ghana Government on contract terms.

11. It is understood that the Canadian University Service Overseas shall carry out this project in accordance with the Laws of Ghana.

12. This agreement is subject to annual review.[18]

Since 1964, the agreement has undergone several changes and additions. Significant among the changes has been that of allowing CUSO teachers to teach subjects other than those specified in the original pact. The major additions to the 1964 agreement are as follows:

1. The Ministry shall provide each volunteer with a grant of N¢333.38 [L166 6s. 9d. sterling, approximately] upon completion of his tour. This grant shall be paid in cedis and not in foreign exchange.

2. The Ministry shall grant each married volunteer maternity leave for a period of three months at half pay. If the maternity leave coincides with school holidays the rate of pay shall be full.

3. The Government of Ghana shall provide exemption from import, customs and other duties and taxes including Purchase Tax on all professional and technical equipment including a car for the use of the two CUSO Co-ordinators throughout their period as co-ordinators.[19]

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[18]"Agreement Between the Ministry of Education and the Canadian University Service Overseas" (Ottawa: CUSO, 1964). (Typewritten.)

[19]CUSO, "Agreement Between the Ministry of Education and the Canadian University Service Overseas" (Ottawa: CUSO, 1966, 1967). (Typewritten.)

The primary advantage gained by the Ministry of Education in the 1964 agreement is that CUSO teachers now are paid a flat salary, estimated at N₵1575[20] a year, as against the much higher rates of salary paid to other expatriate teachers who come on contract. Despite this salary adjustment, the volunteer still is better paid than his local counterpart.

Official View of the CUSO Programme

The Ministry of Education acknowledges the humanitarian gesture underlining the work of CUSO. It acknowledges also that CUSO volunteers help promote a truer understanding of Canada among the people of Ghana and "are playing the noble role of adding each year, a little strand to the already existing bond of true friendship and mutual respect between the two nations."[21] Furthermore, it holds the opinion that CUSO is making a useful contribution towards Ghana's educational development through its volunteer teacher scheme. It takes the view that the work of such teachers is, on the whole, satisfactory.

At the Fourth Commonwealth Education Conference held in Lagos, Nigeria in February 1968, the Government of Ghana submitted a report in which it reflected on the strengths and weaknesses of all expatriate teachers (CUSO, VSO, Peace Corps, etc.) in the country's schools.

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[20] Ministry of Education, "Report on CUSO," op. cit.

[21] Ibid.

> From observations made in Ghana despite orientation courses given them volunteers take up to a year to be fully acclimatised and to adjust themselves to local conditions and the curricula of their new schools and colleges.
>
> Secondly since all volunteers without exception have no previous teaching experience their teaching is not as effective as it should be.
>
> However, they are a necessary stop-gap in countries which are expanding their education and suffer from a shortage of teachers of the right calibre.[22]

In view of the increased numbers of graduates coming out of Ghana's universities in recent years, it is estimated that by 1972 Ghana's dependence on graduate teachers will decrease significantly. For some time, however, the Ministry of Education anticipates that CUSO teachers, as well as other expatriate teachers, will be needed for key posts in the teacher-training colleges and secondary schools. Such being the case, the Ministry of Education recommends that the CUSO programme be revised in order to meet more effectively the changing educational needs of Ghana. To that end, the Ministry proposed three changes in the existing CUSO programme.

> 1. Length of Service: The Government of Ghana is of the opinion that a teacher only begins to make a really constructive contribution to the life of a school or college after he/she has been in the school for a period of at least three years, unless he/she is a really mature teacher. It is recommended therefore that, where possible, CUSO teachers should stay in Ghana for a period of at least four years [preferably five], the first year at least being the period during which they acquire experience of the Ghanaian educational environment.
>
> This is one way in which they can contribute more effectively to the life of the school to which they are assigned and thus make CUSO's impact more felt.

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[22]Fourth Commonwealth Education Conference, "Supply of Teachers to Ghana by Commonwealth Countries," Report by the Government of Ghana (Lagos: Commonwealth Secretariat, February, 1968).

2. As far as possible CUSO should send only trained volunteers with some teaching experience. Teachers with post-graduate qualification in education will be most preferred.

3. CUSO teachers should be given intensive orientation courses before their assignment to Ghana. This will give them some insight into the Ghanaian educational system. Often the background of students differs from what CUSO teachers had expected and in the first year at least some of them find difficulty in understanding the behaviour of the Ghanaian students.[23]

In conclusion, it is important to reiterate that the recruitment of CUSO volunteer teachers as well as other graduate teachers from abroad by the Ministry of Education was necessitated by the rapid expansion of facilities at the secondary level of the country's education system. This expansion occurred at a time when the country lacked a sufficient number of teachers to meet its manpower requirements and hence was forced to look beyond its borders for teachers. To that end, the Ministry of Education campaigned for experienced teachers from overseas on lucrative terms. As the demand for such personnel exceeded the supply, the Ministry of Education was prepared to accept inexperienced teachers as provided by CUSO and other like overseas agencies. Judging by the recommendations of the Ministry of Education, the CUSO programme, while filling a gap in the education system of Ghana, must be revised so that it may better satisfy the educational needs of the country. The future success of the CUSO programme in the country will depend on how far these recommendations are implemented by the organisation.

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[23]Ministry of Education, "Report on CUSO," op. cit.

CHAPTER V

CUSO TEACHERS, HEADS OF SECONDARY SCHOOLS AND THE GENERAL PUBLIC IN GHANA

The purpose of this chapter is to examine and assess the performance of CUSO teachers in Ghana through the eyes of secondary school headmasters and headmistresses and the Ghanaian public. At present, a total of fifty-eight secondary schools in Ghana have had and still have one or more CUSO volunteers on their staff. To that end, a questionnaire (see Appendix B) was sent to each of these schools in 1968 through the Ministry of Education, Accra, Ghana. Thirty-five schools answered the questionnaire. It is maintained that the number is sufficiently large from which to draw conclusions about the performance of CUSO teachers in Ghana. This is because the returned questionnaires represent schools located in both urban and rural areas in each of the political regions of the nation.

Job Performance of CUSO Teachers

The vast majority of the heads of Ghanaian secondary schools were unanimous in recommending a minimum of two years of service for CUSO teachers. Ideally the period should be extended to either three, four or five years. The following quotations explain the rationale for the suggestion.

> It takes a CUSO teacher a year to get adjusted to the environment and the students so that by the time the school is to benefit from the teacher, he is gone. A longer period is necessary.[1]
>
> If a CUSO teacher could teach at least for three years, the school would realize maximum benefit of his experience. As it is, one year is used for learning about the background of the students to be able to adjust oneself and the school benefits from the effective teaching for a year only. But in three years the school will benefit for two years at least.[2]
>
> At least three years so that the teacher who starts the subject in Form 1 can take the students to the end of Form 3 when they choose their examination subjects OR so that the teacher who teaches Form 4 can take the students to Form 5 when they sit the G.C.E. "O" (General Certificate of Education Ordinary) Level Examination OR similarly so that the teacher can complete the two-year Sixth Form course.[3]
>
> (A period of) four years is ideal for the school as it gives stability and continuity to the work.[4]
>
> I'll like the CUSO teacher to start work with a set of pupils and to teach them a particular subject throughout their five-year course.[5]

As far as the teaching schedule is concerned, most respondents reported that CUSO teachers have been teaching English, French, mathematics and science. Some respondents mentioned in addition English Literature, geography, history, home economics and business education. Although CUSO teachers are generally assigned to all form levels, the majority have been teaching in Forms 2-4. A minority, however, have been assigned to the teaching of English Literature, French, economics, mathematics, biology, chemistry and physics at the Sixth Form level.

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[1]Appendix B, Questionnaire for Heads of Secondary Schools in Ghana (Question 15).

[2]Ibid. [3]Ibid. [4]Ibid. [5]Ibid.

Besides their normal teaching assignment, CUSO teachers have been engaged in a number of extra-curricular activities such as coaching sports and games, organising school libraries, providing guidance in the production of school magazines, and supervising clubs and societies like science clubs, debating societies, Red Cross and Girl Guides. Clearly, all the respondents were definite in their views that CUSO teachers satisfy to some degree the need for teachers in secondary schools.

The respondents offered a variety of opinions concerning the difficulties experienced by CUSO teachers in the teaching of any subject at a particular form level. The majority mentioned the lack of knowledge of CUSO teachers regarding the secondary school system in Ghana. The heads of schools in rural areas which are generally plagued with staffing problems complained about the difficulty of getting CUSO teachers to teach with success a variety of subjects outside their field of specialization. Most respondents in both urban and rural localities reported the inability of some CUSO teachers to maintain effective classroom control and management, and added that the students have usually taken advantage of teachers whose discipline has been weak. According to some, CUSO teachers have difficulty in making themselves heard and understood owing in part to "Canadian" pronunciation. Three respondents commented that French Canadian CUSO teachers encountered problems because of the limitation of their own education in English. Their lack of command of the language militated against their success as teachers. Although it was reported by all that the volunteer teachers could

handle the subjects in the lower forms, it was pointed out that some difficulty has been evident in the Sixth Form. Three respondents in charge of well established Sixth Form schools made specific references to the teaching of English Literature, French and economics. Most respondents feel that the inexperience of CUSO teachers and their lack of proper academic qualifications constitute their greatest handicap to performing satisfactorily. Some typical comments are the following:

> Most of the CUSO teachers are inexperienced. Some come out fresh from the universities to, as it were, gather experience from teaching in Ghana. I would advise that CUSO teachers should have some experience in teaching at least.[6]

> She (CUSO teacher) was offered to us as being capable of teaching commercial subjects and French but actually she is not a trained teacher and cannot teach French. She is French Canadian and has taken some conversation classes, but [sic] herself says she cannot do more. Also she cannot teach shorthand because the system she knows is quite different from those for use in English. She has therefore been restricted to teaching typewriting on a rather limited timetable. This is not a reflection on her personally. What she has done has been very useful and she is very willing and pleasant. I would merely recommend that teachers for commercial subjects should have teaching qualifications and should be people who can teach other subjects e.g. French, Commerce, Economics not just typewriting.[7]

> I do think CUSO should send trained teachers with some experience. I think also that a more shrewd assessment needs to be made of the academic standard of some of the CUSO (teachers) sent to Ghana. The (University of) London Advanced Level (Examination) done in Ghana Sixth Forms seems beyond the teaching capacity of a number of CUSO teachers.[8]

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[6]Questionnaire, op. cit. (Question 23).

[7]Ibid. (Question 15).

[8]Ibid. (Question 23).

Relationships of CUSO Teachers

The respondents presented a variety of opinions on how CUSO teachers relate to their students, their local associate teachers, their headmasters and headmistresses, and their local communities.

Nearly all the respondents remarked that the volunteer teachers endear themselves to the students by the interest they show in the students, their teaching, as well as in the organisation of extra-curricular activities. One respondent said that a few CUSO teachers in his school had awarded monetary gifts and prizes to students who performed well in their subjects. It was reported also that the same CUSO teachers had presented a record player to a subject department and additional dressing mirrors at personal cost to all the girls' dormitories in the school. As far as problems with the students are concerned, the vast majority of the respondents expressed the view that first-year CUSO teachers find difficulty in understanding the behaviour and attitudes of Ghanaian students. One headmistress wrote that her students are liable to play tricks on CUSO teachers as they consider the teachers so young and inexperienced. In her opinion, the students tend to err on the side of over-friendliness and familiarity.

The majority of the respondents stated that CUSO teachers on their staff have contributed to international understanding in their dealings with local colleagues. According to some, CUSO teachers display a warm human understanding, a cheerful disposition and a readiness to serve. A respondent in charge of a school in a rural area mentioned a case of one CUSO teacher who managed a staff

canteen throughout his period of assignment. A headmistress of a school in an urban area reported the case of another CUSO teacher who organised the new Ghana Association of Teachers of Economics in her first year. In doing so, she was said to have established good relations with everyone concerned. Outside the school proper, CUSO teachers often invite their local colleagues to social gatherings and CUSO female teachers are singled out as being helpful in the organisation of staff parties. Three respondents reported that CUSO teachers on their staff got on poorly with the local staff because they looked down on their local colleagues. One of these respondents cautioned that if CUSO teachers could realise that they were working with colleagues of the same intellectual attainment, the difficulty of this nature would not arise.

To the vast majority of respondents, CUSO teachers were loyal, reliable, and co-operative. One head summed up that "they [CUSO teachers] have always been willing to help in the running of the school, supervising studies in the evenings, cataloguing books in the library and other extra-curricular activities like games."[9] A minority of the respondents, however, complained that a few CUSO teachers would not take advice but preferred to learn the hard way by making mistakes in their relationships with students as well as in their understanding of the Ghanaian examination system. Another made a remark about the problem of getting CUSO teachers to complete students' terminal reports during the school holidays. Another head

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[9]Questionnaire, op. cit. (Question 15).

reported of the undue comparisons CUSO teachers in his school make as to the duties of heads of secondary schools in Ghana and those overseas.

Most respondents observed that CUSO teachers do not participate actively in community life. They attribute this to the fact that most CUSO teachers are fully occupied with regular school activities and, in some cases, with the demands of boarding school life. Mention was also made of the fact that the inability of CUSO teachers to communicate fluently in one or more Ghanaian languages constitutes their greatest problem in participating fully in the activities of the Ghanaian society.

Objectives and Expansion of CUSO Programme

To determine the objectives of CUSO teachers as seen in the country of assignment, the heads were asked to rate the possible objectives as they appeared in the following question:[10]

> Read the following possible objectives of the CUSO teachers in the school, add other possible objectives that come to mind; then rank the objectives by placing 1, 2, 3, etc. in the space provide:
>
> ___ to emulate the example of the American Peace Corps
> ___ to get an opportunity to see a very different part of the world
> ___ to help in meeting the needs of Ghana in the educational field
> ___ to promote their personal development
> ___ to promote a truer understanding of Canada among the people of Ghana
> ___ other; please specify _____

[10] Questionnaire, op. cit. (Question 22).

TABLE 4

THE OBJECTIVES OF CUSO TEACHERS AS SEEN BY HEADS OF GHANAIAN SECONDARY SCHOOLS

Item	First	Second	Third	Fourth	Fifth	Other
Emulate American Peace Corps	1	2	4	1	10	3
See different parts of the world	4	5	5	11	1	-
Meet the needs of Ghana in the educational field	22	2	3	3	1	-
Promote personal development	2	3	10	6	4	-
Promote understanding of Canada among Ghanaians	-	15	5	2	3	-
Other	3	1	1	-	-	-

The answers provided in Table 4 show that from the point of view of the heads, CUSO teachers are in the country above all to help meet Ghana's educational needs. A lesser number estimated that CUSO teachers have come as part of their plan to see different parts of the world and in addition to promote their own personal development. A still lesser number stated that the volunteer teachers were in the country to promote understanding of Canada among the people of Ghana.

When asked to indicate the factors which might limit the expansion of the CUSO programme in Ghana, the respondents were in agreement that the question was linked to the number of qualified teachers produced by Ghanaian universities. It was estimated that the country has an adequate supply of qualified teachers in the arts, but a lack of home grown teachers in mathematics and science, which means that Ghana will have to depend for some time on expatriate teachers.

Recommendations

The recommendations proposed by the respondents for the improvement of the quality of CUSO teachers covered the selection of CUSO personnel, appraisal of their academic qualifications, orientation and training for assignment, and the attitude of the volunteer teachers to work in Ghana.

There was unanimity in the recommendation that a more critical view be taken of the selection and academic standard of the applicants. It was suggested that only teachers with three or more

years of teaching experience be selected for assignment. Furthermore, Ghanaian schools should be supplied with as much information as possible about the applicants before their arrival, so that the timetable for the academic year can be drawn up accordingly. Another recommendation was that only honours graduates should be assigned to Sixth Form teaching since teaching at this level is considered to be beyond the capacity of many CUSO teachers. It was recommended that CUSO French Canadian teachers have a good command of the English Language so as to be of maximum benefit in their teaching assignment.

In matters relating to orientation and training of volunteers destined for Ghana, the respondents recommended that a programme similar to that organised in Canada be established in Ghana. One suggestion was that a two-month pre-service course be organised in Ghana for new volunteers during the vacation period (July-September). The rationale for this approach is that it would enable CUSO teachers to familiarize themselves with the people and the country before embarking on their teaching assignment. It was also proposed that such a programme be designed to acquaint the volunteers with the nature of the secondary school curriculum, syllabuses, class management, teacher-student relationships, school management, and the customs and way of life of the local community. One respondent noted that the attitude of a person being taught is always an important factor in teaching. He added that the African value system and approach to problem solving are different from those of the Westerner and consequently the orientation and training of volunteer teachers in an African setting would be useful in helping

to remove some of the barriers to mutual understanding as well as facilitating the volunteers' participation in Ghanaian life.

With reference to the attitude of CUSO teachers to work, it was proposed that CUSO teachers be advised to address themselves seriously to their duty and "refrain from trotting from village to village in anthropological quests and pursuits of social projects at the expense of their classroom work." The implication here is that CUSO teachers should devote themselves exclusively to their professional functions during the school term. It was suggested, however, that they should engage in projects during school holidays in the interests of the local community, especially in the rural areas or in the furtherance of the work in the schools. A few respondents, particularly those heads of rural schools, noted that some of the CUSO volunteers seemed to be ill-fitted for work in rural areas. Often when the occasion arose, the volunteers would spend their free time in the cities. It was therefore recommended that in placing volunteers for the rural schools, CUSO should take into consideration that some volunteers do not adapt easily to the rural way of life.

Only two respondents chose to compare CUSO teachers and Ghanaian graduate teachers in their ability to accomplish the aims of the secondary school programme. One remarked that judging by the evidence provided by CUSO teachers and other Canadian teachers on assignment in Ghana, the teaching profession in Canada has a higher standard and is much more respected than that in Ghana. The other stated that "it takes time for any expatriate teacher to understand the attitudes and shortcomings of Ghanaian children. Whilst doing

this, the children get the upper hand. This does not happen in the case of Ghanaian teachers."[11]

The views of the respondents have some implications for the operation of the CUSO programme in Ghana. It is clear from the opinions expressed that the CUSO programme is making a significant contribution towards the country's educational progress. In general, the respondents approve of this contribution. The volunteer teachers not only help to meet the country's need for teachers in the classrooms of secondary schools, but also in their roles as organisers of extra-curricular activities. Moreover, the volunteers help to make the students aware that learning is not confined to the classroom. However, most respondents also feel that owing to the volunteers' lack of teaching experience, their insufficient academic preparation, and the short period of time served in Ghana, the volunteers are not entirely successful in meeting the educational needs of Ghana. On the other hand, the respondents are of the view that the volunteers are contributing to mutual understanding between the people of Ghana and Canada. The respondents hope that with the improvement of the programme along the lines suggested, the CUSO programme would better be able to achieve maximum results for both countries.

Ghanaian Public and CUSO Teachers

Judging by the evidence provided by local mass media, CUSO teachers, as a body, have not yet caught the attention of the Ghanaian public. This situation can be explained by the fact that

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[11]Questionnaire, op. cit. (Question 25).

the number of CUSO personnel sent to Ghana since the beginning of the programme has not been significantly large to warrant such notice. Another reason is the general tendency of both the Ministry of Education and the press to lump together all overseas teachers under the heading "expatriate" teachers and to treat them collectively. On few occasions, when the press display pictures of overseas teachers in the newspapers, such teachers are usually referred to, for example, as British teachers or Canadian teachers, rather than as British "Voluntary Service Overseas" teachers or as "Canadian University Service Overseas" teachers.

In 1964, when the American Peace Corps was subjected to adverse criticism by a section of the Ghanaian press, CUSO personnel then in Ghana were contemplating whether they might replace the American Peace Corps in Ghana. Mrs. MacFarlane, who went to Ghana in that year at the invitation of CUSO's Executive Secretary to report on the CUSO programme, commented on the situation as follows:

> Elementary social science training should have taught them [CUSO personnel in Ghana] that it is numbers that create a threat. If their group increased to the size of the Peace Corps, they would be equally suspect.[12]

Furthermore, on speaking to a Ghanaian friend in the Ministry of Education about CUSO, she was told that nobody knew who the CUSO personnel were.[13] This is not surprising, since CUSO personnel have no distinguishing characteristics which set them apart from other

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[12] G. MacFarlane, "Report on CUSO Programmes and Personnel in Ghana" (Ottawa: CUSO, 1964) (Mimeographed.)

[13] Ibid.

volunteers or whites working in Ghana. Moreover, CUSO personnel have not been involved in local political activities. Finally, the anonymity of CUSO volunteers in the public mind may be attributed to the fact that Canada itself is little known to most Ghanaians.

Thus one reads and hears comments on foreign teachers per se than on CUSO teachers alone. S.H. Amissah, for many years the Principal of Wesley College, a Methodist Mission teacher-training institution in the country, spoke favourably of foreign teachers.

> With expansion of secondary school and teacher training colleges, at the same time there is a very acute staffing problem for the higher institutions and staff who under normal circumstances might not be regarded as adequately qualified are being appointed. The position would be untenable but for the welcome help of overseas staff from Britain, Canada or the United States under the various Technical Schemes. The difficulty, of course, is that their period of service is so short that there is constant coming and going which while making for variety does not make for continuity and fails to develop deep-rooted staff-student relationships upon which so much of true education depends.[14]

More recently, L.H. Ofosu Appiah, formerly Professor of Classics at the University of Ghana (now the Director of Encyclopedia Africana in Accra), praised foreign teachers.

> Before the Second World War graduates in any subject were few in this country. By the end of the tyranny (Nkrumah regime) we could count graduates by the thousand. And yet all our secondary schools and training colleges still have to rely on adventurous men and women from Europe, America, and Asia to teach the younger generation of Ghanaians.[15]

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[14]S.H. Amissah, "The Future of Teacher Education in Ghana," West African Journal of Education, Vol. VII (June, 1963), pp. 83-86.

[15]L.H. Ofosu Appiah, "Address to Staff and Students of Accra Academy at Speech and Prize-Giving Ceremony" (May, 1967) (Mimeographed.)

The Education Review Committee expressed the view that for some time volunteer teachers from the United States, Canada, Britain and other countries have been made available to Ghana for periods up to two years. The Committee acknowledged that these teachers have partially solved the problem of staffing in secondary schools and training colleges in the country.[16]

It may be noted that the contribution of overseas teachers to Ghana's educational progress is widely recognised by the public. There is, however, not enough information to show a cohesive public view towards the CUSO programme and its volunteers in the country.

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[16]Ministry of Information, Report of the Education Review Committee (Accra-Tema: State Publishing Corporation, 1967), p. 41.

CHAPTER VI

FORMER CUSO TEACHERS IN GHANA

The object of this chapter is to analyse and assess the views of former CUSO teachers concerning their two-year assignment in Ghana. More specifically, the chapter examines the views of volunteers with respect to all facets of the CUSO programme, including the selection, training and placement aspects as well as performance on the job. By the fall of 1968, a total of 243 CUSO volunteers had been assigned to Ghana since the inception of the organisation. The vast majority of the volunteers had taken up teaching posts in secondary schools, and to a lesser extent in teacher-training institutions. The evaluation is based on the volunteer's assignment reports supplied by the CUSO secretariat in Ottawa. In addition, a questionnaire accompanied by a covering letter (see Appendix D) obtained from the Area Director, West Africa Programme, CUSO, Ottawa, was sent to ninety-four former CUSO teachers whose addresses were provided by the CUSO secretariat. Fifty responded to the questionnaire. It is reasoned that these two sources of information are sufficiently representative from which to draw conclusions about the effectiveness of the CUSO programme in Ghana. The rationale for this assertion is that the assignment reports and returned questionnaires cover all the years CUSO has

been functioning in Ghana. More importantly, they also represent the views of CUSO teachers who have taught in the "good" as well as the "poor" schools in both urban and rural areas of all regions in the country.

Selection and Placement

Twenty-two respondents indicated general dissatisfaction with the means by which CUSO selected its personnel for assignment. Some pointed out that CUSO selection procedures varied from one area to another. They added that the interviewers not only lacked professional training, but also lacked overseas or volunteer experience, which accounted for their inability to detect some cases of immaturity and emotional instability in applicants during the period of interview. To remedy these defects, the respondents suggested the adoption of uniform selection procedures and the appointment of professional interviewers knowledgeable in the objectives of CUSO and experienced in the ways of Ghanaian life. One volunteer recommended the organisation of selection workshops for all local committees with CUSO resource people in Ottawa in attendance each year just before the commencement of the interviews, so as to make the interviewers more capable for their jobs. The volunteers proposed also that communication between the CUSO secretariat in Ottawa and the local committees across Canada be improved, especially in cases where a candidate recommended by a local committee is rejected by the national committee.

Nine respondents, however, were of the opinion that the problem was not so much with the selection as with the placement of

the volunteers in the host country. They explained that some volunteers failed in their job performance because they were asked to take up jobs for which they lacked training. A case was cited of a 19-year old female volunteer who was asked to set up a commercial education programme in a secondary school when this particular person had had only a few years of post-secondary experience as a secretary. Two respondents felt that volunteers were not really welcome in some of the established schools and that they could be better used in the schools in the rural areas.

To repair some of the problems posed by selection and placement, the respondents were in accord in suggesting that a greater effort be made to assign volunteers to positions consistent with their abilities. It will be remembered earlier that this suggestion also was made by Ghanaian secondary school headmasters and headmistresses. Furthermore, they recommended the selection of suitably mature applicants with teaching experience. Considering the fact that most respondents were between 20-24 years old and were without teaching experience before their overseas assignment, the suggestion should not be taken lightly. Ideally, a good candidate should be mature, knowledgeable in his teaching specialty and an experienced teacher. To provide companions for volunteers posted to rural areas, a proposal was made that such volunteers, particularly females, be assigned in pairs. It is appropriate to mention that most of the findings in this section square with those made by Mrs. MacFarlane, who reported on CUSO programmes and personnel in Ghana in 1964. She wrote:

> There is great uncertainty in the minds of all agencies about the effectiveness of their selection procedure. All groups seem to have their unfortunate percentage of casualties. Recommendations are not enough, personal interviews are not enough. Academic standing is not enough. It appears that psychiatric and/or psychological testing on a more intensive scale would have weeded out the misfits I saw in Ghana.[1]

Orientation and Training Programmes

The orientation and training programmes are designed to increase the ability of the volunteers "to serve and learn" overseas. To this end, the former volunteer teachers were asked to rank the courses which proved beneficial to them on their assignment. Their answers are shown in Table 5.

With reference to the orientation programme, only four respondents indicated they did not attend any course. A few who took the course reported that they could not remember any of the studies being particularly useful. Several expressed their appreciation for the courses on area studies, intercultural relations, health and medical training, but pointed out that the language training was far from being adequate. Depending upon the area of placement, however, the opinions of the respondents were divided on the overall effectiveness of the orientation programme. On the one hand, a group of respondents who taught in urban areas shared the view expressed in this excerpt from a volunteer's assignment report.

> Life in this city is pleasant, but why shouldn't it be? There is a large expatriate community here--there must be

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[1] G. MacFarlane, "Report on CUSO Programmes and Personnel in Ghana" (Ottawa: CUSO, 1964) (Mimeographed.)

TABLE 5

RETURNED CUSO TEACHERS' ESTIMATION OF ORIENTATION AND TRAINING PROGRAMMES

Item	First	Second	Third	Fourth	Fifth	Sixth	None	No Orientation
Problems of intercultural relations.	9	10	4	5	-	3	5	4
Teacher training for teacher volunteers	17	3	3	5	-	1	6	4
Language training.	1	1	5	1	9	2	11	4
Area studies, e.g. history, geography, social customs.	6	7	15	2	-	1	4	4
Health and medical training, e.g. first aid, personal hygiene	3	9	4	9	5	-	3	4
Other.	1	6	1	-	-	-	-	4

> at least ten Canadian families here in addition to many other nationalities. We seem to have fitted in without any real effort on our part--being married helped, I suppose. The External Aid people are kind and helpful . . .[2]

On the other hand, those volunteers who worked in schools in rural areas held this opinion.

> It seems as if we've been here for a long time. But we continually discuss and rediscuss the vividness of the first few days in Ghana--how everything was slightly tinged with fear and insecurity because of the strangeness, the complete difference of everything. Shock in the phrase culture shock, however trite that expression may be, is a good word to describe the feeling. For as much as you may be prepared for African society intellectually you can't imagine it until you smell it, feel the heat, see the colour and hear the language around you. It's amazing how quickly a human being seems to adjust, though, for the things we looked at so unbelievingly before we now accept as commonplace.
>
> Asankrangwa is almost the dead end of a road . . .[3]

It is clear that while the volunteers in an urban setting were able to adapt to their environment without any significant problems, the volunteers in rural areas said they were neither adequately informed nor fully prepared for life in that environment. As a consequence, they had to make considerable effort in adjusting to the realities of life in their surroundings.

Nearly all the respondents commented favourably on the teacher-training programme and stated further that they were able to slip without undue difficulty into the role of teachers in Ghana. Even so, they wondered whether the training course could not have been done in that country so as to make the volunteers more familiar

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[2]CUSO, "Excerpts from Volunteers' Reports" (Ottawa: CUSO, undated) (Mimeographed.)

[3]CUSO, "Letter from Married Couple After Having Been in Asankrangwa, Ghana, for Three Months" (Ottawa: CUSO, undated) (Mimeographed.)

with the actual problems of teaching Ghanaian students. Accordingly, they proposed that every effort be made to organise teacher training in Ghana. One volunteer summed up the consensus of opinion regarding all the proposals under this heading:

> I feel about a week of orientation in Canada stressing cultural differences and area studies combined with a program of recommended readings done prior to the course would be sufficient. Then a month in Ghana, which would include teacher training in a Ghanaian context, language training, cultural orientation and opportunity of social contact with Ghanaians would be of great value. Perhaps for the last week, the volunteer could live with a Ghanaian family in the area of the country to which he has been assigned.[4]

Although this proposal is admirable, there is one serious drawback. It is extremely difficult to predict what effect an on-the-spot orientation programme would have on an individual. The effect might be positive or negative. The possibility exists that those who become adversely affected or decide to leave the programme might have to be sent back home. CUSO would then be placed in an awkward position of providing funds for their return passage. One volunteer, however, considers this to be of small importance as compared with the advantages to be gained from an on-the-spot programme. It was mentioned earlier that CUSO has in fact made an attempt in this direction by organising the entire orientation programme for its volunteers destined for French-speaking Africa in Cotonou, Dahomey in the summer of 1967. The success of the course in that setting should urge CUSO to consider seriously its implementation in Ghana and elsewhere.

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[4]Questionnaire for Returned CUSO Teachers (Question 18).

CUSO Goals, Objectives and Assignment

To determine the goals of the CUSO programme in Ghana, the returned volunteer teachers were asked to rank the possible goals as they appeared in the following question:

> Read the following possible goals of CUSO, add other possible goals that come to mind; then rank the goals by placing 1, 2, 3 etc. in the space provided:[5]
>
> __ to promote a truer understanding of Canada and of the Western World among the people of the developing nations. _____
> __ to emulate the example of the American Peace Corps. _____
> __ to promote personal development of the Canadian youth. _____
> __ to help in meeting the needs of the developing nations for trained personnel; that is to do a specific job where there is an unfulfilled need for it. _____
> __ to promote a truer understanding of the developing nations on the part of the Canadian people. _____
> __ specify any other goal here _____

The answers obtained (see Table 6) disclose that the vast majority of the former volunteer teachers see CUSO's primary goal as that of providing Ghana with trained personnel to perform specific jobs which would otherwise be unfulfilled due to the lack of local manpower. A secondary aim of CUSO is that of promoting a truer understanding of Ghana on the part of the volunteers and then indirectly on the Canadian people.

The majority of the respondents remarked that their views of the major objectives of CUSO did not undergo any fundamental changes during their assignment, though they admitted to becoming more

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[5] Ibid. (Question 13).

TABLE 6

THE GOALS OF THE CUSO PROGRAMME IN GHANA AS SEEN BY RETURNED CUSO TEACHERS

Item	First	Second	Third	Fourth	Fifth	Other	None
To promote a truer understanding of Canada and of the Western world among the people of the developing nations.	1	2	18	12	3		
To emulate the example of the American Peace Corps.			1	2	9	2	4
To promote personal development of the Canadian youth.	1	9	15	10	1		
To help in meeting the needs of the developing nations for trained personnel; that is, to do a specific job where there is an unfulfilled need for it.	38	9	1	1			
To promote a truer understanding of the developing nations on the part of the volunteer, and then indirectly on the Canadian people.	11	26	6	2			
Other	2	1	2		1		

realistic in their interpretation of the objectives as time went on. Most respondents realized that their roles as volunteers were limited and that in performing their jobs conscientiously as skilled personnel, they were in a practical way fulfilling the basic objectives of the organisation. A typical comment from one respondent reflects this sentiment.

> I felt at first that CUSO was a 'do-gooder' organisation that stuck volunteers in the bush and gave them the 'go-ahead' to teach a diluted version of what they learned in university to keen, but poorly-equipped, post-adolescent Ghanaian students. Soon after I got down to (the) business (of) teaching, I found none of the above was true. My students were quite young, well-equipped, lazy [poorly motivated by a new teacher?] under pressure by the West African Examination Council syllabus and many were from the urban area of nearby Kumasi. I soon learned that my objective was to do my job well and CUSO's main objective was to support its teachers on the job in the field.[6]

A minority of the respondents pointed out that even though their views on what CUSO objectives should be did not change, they detected a change in the character of CUSO after its formative years. As explained by one respondent:

> CUSO [in 1964] was still a relatively young organisation. Most volunteers were just that: they sought out CUSO. CUSO was largely a self-selective service. It appeared that with an expanding program, involving more publicity, government aid, and increasing personnel, CUSO's outlook towards the volunteer underwent a subtle shift. For example, many volunteers, including myself, objected to directives being sent to us to do this, not to do that, etc. To be more specific, directives told us that we should not emphasize travelling during holidays but remain at schools and help organise laboratories, courses etc. Many of us were already doing this anyway and cared enough to do so, without having to be told. The beautiful thing about CUSO was its allowance of relatively complete freedom to the volunteer. It

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[6] Ibid. (Question 14).

> appeared, from directives, that we were losing that. CUSO was becoming a Peace Corps.[7]

On the other hand, several volunteers stated categorically that their ideas about the organisation changed considerably. As one volunteer confessed:

> My ideas about CUSO have changed considerably in the past year. I was under the impression that it was a useful group of skilled and efficient people attempting to help and understand the world and themselves. Most of the volunteers I have met are very confused and frustrated people hiding behind a wall of pseudo-idealism because they have neither the guts nor the imagination to face the world on their own. There are some few genuinely useful, tactfully skilled volunteers who are equally commendable as the basic principles [sic] behind CUSO. It's too bad that an equal calibre of skill so often does not accompany more efforts at service. Despite this, I have usually regarded my association with CUSO with pride.[8]

Job Performance

The vast majority of the respondents wrote that they were young university graduates who, before their overseas assignment, had neither teaching diplomas nor teaching experience beyond what the CUSO teacher-training course offered them in Canada. Irrespective of the schools to which they were appointed, most respondents disclosed that they experienced some initial difficulties and had to spend the first three to six months carefully and experimentally working their way into their jobs.

In specific terms, twenty-six respondents stated that they lacked proper academic and professional qualifications for their

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[7] Ibid.

[8] CUSO, "Report from Volunteer Regarding CUSO Assignment" (Ottawa: CUSO, undated) (Mimeographed.)

teaching assignment in Ghana. Ten of these respondents taught at the Sixth Form level. Of this number, six were assigned to teach English Literature, applied mathematics, and history, respectively, and four to teach French, economics, botany and physics, respectively. The problem of teaching economics and history was complicated by the fact that portions of the syllabuses are strictly geared to local needs of which the volunteers have scanty knowledge. Furthermore, the problem of teaching economics was aggravated by the lack of suitable texts. As observed by one economics teacher:

> We finally got texts for economics but they are university material and I have decided to write my own material. I am presently in the process of stirring up the office staff to mimeograph the notes. Upper six is out this week which will be a tremendous burden off me; now perhaps I can write a decent outline for the second part of the course which is about WA [West Africa] economics and for which there just isn't a text or an adequate syllabus. Upper six has presented a special problem in that they have been suspicious about me all year. I have said some things which have disagreed with some of the things which they have read and, of course, they realized that I knew very little about their country. The brighter students have responded to the opportunity for discussion and I am more than pleased with their progress. Most, however, have remained recalcitrant and just last week were up in arms because I pointed out that more authoritative economists than myself had written two mistakes into books the students were reading.[9]

The remaining sixteen respondents complained of difficulties in the other forms, particularly with the teaching of English Language, French, mathematics, science, history and music. Of this number, six were assigned to teach English language, six to teach French and mathematics, respectively, and four to teach history,

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[9] CUSO, "Teaching Reports" (Ottawa: CUSO, undated) (Mimeographed.)

physics, chemistry and music, respectively. The teachers of English Language pointed out that they were inadequately qualified to teach the subject as a second language. As explained by one volunteer:

> My school day begins with an English language course for form 3. It is about the most challenging of all my courses and something for which my degree in English and Philosophy from the University of Western Ontario did not fully prepare me. Form three is approximately equivalent to grade 11 or 12 in Ontario. But teaching in West Africa is very different from teaching in Ontario.
>
> . . . . . .
>
> My task as an English teacher is a very difficult one. It consists mostly of attempting to break the boys of the habits of West African English and of teaching them British English habits. Perhaps you can appreciate how difficult my position is. To begin with, Canadian English is closer to American English. Right now it is very popular to mimic an American accent and whenever one of the students does so he is rewarded with the laughter of his friends. Another point is that West African English seems to be quite an adequate language and in many ways a much more logical one. For instance, a student reasons that, if one may say, 'I am going to town,' or 'I am going to school,' why can he not say, 'I am going to house'? I gave up very early trying to say why. English is a very illogical language.[10]

John Baigent, one time CUSO teacher in Ghana and formerly Associate Secretary responsible for the CUSO West Africa Programme, explained the difficulty in teaching English as a second language.

> I found your comments on the Peace Corps Teaching of English as Second Language [TESL] training very interesting. . . . I agree with you fully when you state that TESL volunteers must have a very clear and systematic knowledge of the English Language. Many of the people in my own year [myself included] suffered because of a lack of this. It is so easy to take for granted the language we are brought up in that many of our teachers are at a complete loss when trying

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[10]CUSO, "Education in West Africa," Assignment Report by Teacher, St. Peter's Secondary School, Nkwatia-Kwahu, Ghana (April 30th, 1966), (Ottawa: CUSO, 1966, mimeographed).

> to explain the rationale [if there is one] behind many of our grammar rules.[11]

This evidence helps to explode the myth that people who are brought up in a particular language are automatically equipped to teach it as a second language.

Nearly all the respondents remarked that they experienced some problem of communication with their students. Accordingly, it took some time for the students to accustom themselves to "Canadian" English and in turn the volunteers to adjust to "Ghanaian" English. For French-speaking Canadians the task of communication in English was understandably more difficult. According to a French-speaking Canadian, "the fact that I had never been a teacher before made me quite incompetent to teach any subject. My initial poor knowledge of English was also an obstacle."[12]

Apart from the problem of communication, several respondents complained of the lack of suitable texts or equipment in the schools, particularly in the rural institutions. Especially lacking were adequate French texts. Furthermore, most science teachers complained of ill-equipped laboratories.

The opinions of the respondents were divided on the question of discipline in the schools. On the one hand, some volunteers confessed to experiencing no serious problems. As one volunteer remarked:

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[11]Correspondence from J. Baigent, Associate Secretary, CUSO, Ottawa, to R. Teller, Los Angeles, May 3, 1966 (Ottawa: CUSO, 1966). (Typewritten.)

[12]Questionnaire for Returned CUSO Teachers (Question 22).

> Discipline in most Ghanaian schools is no problem. A secondary school education is still treasured enough that students realize how lucky they are to be one of the lucky few. They are genuinely thankful for the help they receive, especially from their teachers from overseas. I remember one Canadian saying that the one hard and fast rule to follow in Ghana was, 'Do not smile before Christmas and do not laugh before Easter.' Here it would be foolish--if not impossible to follow that rule. For Ghanaians, laughter and joking are a way of life. If the teacher does not supply some comic relief the students will supply it--and they are natural comedians. But with a firm hand they come quickly back to work. If not there is always the garden to weed or floors to scrub.[13]

On the other hand, there were those who told of ever-present control problems.

> If the teacher does not assert himself or try to exercise some control over the class he can be overcome as is happening to several teachers right now. I'm sending 2-3 people out of the class each week and putting a few others on project [an hours labour on the compound] or detention [assigned written work] for misbehaviour. Last week there were 90 people on detention and project. I would like to add that the other CUSO people I've talked to so far are all pretty much of the same opinion. I hope they state this in their reports since it is a topic which I think could be emphasized a little more in our teacher training programme. It was played down because we were under the impression that 'they are all keen to learn.'[14]

Admittedly, it is difficult to make any categorical statement about discipline in Ghanaian secondary schools. This is because several factors, the most significant being the personality and authority of the headmaster or headmistress, determine the pattern of discipline in each school. Be that as it may, some respondents explained that student misbehaviour arose out of their

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[13]CUSO, "Education in West Africa," op. cit.

[14]CUSO, "Assignment Report," Teacher (Achimota), Ghana. (Ottawa: CUSO, undated) (Mimeographed.)

hostility towards female teachers, the misunderstanding on the part of the volunteer teachers of the desire of the students to learn purposely to pass their examinations, and the special attention given by some volunteers to their favourites in the classroom. As a result of these experiences, the respondents recommend that new volunteer teachers assert themselves in their classes right from the beginning. They add further that new teachers ought to think and set limits in terms of familiarity in their relationships with students in and outside the school. More importantly, they urge new volunteers to be consistent in terms of punishments and in the enforcement of school rules. Above all, new volunteers are enjoined to be conscientious in the performance of their jobs.

Almost all the respondents admitted finding their local counterparts rather reserved and consequently difficult to approach. The situation, however, differed from one school to another and was largely dependent upon the attitude of the individual volunteer. The majority of the respondents complained that their local colleagues, typically the young non-graduate teachers, did not share their enthusiasm about teaching, nor did they adopt a professional attitude towards their students and their duties. As a result, most respondents told of gravitating toward the other foreign teachers on the staff. By acting in this manner, some of the respondents admitted to having failed in furthering one of the basic aims of CUSO, which was to foster good will with their local counterparts. They asserted, however, that they respected the few local graduate teachers who were conscientious in the performance of their duties.

While most of the respondents explained that cultural problems created barriers to effective relations with the local staff, a few were prepared to admit that they themselves were by nature unsociable and therefore responsible. A minority of the respondents, nevertheless, recalled that they had engaged in a useful exchange of ideas and co-operated successfully with the local staff in working for the benefit of their schools and students. This group attributed their success to the encouragement, inspiration, and advice they received from their Ghanaian colleagues. The respondents recommend that new volunteers, in their relations with the local personnel, be themselves and stop playing the role of "actors," and make a conscious effort to get to know their colleagues in a professional and social capacity. They add that new volunteers should be honest in their comments, criticism and suggestions at any formal and informal staff meeting. In particular, they warn new volunteers to remember that they are foreigners "on the outside looking in and they are probably going to stay for a very limited period of two years."[15] As a consequence, they ought to be wary of taking the initiative to introduce reforms.

Most respondents stated that they had problems with their headmasters and headmistresses. Some described the heads of the established schools as old fashioned and autocratic in their administration and enforcement of discipline, as well as restrictive in allowing the staff to innovate. Furthermore, most heads of schools,

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[15]Questionnaire for Returned CUSO Teachers (Question 32).

especially the newly established ones in both urban and rural areas, were reported to be poor administrators, inefficient, irresponsible, inexperienced, and lacking in professional conduct towards both staff and students. Two respondents even remarked that their inability to cope with their headmasters forced them to request transfers to other schools. The respondents, however, advise future volunteers always to give due respect to their headmasters and headmistresses, and at all costs endeavour to maintain a professional relationship with them. They add that however bad a head may be, the volunteer ought to use caution in doing what he thinks best in the classroom, and to avoid an open clash with the school authority.

Most respondents admitted to having been overburdened with work, yet a few of those in rural institutions found time to participate in community activities. In specific terms, they tried to study local customs and to participate in the celebration of local festivals.[16] The female teachers, particularly those in rural areas, indicated receiving "VIP" treatment owing to the fact that their kind, that is white females, were a rarity in those areas. As stated by one female volunteer:

> I feel my greatest contribution was in being the only white woman in the community and in satisfying the curiosity of the women and children about our way of life. I also had my first baby there and was able to satisfy their curiosity about western baby care.[17]

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[16]B. Bie, "Report on Teaching Assignment at Akrokerri, Ghana," in McWhinney and Godfrey, op. cit.

[17]Questionnaire for Returned CUSO Teachers (Question 25).

In all cases, the respondents clearly showed that their effective involvement in the local activities was hampered by their limited knowledge of local language and culture. Accordingly, they stress that future volunteers should acquire a working knowledge of the language of the locality of their assignment in order to participate fully in the activities of the area whenever time allows. It is maintained that the performance of the volunteer's job will be enhanced by an understanding of his locality. It is even suggested by some that a volunteer who does his job well but takes no interest in his locality is a practical failure as a volunteer. In making this effort to understand the environment, new volunteers are urged to seek explanation for things which puzzle and disturb them rather than to condemn those things which are new to their experience.

In spite of the various problems--professional, cultural, and climatic--which volunteers faced in the performance of their duties, they made significant contributions towards the progress of Ghana. They served in schools in some areas where their local colleagues are reluctant to take up teaching appointments. The volunteers taught subjects such as English, French, mathematics, science, economics and history to the best of their ability. A few had to start and draw up plans and compile materials to teach new subjects such as economics and business education, while others had to organise new science laboratories in certain schools. Many of them considered that their greatest contribution was in creating an interest in their students in "learning," not only in the field of science but in all aspects of knowledge, and as a consequence

helped to awaken the minds of their students. In this respect, some respondents said that they organised extra-curricular activities in their schools irrespective of where they were assigned. Some were put in charge of games and sports, while others acted as patrons of clubs such as science clubs, French clubs and societies such as the United Nations Students' Association, debating and Red Cross societies. Several organised school libraries and stocked them with books which they requested on their own initiative from agencies in Canada. To such volunteers, these school libraries will constitute permanent monuments to their assignment in Ghana. A minority were placed in influential positions as housemasters, and they exercised influence on some of their students for the good of the latter. The relationships they had with the local staff and students in all areas--teaching, extra-curricular affairs, and social matters--were important in terms of mutual respect and admiration which were produced. But for many volunteers, the manner in which they will be remembered is realistically summed up in this extract:

> I did not make any outstanding contributions. No statue will be erected in my honour, nor will a house be named after me. It will not be long before I am virtually forgotten by all but the best of my friends in Ghana. I was just a teacher at the best school in the country doing a job to the best of my ability. If several boys pass their "O" levels (General Certificate of Education Examination at the ordinary level) because of the instruction I gave them, and if they would not have passed without, I feel I made a worthwhile contribution.[18]

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[18]Questionnaire for Returned CUSO Teachers (Question 25).

Personal Benefits

All the respondents remarked that their overseas assignment brought them immense personal rewards. As shown by the following table, most of the respondents felt that their greatest reward was the opportunity to learn about a different culture. In addition, several selected, in their own order of importance, personal satisfaction from the development of better self-knowledge, opportunity for travel and adventure, development of skills, interests and knowledge useful in future careers, ability to work with and understand different kinds of people, and personal satisfaction from participating in a greater cause as some of the benefits. A few made similar remarks in their assignment reports. One such volunteer reported as follows:

> Several times in my first weeks I would suddenly stop what I was doing, hardly able to believe that I was really in Ghana. However, these moments arise less often now as I realize that I am in Ghana and that I have arrived at the destination which I set out for back at the University of Toronto over a year ago. This destination, I have found to be tremendously rewarding and I firmly believe that though one comes as a teacher, using this profession as a medium for culturing a mutual understanding, one soon realizes that one is really a student, continually assimilating the new ideas, cultures and attitudes Ghana has to offer.[19]

Jon Church, Area Director of the CUSO West African Programme, sums up the general benefits a volunteer obtains from his overseas assignment:

> But the volunteer usually comes home with a much broader, richer set of values than that with which he boarded his overseas flight. For personal reasons, it is sometimes

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[19]CUSO, "Assignment Report, Teacher (Achimota), Ghana (Ottawa: CUSO, undated) (Mimeographed.)

TABLE 7

RETURNED CUSO TEACHERS' ESTIMATION OF PERSONAL BENEFITS FROM OVERSEAS ASSIGNMENT

Item	First	Second	Third	Fourth	Fifth	Sixth	Other
Increased ability to work with and understand different kinds of people.	10	12	7	2		1	
Opportunity for travel and adventure.	4	7	9	10	5	3	
Opportunity to learn about a different culture and life.	17	11	15	2	1		
Personal satisfaction from participating in a greater cause.	7	7	4	3	7	6	1
Personal satisfaction from the development of better self-knowledge.	7	9	8	12	5		
Development of skills, interests, or knowledge which has been useful to your career in a practical sense.	4	4	5	5	9	8	1
Other	2	1				2	

> impossible for him to accept certain foreign values, but there is a healthy mixture of acceptance and respect, and this acceptance manifests itself through the ability to behave in accordance with the adopted value scale wherever appropriate.[20]

In terms of benefits to Canada, several former volunteers have attempted through the press to educate their compatriots about the current conditions in Ghana.[21] It is hoped that at a future date, when many of these former volunteers assume positions of responsibility which bring them into contact with Ghana or any other developing nation, they will approach their tasks with wisdom and understanding which the older generation never had.

In conclusion, this chapter reveals that the former volunteer teachers had some reservations regarding CUSO selection and placement procedures, and its orientation programmes. Their recommendations reaffirm those of Mrs. MacFarlane, who reported on CUSO programmes in Ghana in 1964. Although some of her recommendations have been adopted, it is evident from the findings of this study that there is still room for improvement. Many respondents pointed out that they were unable to cope with the teaching of subjects like English Language, French, mathematics, economics, history and science. Several attributed their inadequacy to the lack of teaching experience, and inadequate school texts and equipment. They recommend

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[20]Mary Lou and Jon Church, "Adaptation," in McWhinney and Godfrey, op. cit., p. 238.

[21]D. Godfrey, "Letter to an American Negro," in McWhinney and Godfrey, op. cit.; R. Turner, "Accra: A City Poverty, Beautiful and Ugly," Perth Courier (Ontario, April 18, 1968); McGill Daily Vol. 57, No. 85 (February 22, 1968) "Serve and Learn: CUSO Places Graduates Overseas."

that in future only mature and experienced graduate teachers be recruited by CUSO for assignment in Ghana. They also propose that the teacher-training programmes be transferred to Ghana to enable volunteers to have first-hand information about the realities of the local situation. These shortcomings, however, do not hide the fact that CUSO volunteers have been making a valuable contribution toward satisfying the manpower needs of the country and in so doing, contributing to the promotion of better understanding between the peoples of Canada and Ghana.

CHAPTER VII

CONCLUSION

Before the achievement of national independence, Ghana had embarked upon an Accelerated Development Plan for Education. This Plan aimed at expanding the education in the country in order to provide the trained personnel needed for national socio-economic, cultural and political development. As a consequence, every effort was made to expand education at all levels, but above all, at the elementary and secondary stages. The desire to expand education presented the country with a number of practical problems, of which the most serious was the shortage of qualified teachers. More specifically, it was the lack of institutions to produce graduate teachers in the required quantity and quality coupled with a high teacher turnover rate, which compelled the Government of Ghana to resort to the recruitment of expatriate volunteer and contract teachers from Britain, Canada, the United States, and from other parts of the world. Among the volunteer teachers so recruited have been those sent out by the Canadian University Service Overseas.

CUSO, which was formed in 1961 as a national, non-sectarian, non-political, voluntary organisation, aimed at sending suitably qualified Canadians to "serve and learn" for two years in developing countries in an effort to assist such countries with middle-level

manpower. As a voluntary organisation, it has, from its inception, depended upon funds received from private donors, corporations, provincial governments and the federal government. Although the federal government has steadily increased its subsidy to CUSO, the organisation has maintained its essentially voluntary character. At present, approximately 1,200 volunteers are serving in forty-three countries.

The organisation started sending volunteers to Ghana in 1961. The request for volunteers came initially from a few headmasters of secondary schools. From that time and beyond 1964 when the Government of Ghana signed an agreement with CUSO, the number of volunteers has increased from year to year. Furthermore, skilled personnel other than teachers have been assigned to the country. Volunteers sent to the country so far number 243.

In the absence of any systematic evaluation, CUSO bases the success of its programme upon the number of requests for more volunteers coming from the Ministry of Education every year. This trend, from the view of the organisation, indicates that CUSO has been succeeding in its basic goal of providing Ghana with qualified personnel to meet the need for skilled middle-level manpower.

Likewise, it is the view of the Government of Ghana that CUSO has been doing a useful job for the country. More specifically, the government appreciates the humanitarian gesture underlining the activities of the organisation. The government acknowledges, too, that CUSO teachers are helping to promote a better understanding of Canada among the people of Ghana as well as playing the noble role

of adding each year a little strand to the existing bond of true friendship and mutual respect between the two nations. While the Government of Ghana envisages that for some time it will continue to need the services of CUSO volunteer teachers, it has, however, suggested a number of proposals for the improvement of the CUSO programme in the country to achieve maximum results for both parties.

The Government of Ghana recommends that the length of service of the volunteer teacher be extended to at least four years (preferably five). The explanation given for this proposal is that unless the volunteer teacher is a mature person, he does not begin to make a really useful contribution to the life of his institution until he has served for a period of at least three years. If his period of service is lengthened as suggested, the volunteer teacher can spend the first year acquiring knowledge of his new environment and its educational system. It has also been proposed that CUSO should send only experienced teachers or those with post-graduate qualifications in education to Ghana. Lastly, there is a suggestion that CUSO teachers be given intensive orientation courses before their assignment to Ghana in order that they may be better integrated into the Ghanaian educational system.

The headmasters and headmistresses of Ghanaian secondary schools, in general, have expressed satisfaction with the contribution that CUSO volunteers have been making as teachers in their schools and, more importantly, with their efforts to organise extra-curricular activities in the schools. Like the Government of Ghana, the heads of the secondary schools recommend that two years be

considered as the minimum period of service for the volunteer teacher. It is their view that the impact of the volunteer teacher is not generally felt within that period of service. Hence they suggest that the length of the period of service be extended to three to five years. Again, like the Government of Ghana, they recommend that the volunteer teachers undergo a period of training in Ghana before taking up the teaching assignment. While it is generally agreed that most volunteers are academically sound, graduates with teaching experience would be preferable. They also suggest a more careful assessment be made of the qualifications of those assigned for teaching at the Sixth Form level because of the importance attached to this level in Ghana. On a practical level, it is suggested that full particulars of volunteer teachers be communicated to schools in advance to facilitate the planning of time tables for the next academic year.

With reference to the Ghanaian public, the evidence suggests that CUSO volunteers as a body have made relatively little impact. This stems from the fact that CUSO volunteers have no peculiar characteristics which separate them from other expatriates in the country. Besides, there is no indication that they have become involved in local political activities.

The majority of the former CUSO teachers showed that they were not fully satisfied with the procedures by which CUSO selected and trained its personnel for service in Ghana. They listed poor placement, initial difficulty of communication with the students, cultural barriers, relations with local staff and heads of

institutions, a lack of basic texts and equipment as well as poor discipline in the classroom as the general problems they encountered in the performance of their duties. There were several who complained of being inadequately qualified to teach the subject assigned to them, for instance, English, French, mathematics, history and science. They also attributed their inability to teach effectively to a lack of teacher training. Some French-speaking Canadians felt that they were at a disadvantage because they could not communicate fluently in English.

Based on these experiences, the former CUSO teachers recommend the selection of mature, qualified and experienced teachers to fill positions in Ghanaian secondary schools. They propose that in order to facilitate the volunteer's adjustment to his new surroundings and to the school system the orientation programme be divided between Canada and Ghana. They contend that such an arrangement will enable the new volunteers to see the realities of the Ghanaian situation both in the schools and in the local environment. They stress also that more language and cultural training be given to the new volunteers so as to enable them to participate fully in the activities of their local community. These former volunteers offer these suggestions in the belief that it is through effective and conscientious performance of their duties that volunteers can really achieve the goals and objectives of CUSO in providing Ghana with the required skilled middle-level manpower.

These recommendations have some implications for the operation of CUSO programmes in Ghana and elsewhere. They point out

significantly that the age when young and inexperienced graduates can be appointed to teach in Ghanaian secondary schools and training colleges is gradually drawing to a close. Ghana now requires qualified, mature, and experienced graduate teachers or graduate teachers with teaching diplomas to fulfill her needs. In the light of these new priorities, CUSO will have to make the necessary changes in its selection and recruitment policies so as to meet the requirements of the changing situation in Ghana. Secondly, it has been brought home vividly that the two-year period of volunteer service be regarded as the minimum for assignment in Ghanaian secondary schools. CUSO will have to consider whether its volunteers will be prepared to take up an assignment that will last for three to five years. Perhaps it will be a good idea to undertake an experiment soon. The other alternative is for CUSO to consider placement of volunteers to posts in the social services in the country apart from teaching. It is worth taking a survey of other fields where the organisation can still render useful service as it has already done in the teaching field. Thirdly, while CUSO continues its present programme, it is important that it considers the recommendation for the organisation of effective orientation and teacher-training programmes not only in Ghana but also in the other countries to which its volunteers are sent. Since the implementation of this suggestion will mean more expenditure, which CUSO as a voluntary organisation cannot bear alone, it is proposed that the time has come for the government of the recipient countries to be involved in this particular aspect of the programme. The advantages to be

gained from such mutual co-operation will be immense for new volunteers as well as for the two parties concerned. Finally, it is also recommended that to avoid being overtaken by events, CUSO should undertake an evaluation of its programme along the lines of this study possibly in each geographical area where it has been operating. In view of the attitude of some emergent nations towards any form of foreign aid, it is imperative that this type of evaluation be done without delay.

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APPENDIX A

Canadian University Service Overseas -- An Evaluation of the Voluntary Programme in Ghana

Questionnaire for New CUSO Volunteers.

This questionnaire is part of a study being carried out at McGill University to determine the extent to which the CUSO programme in Ghana satisfies the needs of the Ministry of Education, Ghana and fulfills the objectives of CUSO. It is anticipated that the study may uncover other areas that need investigation. The answers to such questions as the following may provide guidelines for the improvement of the programme in Ghana and elsewhere. Most of the questions can be answered by a check in a box (like this ☑), or by numbers on short line (like this 4). Specific instructions are given where needed.

PART I

1. Mark the category which contains your age.
   1. 21 or less ☐
   2. 22 ☐
   3. 23 ☐
   4. 24 ☐
   5. 25 or more ☐

2. What is your sex?
   1. Male ☐
   2. Female ☐

3. What is your marital status?
   1. Single ☐
   2. Married ☐
   3. Separated ☐
   4. Divorced ☐

4. Do you have children?
   If "yes" what sex and how many?
   Boys ____ Girls ____
   1. Yes ☐
   2. No ☐

5. What is your religious affiliation?
   If you check the "other category and wish to specify, do so here
   _____
   1. Jewish ☐
   2. Protestant ☐
   3. Catholic ☐
   4. Other ☐

6. In what province of Canada have you lived for the greatest part of your life and for how many years?

		Prov.	Yrs
1.	Quebec		
2.	Ontario		
3.	B.C.		
4.	Alberta		
5.	Sask.		
6.	Manitoba		
7.	Nfld.		
8.	N.B.		
9.	N.S.		
10.	P.E.I.		

7. Check all of the university degrees you have. If you check the "other" category and wish to specify, do so here _____ and also indicate your main area(s) of study here _____

1.	B.A.	
2.	B.Sc.	
3.	M.A.	
4.	M.Sc.	
5.	Ph.D.	
6.	Other	

8. Do you have a teaching diploma which entitles you to teach in a Canadian High School?

1.	Yes	
2.	No	

9. Have you had any teaching experience?

1.	Yes	
2.	No	

10. If your answer to the last question is "yes", indicate the grade levels and the number of years. Use as many boxes as you need.

	Yrs.	Grade Levels
1.		
2.		
3.		

11. What prompted you to apply to CUSO? "_____

12. How many times and in what ways was CUSO brought to your attention before you really decided to take CUSO seriously?

13. If you were asked to advise CUSO on the means of improving the selection process what suggestions would you make?

14. What do you expect will be the main benefit of your CUSO experience to you? Read the following possible benefits, add other possible benefits that come to your mind, then rank the benefits by writing 1,2,3, etc., in the space provided:

- personal satisfaction from participating in a greater cause _____
- personal satisfaction from working with people or helping people to help themselves _____
- personal satisfaction from applying your skills where needed _____
- broader international outlook _____
- development of knowledge; academic or professional interests or skills which will be useful in your future life. (Please specify) _____ _____
- opportunity to see a very different part of the world _____

15. Read the following possible goals of CUSO, add other possible goals that come to your mind, then rank the possible goals by writing 1,2,3, etc. in the space provided:

- to promote a truer understanding of Canada and of the Western World among the people of the developing nations _____
- to emulate the example of the American Peace Corps _____
- to promote personal development of the Canadian Youth _____
- to help in meeting the needs of the developing nations for trained personnel; that is to do a specific job where there is an unfulfilled need for it. _____
- to promote a truer understanding of the developing nations on the part of the volunteer, and then indirectly of the Canadian people _____
- specify any other goal here _____

16. Which of the following countries have you been assigned to?

1. Gambia
2. Sierra Leone
3. Ghana
4. Nigeria

5.

17. Did you select that country yourself?

1. Yes
2. No

18. What aspect of the country attracted you to make that choice or accept that offer?

19. Are you familiar with the educational system and goals of your host country?

1. Yes
2. No

20. Do you know the political situation in your host country?

1. Yes
2. No

21. What major public media (newspapers, TV, radio, etc.) gave you information about your host country?

22. Do you have any relationship with any foreign student who comes from your host country?

1. Yes
2. No

23. What type of accommodation to you imagine you will be given in your host country?

If you check the "other" category and wish to specify do so here:

1. apartment
2. bungalow
3. house
4. hostel
5. mud-hut
6. other

24. Which of the following subjects are you hoping to teach overseas and at what form level?

	Subject	Form Level
1. Mathematics		
2. Science		
3. French		
4. English		
5. Business Education		
6. Economics		
7. Other (specify)		

25. Which of the following extra-curricular activities would you like to encourage beyond normal school work?

1. Sports/Games
2. Drama
3. Debating Society
4. School Magazine
5. Library Work
6. Christian Fellowships
7. Other (specify)

If you check the other category and wish to specify do so here _____

26. What problems do you anticipate facing in the classroom?

1. Discipline
2. Communication
3. No equipment
4. Other (specify....)
5. None

If you check the other category and wish to specify do so here _____

27. Have you exchanged any correspondence with the Head of the institution you have been assigned to in the host country?

1. Yes
2. No

28. What benefits do you think each of the following groups in your host country will derive from your assignment?

(a) Students

(b) Ghanaian Colleagues

(c) Headmaster/Headmistress

28. (d) Local Community

Questionnaire for New CUSO Volunteers

PART II

29. The purpose of the orientation is to
- give volunteers a kind of controlled "culture shock"
- train volunteers for a "job"
- introduce volunteers to their area of assignment
- make a final selection of volunteers

Please specify any other views of your own.

1. ☐
2. ☐
3. ☐
4. ☐

_____

_____

_____

_____

30. How long should the orientation course last?

1. 1 week ☐
2. 2 weeks ☐
3. 3 weeks ☐
4. 4 weeks ☐
5. 5 weeks ☐
6. 6 weeks ☐

31. Where would you like the orientation course to take place?

1. Canada ☐
2. Host Country ☐

32. Should some training be provided after the volunteers have arrived in the country of their assignment?

1. Yes ☐
2. No ☐

33. Evaluate the orientation course in terms of the contribution it made to your knowledge of your host country, its political, social and economic development, your assignment, problems of adaptation, CUSO objectives, and the programme in your host country. Please add suggestions for the improvement of the course.

Thank you.

_____

_____

_____

_____

_____

_____

please turn overleaf for more space.

33.

APPENDIX B

Canadian University Service Overseas - An Evaluation of the Voluntary Programme in Ghana

Questionnaire for Heads of Secondary Schools in Ghana

This questionnaire is part of a study being carried out at McGill University, Montreal, Canada, to determine the extent to which the CUSO programme in Ghana satisfies the needs of the Ministry of Education, Ghana, and fulfills the objectives of CUSO. It is anticipated that the study may uncover other areas that need investigation. The answers to such questions as the following may provide guidelines for the improvement of the programme in Ghana and elsewhere. Most of the questions can be answered by a check in a box (like this ☑), or by numbers on a short line (like this 2). Specific instructions are given where needed.

1. Name of the School _____

2. Where is the School situated?
   1. Towns and cities ☐
   2. Countryside ☐

3. The School is a
   1. Day Institution ☐
   2. Boarding Institution ☐

4. Give the approximate number of students to the nearest hundred _____

5. The institution is a
   1. Mixed School ☐
   2. Boys' School ☐
   3. Girls' School ☐

6. What is the religious affiliation of the School?
   1. Anglican ☐
   2. Catholic ☐
   3. Methodist ☐
   4. Presbyterian ☐
   5. Muslim ☐
   6. Other ☐
   7. None ☐

   If you check the "other" category and wish to specify, do so here _____

7. Indicate the lowest and highest forms in the School
   1. Lowest Form ☐
   2. Highest Form ☐

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8. Mark the category which contains the average age of the students in the lowest form.

1. 9-10
2. 10-11
3. 11-12
4. 12-13
5. 13-14

9. Mark the category which contains the average age of the students in the highest form.

1. 15-16
2. 16-17
3. 17-18
4. 18-19
5. 19-20
6. 20-21

10. Indicate how many CUSO teachers have served in your school during the years listed.

	No. of Teachers
1. 1961-62	
2. 1962-63	
3. 1963-64	
4. 1964-65	
5. 1965-66	
6. 1966-67	
7. 1967-68	

11. Which of the following subjects have the CUSO teachers been teaching and at what form levels? Check as many boxes as apply. If you check the "other" category and wish to specify, do so here

_____

_____

	Sub.	Form
1. Maths.		
2. Science		
3. English		
4. Economics		
5. French		
6. Business Ed.		
7. Other		

12. Is there any occasional inspection of the work of all subject teachers by the Head or Senior Masters/Senior Mistresses?

1. Yes
2. No

13. Has the teaching of any subject at a particular form level presented a difficulty to any of the CUSO teachers? If you check "yes", do give precise information about this difficulty so as to help future selection and preparation of CUSO teachers for assignment. _____

1. Yes ☐
2. No ☐

14. Which of the following extra-curricular activities have the CUSO teachers engaged in beyond the regular teaching schedule?
If you check the "other category and wish to specify do so here _____

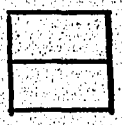
1. Sports/Games ☐
2. Subject Associations ☐
3. Drama ☐
4. School Magazine ☐
5. Library Work ☐
6. Christian Fellowships ☐
7. Other ☐

15. How long would you want an individual CUSO teacher's assignment to last in the School? If you wish to explain your answer, do so here: _____

1. 1 year ☐
2. 2 years ☐
3. 3 years ☐
4. 4 years ☐
5. 5 years ☐

16. Are CUSO teachers associated, in the minds of Ghanaians, with subversive activities?

1. Yes
2. No



17. Describe two or three activities in which you think the CUSO teachers have made their greatest contribution to each group listed while serving in the School.

a) Students

b) Ghanaian Colleagues

c) Headmaster/Headmistress

d) Local Community

18. What general problems have the CUSO teachers encountered from the following:

a. Students

18. b. Ghanaian Colleagues

c. Headmaster/Headmistress

d. Local Community

19. Fill in the number of Ghanaian graduate teachers who have been teaching in the school during the year listed.

		No.
1.	1961-62	
2.	1962-63	
3.	1963-64	
4.	1964-65	
5.	1965-66	
6.	1966-67	
7.	1967-68	

20. Rate the CUSO and Ghanaian graduate teachers in terms of the following items as indicated here:

	CUSO Teachers			Ghana Gr.Teachers		
	Poor	Average	v. good	Poor	Average	v. good
- attitude to work						
- handling of subjects						
- management of classes						
- relationship with students						
- attitude to school authorities						
- personal hygiene						

21. What factors might limit CUSO expansion in Ghana?

22. Read the following possible objectives of the CUSO teachers in the School, add other possible objectives that come to mind; then rank the objectives by placing 1,2,3, etc. in the space provided:

- to emulate the example of the American Peace Corps
- to get an opportunity to see a very different part of the world
- to help in meeting the needs of Ghana in the educational field.
- to promote their own personal development
- to promote a truer understanding of Canada among the people of Ghana
- other; please specify

23. If, on the basis of your experience in the schools, you were asked to advise CUSO on the means of improving the quality of CUSO teachers, what suggestions would you make?

24. If, on the basis of your experience in the schools, you were asked to advise the Ministry of Education, Ghana, on the means of improving the quality of Ghanaian Graduate Teachers, what major suggestions would you make?

25. If you feel you have any information that might be useful for the purpose of this research on how CUSO and Ghanaian Graduate Teachers compare to each other in their ability to accomplish the aims of the secondary school programme, would you use the remaining space to present this comparison and to suggest any possible reasons for differences.

Thank you.

Canadian University Service Overseas - An Evaluation of the Voluntary Programme in Ghana

Questionnaire for Returned CUSO Teachers

This questionnaire is part of a study being carried out at McGill University to determine the extent to which the CUSO programme in Ghana satisfies the needs of the Ministry of Education, Ghana, and fulfills the objectives of CUSO. It is anticipated that the study may uncover other areas that need investigation. The answers to such questions as the following may provide guidelines for the improvement of the programme in Ghana and elsewhere. Most of the questions can be answered by a check in a box (like this ☑), or by numbers on a short line (like this $\frac{3}{---}$). Specific instructions are given where needed.

1. How old were you at the beginning of your overseas assignment?
   1. 21 or younger
   2. 22
   3. 23
   4. 24
   5. 25 or older

2. What is your sex?
   1. Male
   2. Female

3. Check your marital status before your overseas assignment.
   1. Single
   2. Married
   3. Separated
   4. Divorced

4. Did you have any children when you accepted the assignment?
   1. Yes
   2. No

   If "yes" what sex and how many?

   Boys _____ Girls _____

5. What is your religious affiliations?
   1. Jewish
   2. Protestant
   3. Catholic
   4. Other

   If you check the "other" category and wish to specify, do so here _____

   _____

6. Before your service overseas, in what province of Canada had you lived for the greatest part of your life and for how many years? Check only one.

		Prov.	2. Years
1.	Quebec		
2.	Ontario		
3.	B.C.		
4.	Alberta		
5.	Sask.		
6.	Man.		
7.	Nfld.		
8.	N.B.		
9.	N.S.		
10.	P.E.I.		

7. Check the university degrees (as many as apply) you had before your service overseas. If you check the "other" category and wish to specify, do so here

_____

and also indicate your major area(s) of study here

_____

1.	B.A.	
2.	B.Sc.	
3.	M.A.	
4.	M.Sc.	
5.	Ph.D.	
6.	Other	

8. At the time of your assignment, did you have a teaching diploma which entitled you to teach in a Canadian High School?

1.	Yes	
2.	No	

9. Did you have any teaching experience before your service overseas?

1.	Yes	
2.	No	

10. If your answer to the last question is "yes", indicate the years and the grade levels. Use as many boxes as you need.

	Years	Grade Level
1.		
2.		
3.		

11. From your knowledge of the situation in Ghana, do you think CUSO selection committee was ---------- generally successful in its choice of applicants?

1.	Yes	
2.	No	

In cases where it was not successful, why do you think it was not?

_____

_____

_____

_____

_____

_____

12. The last question has afforded you an opportunity to think of ways of improving the selection of CUSO candidates; would you now please rank in order of importance your suggestions: (1,2,3)

13. Read the following possible goals of CUSO, add other possible goals that come to mind; then rank the goals by placing 1,2,3, etc. in the space provided:

- to promote a truer understanding of Canada and of the Western World among the people of the developing nations
- to emulate the example of the American Peace Corps
- to promote personal development of the Canadian youth
- to help in meeting the needs of the developing nations for trained personnel; that is to do a specific job where there is an unfulfilled need for it
- to promote a truer understanding of the developing nations on the part of the volunteer, and then indirectly of the Canadian people.
- specify any other goal here

14. Did your own views on the objectives of CUSO undergo any major changes while you were serving overseas?

1. Yes ☐
2. No ☐

If "yes" specify here what those changes were _____

15. What do you consider to have been your greatest benefit from your service overseas? Read the following, add any other benefits that come to mind, then rank the benefits by placing 1,2,3, etc. in the space provided:

- increased ability to work with and understand different kinds of people _____
- opportunity for travel and adventure _____
- opportunity to learn about a different culture and life _____
- personal satisfaction from participating in a greater cause _____
- personal satisfaction from the development of better self knowledge _____
- development of skills, interests, or knowledge which has been useful to your career in a practical sense. _____

(Please specify here _____

16. While serving overseas, did you consider yourself as a representative of Canada?

1. ☐ Yes
2. ☐ No

17. Which aspects of CUSO orientation courses in Canada were most helpful to you during your assignment. Read the following, add any others that come to mind, then rank by placing 1,2,3, etc. in the space provided:

- problems of intercultural relations _____
- teacher training for teacher volunteers _____
- language training _____
- area studies e.g. history, geography, social customs _____
- health and medical training, e.g. first aid, personal hygiene _____

18. Was there any orientation course provided for the volunteers following their arrival in Ghana? If "yes" specify the advantages and disadvantages which the orientation course in Canada had over the training in Ghana.

1. Yes ☐
2. No ☐

19. When did you serve as a CUSO volunteer in Ghana?

1. 1961-62	
2. 1962-63	
3. 1963-64	
4. 1964-65	
5. 1965-66	
6. 1966-67	
7. 1967-68	

20. In which school and in what town did you serve?

1. Name of School _____
2. Name of Town _____

21. Which of the following subjects did you teach and at what form level?

If you check the "other" category please specify here _____

	Subject	Form Level
1. Maths.		
2. Science		
3. English		
4. Economics		
5. French		
6. Business Ed.		
7. Other		

22. Did you find that you were inadequately prepared to teach any of the subjects at any particular form level?

If "yes" specify subject _____

and form level _____

1. Yes	
2. No	

23. Was your teaching load

Very heavy	
Heavy	
Average	
Light	
Very Light	

24. Which of the following extra-curricular activities did you engage in beyond your regular designated duties in the school?

If you check the "other" category please specify here _____

1. Debating Society	
2. Subject associations	
3. Drama	
4. Christian Fellowships	
5. School Magazine	
6. School Library	
7. Sports and Games	
8. Other	

25. Describe two or three activities, curricular or extra-curricular, in which you feel you made your greatest contribution while you were in Ghana.

26. What main problems did you encounter from the following:

a. Your students

b. Your Ghanaian colleagues

c. Your Headmaster/Headmistress

27. In Column A, check each of those items from the list written into your agreement as the responsibility of the Ministry of Education, Ghana.
In Column B, check each of those items for which the Ministry of Education was responsible but had difficulty in providing or seemed reluctant to provide.

	A	B
1. Housing		
2. Salary		
3. Household necessities		
4. Transport on Duty		
5. Medical Care		
6. Holidays		
7. Other (Please specify		

28. While in Ghana, approximately how many talks, speeches or slide presentations on Canada did you give or took part in

to public audiences	1.	
informal gatherings?	2.	

29. Since you returned from your overseas assignment, approximately how many talks, speeches or slide presentations on Ghana have you given or taken part in

to public audiences?	1.	
informal gatherings?	2.	

30. In your opinion should CUSO continue to send more volunteers to Ghana?

1. Yes	
2. No	

31. What factors might limit CUSO expansion in Ghana? _____

32. What general advice would you give to a new volunteer assigned to Ghana. Such advice should cover his assignment, relations with students, Headmaster/Headmistress, Ghanaian colleagues, and the community.

33. Please, add further comments which may help to evaluate your programme in Ghana. (Use the space overleaf for this.)

Thank You.