

POLICY, EDUCATIONAL PLANNING AND THE LAW IN DEVELOPING  
COUNTRIES WITH BRITISH TRADITIONS:  
THE CASE OF BARBADOS

A Thesis

Presented to  
the Faculty of Graduate Studies  
University of Manitoba

In Partial Fulfillment  
of the Requirements for the Degree  
Doctor of Philosophy

by

Fentey Berkeley Scott

July 1976

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## ACKNOWLEDGEMENTS

This thesis reflects influence and enlightenment from many persons. Foremost was Dr. J. A. Riffel who supervised my doctoral program. His help, encouragement and suggestions were invaluable. I wish to record my appreciation for the assistance given by Prof. D. A. C. Harvey, Prof. B. J. Hodgkins, Prof. P. J. Husby and Prof. K. Wilson. I am also indebted to Prof. R. V. Goodridge of the University of the West Indies, Mr. Leslie Atherley and Mr. Goulbourne Brathwaite of the Ministry of Education, Barbados for their assistance during four months of research in Barbados. Special thanks also go to Prof. Keith Sandiford of the University of Manitoba, to the Ministry of Education, Barbados for permission to examine documents, and to the Department of Indian and Northern Affairs for two years' leave to pursue the study. Finally I wish to acknowledge the contribution of my wife, whose forbearance and understanding were a source of inspiration.

## ABSTRACT

The purpose of this study was to provide a general description of the policy, institutional and legal frameworks of educational planning in developing countries with British traditions and a specific description of the case of Barbados. Seven questions guided the study. The first and second questions were directed at the social, institutional and legal framework of educational planning in developing countries with British traditions and provided a comparative dimension for the study and a developmental framework for the specific case of Barbados which was the focus of the final five questions.

The study developed a framework within which the relationship between the law and educational planning may be studied. The importance of the social, institutional and legal context of educational planning for educational planners was stressed. The procedures used in the study consisted of an examination of relevant documentary evidence, and in the case of Barbados, an analysis of the results of interviews. A semi-structured interview guide was used and interviewees were selected by the nominational technique.

It was found that developing countries with British traditions exhibit a number of similarities in terms of their

social, institutional and legal contexts of educational planning and that though they do not necessarily see each problem in the same way, they see them as major variables which influence educational planning. Factors identified in the social context were, cultural variation, language diversity, growth of urban society and the subsequent disruption of traditional ways of life, the increase in social demand for education and education diffusion. With respect to the institutional context it was found that educational planning is government-dominated and has little or no participation by citizens at large. With respect to the legal context it was found that most governments now have an imposed duty to plan for and provide education for their people but that the legal framework inherited from British rule and designed for pre-independence goals and aspirations did not provide a co-ordinated framework and has proved inadequate for the goals now proposed.

It was found that educational planning in Barbados is a government-based activity with an identifiable institutional structure. It has a very heavy political input at the phase of establishing goals and objectives, and a heavy professional input during the phases of identifying means and of designing and carrying out activities. Any group of actors may initiate the planning process which can be aborted at any stage but the final outcome of any plan depends on its acceptance by Cabinet and ratification by the legislature.

Issues of educational planning were viewed as issues related to the social, institutional and legal contexts of

educational planning; namely the problem of a common language of communication among multi-lingual peoples, the changes in culture associated with urban life and the disruption of traditional ways of life, the composition of the planning body, the role of the Church, the problem of local versus central control, and most of all the need for a change in the law to permit planners freedom of scope to develop a more co-ordinated educational system.

Based on the findings of the study, seventeen recommendations were formulated. The major ones included: adoption of a man-power planning approach, formation of a national council to co-ordinate educational plans, inclusion of non-official opinion on planning bodies, establishment of a clear and unequivocal language policy, adequate reserve powers written into legislation providing for the sharing of responsibilities, concentration of statutory law on the powers, rights, duties and responsibilities of the actors in the planning process, and re-examination of the law governing the educational systems and creation of a more co-ordinated legal framework.

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## CHAPTER 1

### STATEMENT OF THE PROBLEM

#### BACKGROUND OF THE STUDY

The developing countries of Africa, South Asia, Latin America and the Caribbean area share with one another certain educational problems and aspirations. According to Adams and Bjork, they show a great desire

to bolster their status in the world community, to strengthen national cohesion, eradicate neo-colonialism, spread modern attitudes and maintain the fervor of their élites for national development.<sup>1</sup>

To achieve these ends, they are seeking to expand formal education at all levels to increasing numbers of people, and to modify their educational systems to make them more efficient instruments in the achievement of national goals. New curricula, new instructional techniques and new policies are being considered. Educational planning is being seen as one of the means of fitting these changes into an educational policy designed to bring about educational progress and national development.<sup>2</sup> Until recently, the means needed to accomplish these ends were not well developed, and little consideration was given to educational planning beyond the

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<sup>1</sup>Adams, D. and R.M. Bjork: Education in Developing Areas. (David McKay Co. Inc., N.Y., 1969), p. 123.

<sup>2</sup>Ibid.



acquisition of new buildings. Education, especially at the secondary and higher levels, was provided for only a small proportion of the children and there was little linkage between education and economic life. Educational policy was aimed primarily at providing elementary schooling for the lower classes and more advanced instruction for the upper classes.<sup>3</sup>

Today, however, there is a growing sense of urgency about educational matters in as much as education has been recognized as an important agent of national development.<sup>4</sup> Also, the general provision of education, its link with economic life, the fact of independence for several developing countries and a world consciousness of the plight of these nations have focused attention on their problems including the problems in the field of education. The need for planning has been established.

Given this need, there is also a need to create appropriate legal and institutional frameworks, reflecting the aspirations and the new attitudes and desires of the people. According to Dror, the law is always an important

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<sup>3</sup>See Lewis, L.V.: Policy and Practice in Tropical Areas. Oxford University Press 1960, and Williams, Eric: Education in the British West Indies. Walter Goldwater, N.Y. 1968.

<sup>4</sup>See for example, Commonwealth Ministers of Education Conference, June 1970, File B 11/6, Ministry of Education, Barbados. Hug, M.S. Education, Manpower & Development in South and Southeast Asia. N.Y.: Praeger 1975 and Makulu, H.F. Education, Development & Nation-building in Independent Africa. London: SCM Press Ltd., 1971.

instrument of social policy, and as such it should be sufficiently flexible to make the adaptations required by the changing social context in which it operates.<sup>5</sup> Newton Edwards goes even further when he states:

The law as a guardian of the intrinsic values is a preservative and conservative influence in society but is also concerned with adaptation and change, that is with the application of old concepts and principles to new social conditions and with the development of new concepts and principles when a new social context requires such action.<sup>6</sup>

Effective planning will therefore require a knowledge of the law as it relates to planning, and the legal framework within which planners work will be significant in terms of what changes they can effect as well as how these changes may be effected.

#### THE PROBLEM

The necessity of extending satisfactory educational facilities to all members of the community has become apparent to developing countries as they embark on schemes of modernization.<sup>7</sup> Modernization, however, requires that

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<sup>5</sup> See Dror in American Behavioral Scientist "Law as a Tool of Directed Social Change: A Framework for Policy-making" p. 553-554.

<sup>6</sup> See Newton Edwards "Stability and Change in Basic Concepts of Law Governing American Education" in School Review Autumn 1957 Vol.65 No. 8 p. 161-2.

<sup>7</sup> See Seers, Dudley. "The Meaning of Development" in The Agricultural Development Council Inc, Reprint Sept. 1970, p. 9; also Beeby, C.E.: The Quality of Education in Developing Countries. p. 9; Lewis L.J. op. cit. p. 86 and Adams & Bjork, op. cit. Ch. II.

education be given a central place and that plans and policies be devised to eliminate the growing unemployment, poverty and hardships which generally characterize life in developing countries. This in effect means not only creating the needed educational facilities but also producing teachers and structures capable of meeting the countries' needs. It is important that planners understand the dominant attitudes of the people in the society towards education in order to produce a policy and develop institutional and legal frameworks as necessary infra-structure to the education system.

The purpose of the study was to provide a description of educational planning in developing countries with British traditions,<sup>8</sup> its policy and institutional and legal frameworks. The case of Barbados was examined as an example of this group. Seven specific questions guided the study. The first and second questions were directed at the general context of the developing countries with British traditions and were intended to provide a comparative dimension for the study as well as a developmental framework for the specific case of Barbados. The questions were

#### 1.0 Social aspects of educational planning in developing

countries. The first problem was to describe the social aspects of educational planning in developing countries at a general level.

1.1 What is the social context of educational planning in developing countries?

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<sup>8</sup>See Appendix A

1.2 What are the goals of educational planning in developing countries?

1.3 What are the common problems of educational planning in developing countries?

1.4 What is the institutional framework of educational planning in developing countries?

2.0 Legal aspects of educational planning in developing countries. The second problem was to describe the legal framework of educational planning in developing countries.

2.1 What is the legal context of educational planning in developing countries?

2.2 What powers and controls operate in educational planning in developing countries?

2.3 What forms of review or remedies operate in educational planning in developing countries?

2.4 What are the governments' powers to plan education in developing countries?

3.0 The Historical and Social context of educational planning in Barbados. The third problem was to provide a description of the historical and social factors which shaped educational planning in Barbados.

3.1 What are the historical factors which influenced educational planning in Barbados?

3.2 What are the social conditions which influenced educational planning in Barbados?

3.3 What are the main social divisions which affect

educational planning in Barbados?

4.0 The Institutional framework of educational planning in Barbados. The fourth problem was to examine the role of the minister and other actors in the planning process.

4.1 What is the role of the Minister in educational planning in Barbados?

4.2 Can various other actors be identified in the planning process? If so, what are their roles?

5.0 Policy articulation in educational planning in Barbados.

The fifth problem was to examine how policy is articulated and how it is related to educational planning in Barbados.

5.1 What are the general goals of education in Barbados?

5.2 How is educational policy formulated in Barbados?

5.3 How is educational policy articulated in Barbados?

5.4 How is educational policy related to educational planning in Barbados?

6.0 The Function of the Law and its impact on educational planning in Barbados. The sixth problem was concerned with the legal framework of educational planning and its impact on educational planning in Barbados.

6.1 What is the legal framework of educational planning in Barbados?

6.2 What is the function of the law with respect to educational planning in Barbados?

6.3 What powers and controls operate in educational planning in Barbados?

7.0 The control and review of educational planning including the role of the courts in educational planning in Barbados.

The seventh problem involved an examination of the control and review of educational planning and the role of the courts.

7.1 Are educational plans subject to judicial review, administrative review or review by the legislature or any other public body?

7.2 What legislative and/or judicial control is there over educational planning in Barbados?

7.3 What role have the courts played in educational planning in Barbados?

#### SIGNIFICANCE OF THE PROBLEM

The study should have significance both for practice and research in educational planning.

#### Significance for Practice

It is hoped that information about the law as it relates to educational planning will be useful to educators as they attempt changes in their educational systems, for as J. Roger Carter says

A framework of law that is too meticulous in the constraints it imposes on the educational system will not easily allow for such changes of mind. On the other hand, where the legal supports are inadequate, educational administration may relapse into confusion, competing claims and ambitions remain unresolved, and educational standards suffer in consequence.<sup>9</sup>

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<sup>9</sup>Carter, J. Roger. "Legal Framework of Educational Planning and Administration in East Africa." I.I.E.P. 1968, p. 182.

Acquiring knowledge about the law as it relates to educational planning is an important first step in meeting the demands being made on educational planners in developing countries. It seems probable therefore that the present study could be useful for educational practitioners as no formal study of the relationship of educational planning and the law has yet been undertaken. The study could also be a guide to formulating programs, for "in any event it [the law] plays a fundamental role in giving direction, order, cohesion and stability to the complex educational enterprise."<sup>10</sup>

#### Significance for Theory and Research

It is hoped that the study will provide not only a frame of reference for viewing educational planning but also the necessary basis or background for in depth studies for particular aspects of law and educational planning for developing countries. The reshaping of the legal framework of education to meet the vastly changed needs and aspirations of their independent societies is an important aspect of educational planning for developing countries. Research done in this area then will furnish a suitable starting point for further research.

#### PROCEDURES USED IN THE STUDY

The procedure used in the study consisted of an examination of relevant documentary evidence and an analysis

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<sup>10</sup>Ibid., p. ii.

of the results of interviews.<sup>11</sup>

### Sources of Data

1. Documentary evidence. Annual reports, circulars, policy statements and other publications of the Ministry of Education were examined as well as reports of advisory bodies and special commissions. The Education Act 1890 and Amendments and the Town and Country Planning Development Control Orders, statutes of relevance for educational planning were examined while Hansard of legislative debates and miscellaneous reports, books and articles produced valuable information for the study.

2. Interviews. The study employed the nominational approach<sup>12</sup> of investigation for the selection of interviewees. Nominations of those considered actively involved in educational planning in Barbados were requested from the following persons who were considered 'focal' persons by virtue of their positions (in education). Nominations were not restricted to those who held positions in the field of education.

- (a) The Minister
- (b) The Chief Education Officer (acting)
- (c) The Permanent Secretary, Ministry of Education
- (d) The Director of In-Service Education,  
University of the West Indies
- (e) The Planning Officer, Ministry of Education

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<sup>11</sup>See Appendix B for the list of nominees and frequency of mentions.

<sup>12</sup>See Appendix C.



- (f) The Deputy Chief Education Officer (acting),  
Curriculum Division
- (g) The Senior Administrative Secretary,  
Ministry of Education
- (h) The Deputy Director, Economic Planning Unit

The final list of those interviewed was determined by the frequency of nomination.<sup>13</sup>

Interview procedure. A semi-structured interview guide was used for eliciting information concerning the research problems from individuals nominated. Each interview was taped and transcribed. A separate interview schedule was prepared for each nominee, though where possible the same questions were used.<sup>14</sup>

Use of sources. It should be stressed that a combination of sources was used. For example, annual reports of the Ministry of Education, Policy statements, the Town and Country Planning Development Orders, the Education Act, and the use of interviews provided material for actor categories. As a means of gaining a degree of accuracy, newspapers, Hansard etc. were used to cross-check statements attributed to individuals or made by those interviewed.

Analysis of data. Each transcript derived from the interviews was edited and analysed for content. Responses were combined before being reported. Following this, a sort

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<sup>13</sup>See Appendix B

<sup>14</sup>See Appendix D