



**TRENDS AND ISSUES  
IN AFRICAN EDUCATION**

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## FOREWORD

This is the fourth volume of the series of the Education Monographs concentrating on Trends and Issues in African Education. The contributions in this volume are edited papers which were prepared for, and presented to the Economic Commission for Africa Subregional Workshop on "Organizational Arrangements for Occupational Testing, Career Planning and Programming, Guidance and Counselling". The workshop took place at the University of Nairobi from 21 to 31 July 1986. It was attended by delegates from Botswana, Ethiopia, Kenya, Lesotho, Malawi, Swaziland, Tanzania, Zambia and Zimbabwe of the South-Eastern English-speaking Subregion; and a representative from the International Labour Organization.

The Workshop, which was task-oriented, provided participants with an opportunity for the exchange of country experiences in terms of organizational arrangements, programmes, efforts made and problems encountered in the establishment and implementation of guidance and counselling programmes and the measures and strategies employed for their solution.

In particular, papers included in Section One focused attention on the objectives and policies for guidance and counselling, and on guidance and counselling, programmes in the various countries represented at the Workshop. The country experiences showed that a number of countries - Kenya, Botswana, Tanzania, to name but a few, had adopted policies for the development of guidance and counselling in schools and in places of work. Many of these countries have concrete programmes in guidance and counselling.

The second Section of the Monograph focuses attention on occupational and psychological testing services which many of the countries of the sub-region provide. The tests are used by guidance and counselling personnel to assist individuals with educational and vocational decisions, in the selection and placement of individuals in a wide range of employment, and in making decisions of far-reaching consequences for both individuals and the society as a whole. The section also pays attention to special education and services undertaken in some countries of the subregion for the disabled persons, delinquents and youths. Systematic procedures and various approaches in dealing with the disabled persons, delinquents and the youths in general are discussed.

In general, therefore, the papers included in this Monograph review and analyse the objectives, policies and programmes as they operate in the countries of the subregion. They also give a detailed account of the psychological tests conducted in some of these countries, and the special services which are available to the youths and disabled in some of the countries such as Ethiopia, Kenya and Botswana.

The foregoing is a brief account of some of the issues reflected in this fourth issue of the Education Monograph. It is hoped that the articles will generate some comments by our readers who are encouraged to contact us at this address:

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SECTION ONE

GUIDANCE AND COUNSELLING

Objectives, Policies and Programmes

## CHAPTER 1

### OBJECTIVES AND POLICIES OF GUIDANCE AND COUNSELLING PROGRAMMES IN BOTSWANA<sup>1/</sup>

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<sup>1/</sup> Contribution by Itah M.G. Kandju, Faculty of Education, University of Botswana.

## OBJECTIVES AND POLICIES OF GUIDANCE AND COUNSELLING PROGRAMMES IN BOTSWANA

### I. Introduction

Guidance is inherent in human culture, and for this reason Botswana practised and still adheres to the use of the family entrusted form of guidance and counselling. Individuals confide in and depend upon their immediate relatives for advice when some degree of inconvenience and disequilibrium is felt between the self and the environment, self and others and real self and the ideal self. In the past, apart from the family, there were other social institutions (initiations schools) designed and vested with the responsibility of guiding and counselling the youth on general and potential life expectations as well as problems. Activities undertaken in initiation schools prepared youth for manhood and womanhood roles, exposed them to the basic means of survival, desirable patterns of marriage and family maintenance, and cultivated the spirit of dedication and commitment towards the community.

Rapid industrialization, proliferation of careers and concomitant socio-economic changes, all these tampered with the long reputed family entrusted guidance and counselling. Factors which sustained its existence and operation were subjected to gradual but drastic changes. Disintegration of families and high mobility in search of education and career opportunities ensued. Thus the futility of the family entrusted guidance and counselling services became all too evident. The school based guidance and counselling programme is therefore a necessary support system for the youth. Perhaps it is worth noting that, the guidance and counselling services do go a little way toward seeking to compensate for the extended family ties that kept the traditional societies together.

### II. Historical Background

Guidance was first recognized in Botswana through its vocational aspect. The origin of career guidance (the only form of guidance practised in the country's educational system) goes back to the early 60s with a recommendation made by the then localization and training committee. The committee members were government officers designated for the country's recruitment, training and localization matters. The committee worked closely with schools.

Independence in 1966 meant additional responsibilities for many government officers as a result of ministries and departments expansions. Officers became preoccupied with internal departmental tasks. The initial cooperation directed towards operation and maintenance of the localization and training committee began to wane. The link between schools and the committee was also affected.

The Localization and Training Committee gave birth to the centralized hiring body for all government ministries, the Directorate of Personnel. For some time, the Directorate of Personnel managed to absorb most graduates from the then few schools into the civil service. The country's development meant an expansion of the educational system and the latter meant an increase in the number of graduates.

Many could not be fitted into the civil service due to:

- limited job opportunities
- unrealistic career choices
- ignorance about the work world
- inadequate education - dropouts and failures
- lack of appropriate skills

The seed of career guidance sown in by the localization and training committee in the early 60s, found its way into the country's educational system through the Ministry of Education's positive receptivity, and vehement support and emphasis on the programme's establishment in Secondary schools in 1973. This led to the appointment of ordinary secondary school teachers, in addition to their teaching role, as career masters.

The establishment of the Regional Testing Centre (RTC) under the Ministry of Education in 1974 was a positive development in the history of career guidance in Botswana. The RTC was to ensure, along with other things, the salvage and proper implementation of career guidance in secondary schools. It was also charged with the responsibility of organizing, planning and mounting annual workshops for career masters. The centre was also known for aptitude tests administration, for purposes of youth selection for further education, and classification into areas of specialization. It was not long before the testing function was phased out. Reasons being problems of stigmatization and labelling, both of which are possible sources of discouragement, and cultural biasness.

In 1984, a guidance and counselling steering committee was set up to work with a consultant who was to:

- examine the existing career guidance programme
- identify students, teachers, administrators and community needs which could be alleviated and rectified by guidance and counselling services,
- produce a report.

The consultant's findings and recommendations led to the establishment of a guidance and counselling unit under the Department of Curriculum, Development and Evaluation of the Ministry of Education. The Unit is in its infancy stage, with only one officer, who is currently doing other things but will gradually assume full responsibility over the unit. Once the unit is in full operation its central aims would include: co-ordination and management of guidance and counselling services in the country; serve as a liaison body between all institutions, departments and organizations that render guidance and counselling services; be responsible for the production and dissemination of guidance and counselling related materials, and planning and running inservice courses for guidance and counselling personnel in different sectors.

It must be understood here that some guidance and counselling services are in operation in a variety of Ministries and Departments in Botswana - such as the Labour Department, Social Work Department, Prison Department, Education and Health.

### III. Aims and objectives of career guidance in Botswana

Akin to other facilitative components of education, career guidance has its base on the four national principle which have since become the philosophical foundations for Botswana's educational system. These are: development, democracy, self-reliance and unity. In the guidance and counselling context the principle of development implies the commitment the school and its agent, the teacher, have of seeking to foster holistic development for all learners; It also implies active participation of the learner in his/her cognitive and/or social growth. Democracy implies flexibility in terms of methods of teaching, content sequence and modes of communication. for the learner democracy means self knowledge (talents, skills, ability, rights and suitable place in society), knowledge of available opportunities and the right to choose a meaningful course of actions. Humanity is founded on several elements, and the central one is unity. Harmonious co-existence is underlied by co-operation, commitment dependence and interdependence - all of which are threads leading from the strong pillar of unity. People belong together in many facets of life: the work world, the education world and others. People's productivity, success and advancement in these different dimensions are dependent upon the amount of unity, oneness the have, feel and experience through moral support, encouragement and performance based rewards. Self-reliance in this context means assuming responsibility for self. Being independent in thinking, solving and/or coping with problems, and having the initiative to use one's creativity, for the betterment of the self and society.

It therefore goes without saying that the major objectives for career guidance, as it is practised in Botswana, fall directly from the compendium of aims based on these four principles. Also, the needs of schools and some already identified ministries and departments have helped to determine and/or modify the programmes' objectives. Career guidance in Botswana seeks to:

- minimize the number of early departures from formal education due to a variety of factors, and maximize learners' benefits from both the educational system and environment
- help identify and familiarize learners with their potentials, talents, abilities and shortcomings. All these are the basis for self-concept formation and self-knowledge
- expose learners to the country's job and education structure, available job and education opportunities, and required skills and qualifications. These are avenues for later self actualization.
- inculcate the spirit of commitment and dedication toward civic responsibility in learners. Help them to become responsible citizens who take pride and joy in nation building
- foster ideal and/or desirable management and coping skills in learners with which they can successfully face the realities of life.

Looked at from another angle these objectives become the major concerns which led to the inception of career guidance in the country's secondary schools.

Inservice workshops for career masters are therefore mounted to provide a forum for ideas exchange, problems sharing, learning from others, and to a lesser extend, to introduce and/or impart useful, novel skills and techniques of guidance and counselling. It must be realized that the knowledge and expertise the workshop organizers and planners have are on-the job, no formal training in the area, at least this is the case for most of them.

#### IV. Data collection and dissemination

The wheels of a career guidance program are supposed to be regularly oiled by current and accurate information. Despite this realization, compilation and dissemination of career information are the most difficult exercises the RTC and labour department officers are expected to carry out, let alone the career information up-dating process. Production of career related materials for schools has for a decade been the responsibility of RTC, and for labour, a departmental responsibility. Gathering data of this kind entails travelling to industries, institutions and departments and interviewing managers, directors, and supervisors about available careers, course offerings, requirements, pay rates and other essential variables.

It is not uncommon for officers seeking career related information to meet poor and/or negative reception. This is a possible indication of the fact that not every information gathered during such career information seeking campaigns is an authentic reflection or representation of career or training opportunities. There is no binding law on the supply of career information to the supposed-to-be compiling bodies (RTC and Labour).

#### V. Implementation policies

1. Manpower: Wherever guidance and counselling services are practised in Botswana, it is under acute problems of manpower shortage. In most, if not all institutions and departments, these services are rendered by untrained people. For many of these people, guidance and counselling is their secondary responsibility, that is, it is an appended kind of role to their already existing primary roles

As a result, the programme suffers because of poor leadership, management and co-ordination. There has not been a policy on accountability - in terms of the programme's accomplishments, developments and hardships. One would assume the recently formed guidance and counselling unit (Ministry of Education) would, with time, bring guidance and counselling to its rightful shape and place in education, the work world and the community.

- Inservice: Annual inservice career guidance workshops are mounted for designated school career masters; These are mostly sponsored by the ministry of Education. Other external bodies such as the Economic Commissions for Africa

(ECA) do assist in the inservice exercise. In December 1982 the Ministry co-sponsored a one-week long career masters workshop with the ECA. The workshop content which was theory based, formed an indelible foundation for the existing small scale practical guidance and counselling in schools. Many of the internally organized workshops turn out to be less informative and of less benefit to the practising career masters. Such workshop planners and organizers find it rather difficult to keep abreast with the programme's operations when there is almost no regular reports from the implementors (career masters) on it's progress.

### 3. The Liaison Pattern

Despite the long history of the existence of guidance and counselling services in Botswana's educational system and some governmental departments, there is no firmly established liaison pattern or body that brings together guidance and counselling personnel from the different sectors for consultation and planning purposes. Guidance and counselling efforts are thus terribly fragmented. Hence the programme's long stay in the infancy stage, and frivolous contributions to all that it was set to rectify.

### 4. Constraints

The acute problems faced by the school based career guidance programme are: Lack of trained manpower to run, coordinate and plan the activities of the programme, and lack of funds for career related materials' regular production and updating processes and for mounting as many inservice programmes as are needed.

### 5. The University of Botswana

Guidance and counselling are a required component for the teacher education programmes offered under the Faculty of Education. Prospective primary school teacher trainers, nurse tutors and secondary school teachers are required to enrol for some introductory courses in guidance and counselling. These courses tend to center more on these aspects of guidance and counselling. community counselling, school counselling and vocational guidance.

Problems of staffing have hampered the expansion of course in these areas, and this leaves the realm of guidance and counselling with only remote chances of ever becoming an area of specialization at the University level. Practically, guidance and counselling services are offered to the university population by the office of the Dean of Student Affairs. These are rendered by untrained personnel. Lecturers within the Department of Educational Foundations whose major is guidance and counselling (2 at the moment), do assist with cases that required intensive individual counselling.

## VI. Conclusion

The importance of career guidance has long been realized in Botswana. It has dawned on officers in a variety of sectors in the country that guidance and counselling services may provide possible and feasible solutions to youth, career related and general life problems. For guidance and counselling services to be fully effective it is imperative that they are extended to all levels of education. The recently formed guidance and counselling unit has the central responsibility of ensuring an immediate integration of guidance and counselling activities into the curriculum. More attention has to be given to making clear definitions of roles and functions of the guidance unit to each of its service recipients such as schools, labour, prisons and social work departments. The needs assessemnt of all the unit's service-recepients ought to be conducted. It is only then that the inservice programme for guidance personnel could be made relevant, and the University's short term and year long courses in the realm of guidance and counselling could correctly be determined.

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THE GUIDANCE AND COUNSELLING PROGRAMME IN TANZANIA<sup>1/</sup>

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<sup>1/</sup> Contribution by the National Vocational Training Division, Ministry of Labour and Manpower Development, Tanzania.

## THE GUIDANCE AND COUNSELLING PROGRAMME IN TANZANIA

I. Introduction

The guidance and counselling concept within the National Vocational Training Division (NVTD) encompasses only considerations and assessments on vocational training and educational planning tasks within the NVTCs. However it is important to remember the importance of co-operating with other institutions and professionals working elsewhere in the same field, even though there is no large scale programme going on in Tanzania. It should be mentioned here that very close co-operation with the University of Dar es Salaam maintained and it is the intention to continue this co-operation from which benefits are expected.

1. Purpose of the Services

The National Vocational Training Programme is still quite new although it has existed now for about eighteen years. It means therefore that the system is continuously changing and developing. These changes include almost every corner of educational planning such as curriculum, instructor training, buildings and equipment trade testing and so forth. Without exception, all these problems affect the students study conditions in general. Therefore the need for guidance and counselling services is partly a question of services towards the needs of the students in the changing and developing system and also it is a matter of improving pedagogical and school organizational tasks as concerns the teachers, instructors and the school leadership. In other words, it is the identification of a general study problem which is caused by the school system followed by initiatives and suggestions to the leadership. In other words, it is the identification of a general study problem which is caused by the school system followed by initiatives and suggestions to the leadership at the NVTCs or at the NVTD (National Vocational Training Division).

2. Organizing a Guidance Programme

An adequate guidance and counselling programme through careful planning and support by the staff members at the NVTCs. Although the budget is important, it can only buy the material, equipment and the manpower. Without full cooperation of the majority of the staff and the leadership, the guidance programme can hardly fulfil its aims. The programme was, in the beginning beyond the existing experiences and training of the majority of the instructors and teachers. Hence it demanded a well planned and organized introduction programme at all the centres before it could take-off. This was very important because the counsellors and the teachers/instructors and the leadership at the NVTCs were the members of the same staff which would be involved in implementing the programme, for instance they would all be involved in the function of communicating various types of information needed for the guidance and counselling services. It was also stressed in the introduction programme at the centres that it is very important for both counsellors and teachers/instructors to recognize that frequent communication among themselves and also often

with the parents can prevent problems or eliminate them. Such information can lead to the improvement of curriculum, development and general pedagogical set-ups. Through this way it has been possible to identify and implement vocational needs of the students.

Since we draw our trainees mainly from primary schools, the teacher at the primary schools need information materials about the Vocational Training Programme offered and, specific information on each trade and on procedures of selection. An Analysis of a questionnaire given to a sample of applicants in Mwanza, Tanga, Dar es Salaam, Dodoma Moshi and Songea Centres in 1985 showed that there is a need of a better and systematic way of giving out information about the Vocational Training system. Information sent out has mostly been on request, and it is not done systematically. A pamphlet on NVTC served to give some information but even this has not been given out systematically. The results of the questionnaire showed that applicants have been getting information through:

Primary School	- 3%
Parents	16%
Friends	35%
Relatives	25%
Newspapers	45%
NVTC workers	5%
Others	3%

With such sources of information the risk that the information is brief, poor or wrong is very high. In order to eliminate this, a better brochure has been prepared and at present it is in print, describing the system of vocational training, the different NVTCs and the trades taught at these centres. This brochure will be distributed to primary schools and to other groups who are advising young people concerning further training.

Parents are another important group to inform about the system. They need to know about the teaching, the offers and the limits. The only times when parents have come to our centres are when their children have problems. It is hoped to improve the VGC/parent/students relationship through school open days and arranged annual meetings.

NVTCs are very much dependent on support and recognition from the local industries and employers. Hence close contacts and continuous communication between these and the centres has been established in order to maintain possibilities of employment to the students after finishing their school period. Centres have been doing this through several types of activities e.g. annual information arrangements at the centres, visits to the companies by the counsellors, the teachers the instructors and principals. This is a very important part of the "seek-out-work" of employment for the students.

Dissemination of information materials in the form of booklets, brochures, photocopied sheets etc has been another important activity in efforts to establish public relation programme.

Guidance and counselling services are intended to reach all students and not only those with problems. Induction and group counselling programmes which are designed to support preventive pedagogical work and are also intended to make counsellors keep "open door" policy. The counsellor must seek-out-work and not just sit waiting for "customers" with problems.

In general, the public relations role has been to help the teachers to understand their students; to help the students to understand their role in the school system and at the labour market. To help the parents when necessary, to understand their children.

## II. Job Description and Function Analysis

### 1. Job Title: Vocational Guidance Officer 9(VGO)

Responsible to: The Principal of the Vocational Training Centre for all matters related to guidance and counselling according to the following tasks:

### 2. Public Relations Function

- Participate in elaboration of information material concerning vocational training as related to different target groups e.g. primary schools, employers, students and others.
- Participate in establishing annual information arrangements at the centre for parents, employers, local community, press and others.
- Give information to primary schools and the public in general on centres' activities and vocational training in general.
- Responsible for preparing an annual public relations programme in order to maintain information and contacts in close co-operation with the principal and other staff members involved.

### 3. Educational Guidance Function

- Responsible for planning and carrying out information and guidance lectures on general vocational/educational matters e.g. study techniques, study economy, application techniques, general social activities, school organization, presentation of the guidance programme, trade/course choice procedures etc.
- Interprets student information and other information related to the accomplishment of the education.
- Answer correspondence concerning requests of information about the vocational training system, specific trades, requirements etc.

### 4. Educational Counselling Function

- Offer advice to students about all kinds of social, personal and study problems.
- Help students to identify problems and assist them in the process of solving them.

- Help students with special disabilities
- Assist students in developing realistic perceptions of their abilities, interests, attitudes in relation to their occupational planning
- Assist students with special problems to contact other public or private professional services.
- Advise students and teachers/instructors in disciplinary or conflict situations.

#### 5. Staff Consulting Functions

- Give appropriate individual student data to staff members with due regard to confidentiality.
- Help teachers/instructors to identify students with special problems or needs and keep them informed of developments concerning students which might have caused problems in the classroom situation.
- Participate in in-service pedagogical training programmes, general staff meetings, conferences etc., in order to develop the role of guidance and counselling continuously and to interpret a student - centred point of view by playing the role of a student lawyer.
- Provide materials and information concerning statistics and characteristics of the student population, employment trends, students reactions on various subjects for use in curriculum revision, free time activities etc.

#### 6. Research Function

- Collect data necessary for identifying the needs of the students, and data verify how well the school services and activities are meeting their needs.
- Discuss the findings with members of the school staff, e.g.
  - occupational trends in the country
  - follow-up on student drop-out and research
  - characteristics of all kinds of student needs
  - the use of records, personal data, security etc,
  - evaluation of the guidance and counselling services etc,

### III. Status of Implementation

1. The course programme for the vocational guidance officers has been one crucial factor in the implementation process of the guidance and counselling programme. Two introductory courses pulled together 25 Vocational Guidance officers. Course objectives were:
  - To give the participants knowledge of fundamental principles of vocational education planning and organizational structure in Tanzania.
  - To give the participants a basic knowledge of guidance and counselling theory and methods.

- To introduce the participants to the theory of psychology relevant for counselling
- To present the participants to daily office routines, report writing, letter writing, filing systems etc;

The course programme included:

- Some counselling theories and methods
- Communication work in guidance and counselling
- Introduction to educational planning
- Trade knowledge
- Introduction to NVTD organization and future plans
- Some pedagogical methods and the school organisation model and the communication which goes on in school.

2. Other introductory fields within one year of implementation include:

Function analysis; it was not possible at the beginning to have common functions or job description for all VGOs because centres differ in size and status and therefore differ in problems also. It is more appropriate for each vocational guidance officer to work-out his/her own specific work plan relevant to the type of problems he has to deal with in his centre. A framework of major tasks in Vocational Guidance and Counselling and let VGOs describe the kind of activities they intend to do when the target is for example:

- To inform new students about VGO's services
- To inform the instructors and other relevant personnel about VGO's services
- To get placement for students
- To improve public awareness of National Vocational Training Programme
- To describe office accommodation, opening hours, equipment, fixed meetings with the principal etc.

The idea behind such an approach is to inculcate a systematical planning of the work and secondly so that we can use these plans during the annual consultancy visits to the centres.

3. Information/communication is yet another introductory field. A communication system between the VGOs in the NVTCs and the guidance section under NVTD was created in order to get information flowing from both ends e.g. VGOs are responsible for writing half-annual reports and sending them to the NVTD on attendance records, choice of trades, drop-outs, social activities for the students, public relation activities, placement situation for graduating students etc.

4. Practical organizations have been giving out information in the form of reports, meetings, discussions with both the NVTCs and the NVTD, and receiving feedback from them.
5. Further more collecting exercises and research have been undertaken on background information of vocational trainees concerning their education, attitudes on vocational training and on the teaching going on in their centres. Some results of which have been mentioned in this paper and copies of the questionnaire have been brought to the workshop.

Implementation problems include the question of interest and ability to work as VGO on the part of the VGOs. Comments from course participants have been positive on both courses. One aspect we have yet to establish is the entrance qualifications of VGOs into the field of guidance and counselling.

#### IV. Our Future Plans

Experiences and impressions of the on-going work act as a base of the proposals of activities are intended to implement as a stage two in the implementation process which has been going on for a year now. The following are some proposals we intend to implement.

1. Our first proposal is that there should be an evaluation programme so as to share our experiences with other key people in the NVTD system.
2. The course programme: As mentioned earlier the programme has accomplished two introduction courses for a total of 25 VGOs. But in general we think the VGO course II should comprise of:
  - interview techniques
  - counselling and guidance methods
  - social pedagogy
  - adolescence psychology
  - group counselling

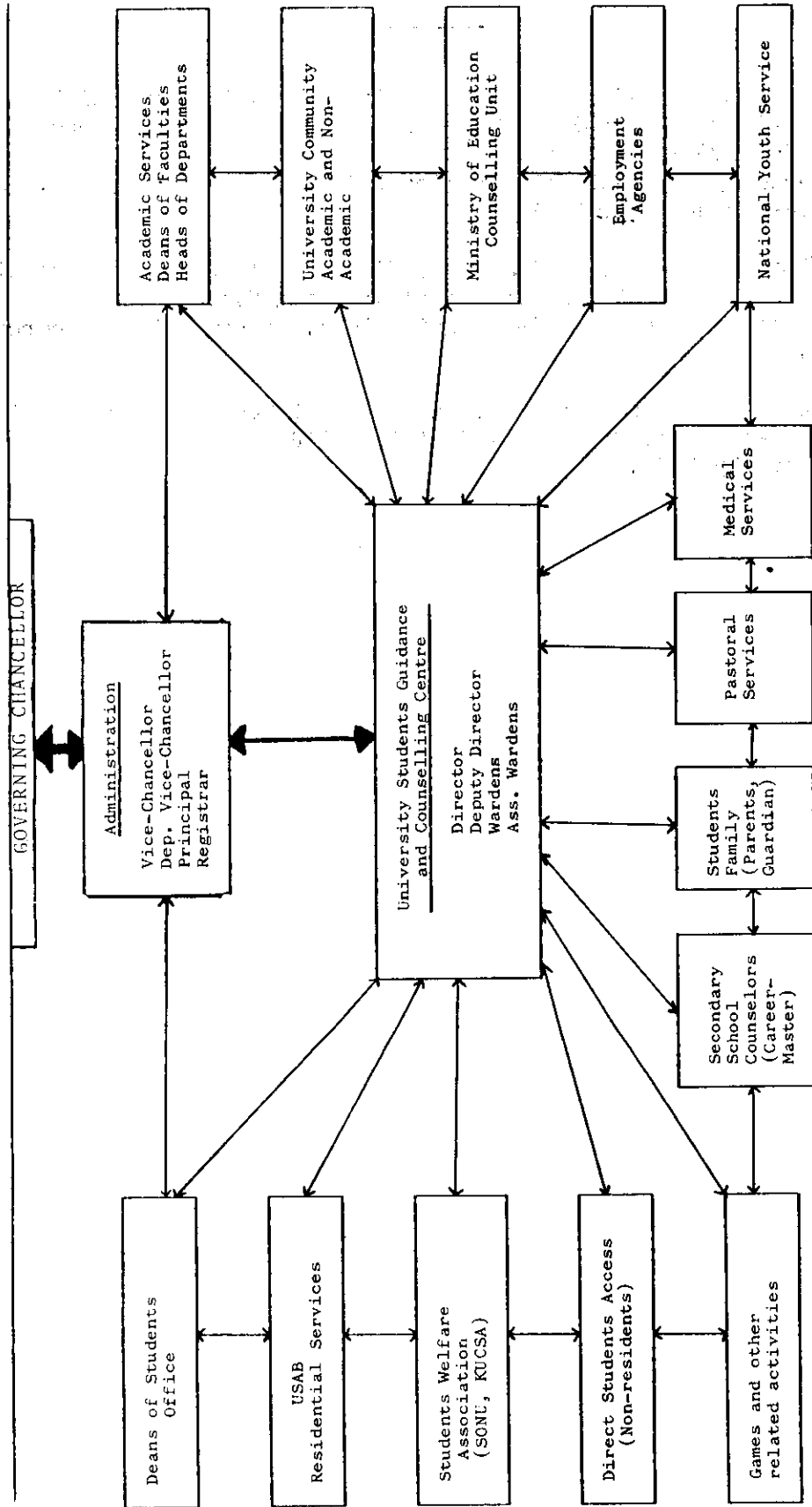
Furthermore, we intend to carry out another course I programme in May 1987 in order to build up a pool of VGOs who will cope with the rapid introduction of new NVTCs - through out the country.

3. A third proposal concerns the future qualification programme for the NVT system in order to plan the future needs according to the introduction of new centres. The system is not big enough to have full specialization of VGOs at present. Many centres have not expanded enough to employ full-time VGOs. With present expansions going on, the NVTD will need qualified personnel to take up leading posts at the centres e.g; principals, vice-principals, VGOs, section leaders, department leaders, in-plant training officers and others.

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BASIC STRUCTURE OF GUIDANCE AND COUNSELLING FOR  
THE UNIVERSITY STUDENT COMMUNITY



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ECA/PAMM/HRP/86/4/5.1(iii)/

### CHAPTER 3

#### GUIDANCE AND COUNSELLING IN KENYA

## GUIDANCE AND COUNSELLING IN KENYA

I, Introduction

The idea of programmed or "deliberate" guidance and counselling is a relatively new concept in the educational systems of most third world countries. In Kenya, programmed guidance and counselling was officially incorporated in the educational programme in 1987.

While the general objectives and goals of guidance and counselling are known to us all, it is important for one to first understand the objectives and goals of education in Kenya in order to understand the specific goals and objectives of guidance and counselling in Kenya. Kenya strongly believes that education is the only sure means of bringing about change in the desired direction. In believing so, she has formulated her educational policy with the following as the main objectives and goals that her educational system must achieve:-

- (i) Education must serve to foster national unity based on adaptations of the rich cultural heritage of the peoples of Kenya.
- (ii) Education must serve the needs of national development through production of skilled manpower, dissemination of knowledge and by inculcating the right attitudes and relating attributes of leaving real problems of society.
- (iii) Education must prepare and equip the youth of this country with the knowledge, skills and expertise necessary to enable them collectively, play an effective role in the life of the nation and to enable them engage in activities that enhance the quality of life, whilst ensuring that opportunities are provided for the full development of individual talents and personality.
- (iv) Education must promote social justice and morality by instilling the right attitudes necessary for the training in social obligations and responsibilities.
- (v) Education must foster, develop and communicate the rich and varied cultures of Kenya.
- (vi) Kenya is a member of the international community, and hence, its educational system must foster positive attitudes and consciousness towards other nations.

Kenya has restructured the education and training systems with a view to making them more technical and vocational oriented with the aim of making them more responsive to the challenges of national development while at the same time enabling the youth to participate more fully in national development.

The new system of education termed the 8:4:4 system and which went into operation in January 1985 comprises of 8 years primary education instead of the former seven, 4 years of secondary education instead of the former six and four years university education (for a Basic Degree Course) instead of the former three.

The broad goals and objectives of education highlighted can hardly be realised without making guidance and counselling an integral component of the total educational programme. The Ministry of Education and indeed the entire government realises this need and is out to strengthen guidance and counselling programmes at all levels of learning chiefly in the areas of structure, operations and personnel.

The attainment of the educational goals and objectives and also those spelt out in the National Development Plan is not the responsibility of one ministry but the co-operate and united effort of many arms of the government.

While it is neither possible nor pertinent to the purpose of this workshop to spell out the role each ministry plays in the fulfillment of our educational and other national objectives, it is nonetheless pertinent to briefly look at the roles played by a few government ministries, departments and institutions in facilitating and enhancing the pace of guidance and counselling in Kenya.

## II. Ministry of Education, Science and Technology

This is the mother Ministry of the guidance and counselling programme. Since its inception in 1967, the Guidance and Counselling Section has continued to see and enjoy increasing support of its services. The Ministry of Education, Science and Technology has continued to strengthen guidance and counselling programmes at all levels of learning mainly in the areas of structure, operations and personnel. Presently, guidance and counselling services are co-ordinated and supervised from the Head Office.

Officers from the Head Office carry out regular routine supervisory and advisory visits to all schools. The same officers organize frequent seminars, workshops and inservice courses for guidance counsellors and other educational personnel. As an extension of its training programme, the Guidance and Counselling Section runs broadcast programmes in the Voice of Kenya aimed at educating teacher counsellors. The section also prepares and disseminates guidance resource materials for teacher counsellors. Very popular amongst these resource materials is the Handbook for Guidance Counsellors which besides containing information on various aspects of guidance and counselling also contains a comprehensive and detailed classification and description of career and training opportunities open to school leavers.

The Guidance and Counselling Section has Education officers at the provincial and district levels who take care of guidance services. These are not full time guidance officers but have guidance and counselling as one of their many duties.

At the school level there is a teacher counsellor whom besides the regular classroom teaching is charged with guidance and counselling responsibilities. It is worth noting here that scholars are the main target group for the guidance and counselling programme within the Ministry of Education, Science and Technology. In teacher training colleges, guidance and counselling is offered both as a service and a subject of study.

As already stated, the Ministry of Education is not the only government ministry concerned with the enhancement of guidance services other government ministries, departments and institutions are. These are principally:

1. Directorate of Personnel Management

This is the government department responsible for manpower planning, training and staff development. It ensures that there are at any one time the right number of people, the right kind of people at the right time performing duties which result in organizational efficiency. As the two i.e. the Directorate of Personnel Management (DPM) and the Guidance and Counselling Section are engaged in more or less related tasks, each relies and borrows heavily from the other. For example while DPM will leave it to the Ministry of Education and more specifically to the Guidance and Counselling Section to disseminate career information to schools, the Guidance and Counselling Section must of necessity rely on DPM to obtain that information.

The DPM plays a central role in organizing training activities for the Ministry of Education. This is so because one of its principle roles is to provide service advice, policy guidelines and assistance to ministries with a view to enabling them achieve maximum utilisation of available resources. The DPM in order to raise the level of productivity and enhance faster development in the field of education and more specifically the field of guidance and counselling has taken several and varied steps. It has created and formalized the establishment of ministerial training committees and it has regularized their functions and compositions. This is to ensure widespread participation of departments within the ministry. In the case of the Ministry of Education, ministerial training committee and in which the DPM is a member, a guidance officer is also a member. The committee considers and approves training strategies and objectives of various educational programmes including those of the Guidance and Counselling Section. During the ministerial training committee meetings, available scholarships and other training opportunities are discussed and suitable candidates nominated. Because the policies of guidance and counselling programmes deal with manpower development, the DPM through the ministerial training committee carries out such duties as manpower planning examination of in-service and pre-service training schemes, making recommendations relating to course syllabuses for guidance and counselling training programmes and forwarding such recommendations to the relevant bodies.

Another big role played by the DPM is manpower development. Though each ministry has its own training budget, the DPM supplements this by using its training funds. But training is admittedly a costly undertaking and the

government has adapted a variety of approaches to generate funds for training programmes. Among them is the surrendering of 20% of gross salaries of officers benefiting from a course may it be a government scholarship or a DPM sponsored course. The funds so surrendered are utilised for other training programmes.

Last but not least, the DPM is responsible for training of the clerical cadre for all the government ministries and guidance and counselling is taken care of in the mainstream.

## 2. Ministry of Labour

The division of manpower planning and development within the Ministry of Labour undertakes several guidance-oriented activities. These are mainly:-

- (i) Production of basic data on employment and unemployment (employment service data)
- (ii) Employment and manpower research activities and formulation of appropriate manpower projections and forecasting methodologies
- (iii) Development of the Kenya National Occupational Classification. This document is necessary for systematic employment planning (projections) by occupation and sector to enable proper matching of qualifications and occupations during job placement.
- (iv) Analysis and evaluation of population growth impacts, employment promotion activities and human resources planning, utilization and development.
- (v) Sectoral manpower studies for purposes of determining areas of surpluses and shortages.

The above information is used for vocational guidance and counselling for those in school and training institutions, those already in employment and the job seekers.

## 3. Kenya National Examination Council

This body besides being charged with the administration of public examinations also publishes the annual careers information booklet. This it does in collaboration with various government ministries and training institutions. The booklet contains career and training opportunities open to school leavers in the succeeding year. It does not only indicate the qualifications required for each career but it also indicates the actual number of places (vacancies) there will be in each career and the number of applicants there were for that career in the preceeding year. This information helps the student to know the amount of risk he is taking in choosing any one career. The booklet is used in conjunction with the Handbook for Guidance and Counselling Section. Students must study the two publications before they can enter their career preferences in the official career forms.

#### 4. Kenyatta University

Kenyatta University College is doing much in guidance and counselling related researches and activities as will be evidenced by a paper that will be presented to this workshop later.

#### 5. Ministries of Home Affairs and Culture and Social Services

These two ministries are also engaged in activities of a guidance and counselling nature as will be seen from the papers they will present to this workshop later.

#### 6. Others

Other non-governmental and voluntary organizations such as the NCKK, UNDUGU Society, SOS villages etc., which take care of destitute children and other under-privileged members of the society normally have guidance and counselling services knitted into their aid programmes. Their guidance and counselling services may even extend to individual families.

### III. Constraints

As is the case with many programmes in developing countries, guidance has not been without its share of setbacks mainly hinged on budgetary constraints which have expressed themselves in the form of:

- (i) Lack of training facilities to produce qualified school and industrial counsellors and clinical psychologists
- (ii) Lack of physical facilities and resource materials
- (iii) Lack of funds to carry out relevant research

### IV. Future Plans

With the increasing need for guidance and counselling for our youth who are in and out of school, the government will endeavour to increase and strengthen guidance and counselling services through:

1. Inservicing of teacher counsellors and Heads of institutions.
2. Appointment of full-time Guidance Officers at Provincial and District levels when and as funds allow.
3. Reviewal of Teacher Education curriculum with the intention of giving the study of guidance a wider and deeper scope.
4. Establishment of Guidance Centres at District Levels.
5. Provision of physical facilities and resource materials as funds become available.
6. Research in order to come up with ways and means of improving on our existing programmes.

7. Closer co-ordination of guidance services within the various government ministries, departments and institutions.
8. Specialized training for guidance personnel.

Kenya has benefited to a certain extent from her participation in subregional workshops and seminars organized by ECA. It is Kenya's wish to participate in more of such seminars and workshops. Preferably this should extend beyond the circle of ECA and involve other international and professional organizations. Educational exchange programmes for guidance personnel and sponsorship for specialized training are other areas that Kenya would wish to see enhanced.

#### CHAPTER 4

#### GUIDANCE AND COUNSELLING AT KENYATTA UNIVERSITY

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<sup>1/</sup> Contribution by L.B. Wanga, E.O. Olela and W.G. Mwangi, Guidance and Counselling Unit, Kenyatta University, Kenya.

## GUIDANCE AND COUNSELLING AT KENYATTA UNIVERSITY

### I. History and Structure

Kenya University College now Kenya University was established by an Act of Parliament in 1972 as a constituent college of the University of Nairobi. Prior to that, the premises had been used for various purposes which included being a British Armed Forces Base.

The bachelor of Education degree courses began in July of 1972. A department designated as the Student's Welfare Department and headed by the Dean of Students was the one (as the name suggests) responsible for looking after the students' non academic matters. These included residential, personal and group activities. The Dean of Students was also responsible for the students' disciplinary matters. This role as all of us will surely appreciate produced a lot of conflict for the department. The students were understandably unable to trust and therefore confide in individuals in this department who wore so many different hats. The role of Dean of Students as a helper and as a police officer were incongruent and soon began to be very discomforting even to the staff members in the department.

The college had however, always deployed people in the helping professions to work in this department. This we believe has been a clear indicator that the need to cater for the non academic aspects of our students' lives has always been apparent and recognized. Having staff members with this type of professional orientation and interests in the Student Welfare Department has been beneficial in that although they were initially deployed as administrators they have been the ones who have pushed for the refinement and differentiation of the duties and responsibilities of personnel in this department to the extent that roles are no longer interchangeable with those of other staff members on their level in the same department. There is a clear demarcation of duties and they are identified as counsellors. This autonomy has been effected by establishing a counselling unit which has its own budget, members of staff, and for all practical purposes operates like an independent department. This separation only took place in 1984 although the proposal for this move was submitted in the seventies.

Prior to this delineation, counselling staff were expected to consider themselves administrators first and suspend their counselling operations if there were staff shortages in the departmental administrative sector. These days poaching of counselling staff only takes place if shortages occur in the Educational Psychology Department where counsellors are expected to serve as part-time lecturers.

There are three full-time counsellors in the unit. We are also supposed to have ten (10) wardens who are recruited from among senior members of the teaching staff. The role of the wardens complements those of the counsellors.

Wardens are expected to spend time outside the classroom with the students they are assigned to, getting to know them, listening to their concerns etc. They are assigned to dormitories.

We also assign each student to an academic adviser who is again a senior member of staff when they come in the first year. This group of advisers is expected to follow the students progress on all academic matters. The coordination of all these programs is done by the counselling unit.

Once a week we have a consultant psychiatrist who operates from the Health Unit for both staff and students and we link directly to him on an individual or group level for referrals and consultations.

Within the counselling unit we have a section which concentrates on providing specialized services for our disabled students. The Majority of these are blind so this section has braille transcribers and technicians to repair their equipment. Students with other disabilities also have their needs catered for in this section if its disability related otherwise they are all integrated in all other areas and for all other purposes.

## II. Problems and Constraints

### 1. Acceptance

Is the concept of guidance and counselling accepted at the university?  
Yes and No.

Yes, because the university saw that there was a need for a counselling programme for students and staff and accordingly established the Counselling Unit.

No, because it has become quite apparent that the concept of guidance and counselling has not been fully understood and accepted wholly by the university students and the academic staff.

### 2. Students

- (a) There are no counselling services in the primary and secondary schools. The students are being introduced to guidance and counselling programmes for the first time at the university level. Hence there is a degree of resistance especially when it comes to personal discussing problems with total strangers.
- (b) Counselling is often associated with mental illness. Given the various misconceptions about mental illness, these are often extended to counselling process. Hence there is some reluctance in the student as they do not want to be associated with mental illness.
- (c) There are some cases referred to the counselling unit by the student disciplinary committee such student associate counselling with punishment hence they are very reluctant about counselling.

### 3. Staff

There is often talks among the academic staff about the need for more programs on guidance and counselling especially during campus unrest, but when it comes to decision making on matters pertaining to students welfare the counselling unit is often left out. There is also a tendency of rejecting some recommendations made by the counsellors with regard to some student problems, e.g. if a student misses an exam because of psychological stress. A counsellor's report on the same will be rejected by the academic staff, unless of course such recommendations are backed by a medical report even though the case may not be a medical case.

There are three counsellors to the student population of around 3,000

There are a lot of movements among the senior staff hence it is not often that you find all three in the unit at any given academic year. Consequently, some programmes have to be suspended.

There is also problem of securing appropriate supporting staff for the unit. This is partly due to the newness of the unit.

### 4. Financial Constraints

There is a general lack of:

- purchase of necessary equipments e.g. videos, tape recorders, test batteries etc.
- doing research on problem encountered by students
- development of relevant literature on guidance and counselling
- psychological testing measurement and evaluation
- transportation
- improvement and expansion of physical facilities.

### 5. Administration

Administratively the counselling unit is under the Dean of Students. This may create problems because of the conflicting roles of the two offices especially on disciplinary matters.

Helper versus disciplinarian.

## III. Guidance and Counselling Programmes

### 1. Contact with the Client

Several methods are employed to reach the student in need.

## 2. Classroom or Outside Field Interaction

Some members of the Guidance and Counselling Unit teach on regular basis on a reduced work load. They interact with students and other members of staff on routine basis. The interaction creates a rich source of identifying those that need the counselling services.

## 3. Reference Card System

The unit has printed out forms. These forms are supplied to various departments. When a student is identified by a staff member or department head, he fills the form and sends it to the unit with or without the student. The counsellor at the unit then makes the necessary arrangements to get in contact with the student.

## 4. Record or Report Form

Detailed report forms are used by counsellors to keep necessary details about the client. These are strictly confidential. When necessary the record form may be used as a source of information on writing a report of the progress of the client to the requesting agency (department).

## 5. Medical Clinic

Kenyatta University has a well organized medical clinic with qualified staff (doctors and nurses). A student who visits the Medical clinic and is diagnosed as having psychological problems is referred to the unit for counselling.

## 6. Self-referral

Many students do walk into the unit freely and may book to see a counsellor of their own choice. They may do this by booking for an appointment by the secretary (secretary's desk book) or by simply walking into any counsellor who may be free. We get a larger proportion of our clients in this manner.

## 7. Administrative Referrals

This are largely disciplinary cases that require investigation. Most of the cases come by way of the Dean of Students office. Naturally, these are the most difficult group of clients we deal with. They tend to view out services as a support of the administrative punitive measures against them. we do our best to avoid the negative stigma.

## 8. Individual Counselling Process

In most cases we adapt the Rogerian (Carl Rogers 1961) model, Client Centred Approach. This system proceeds by way of:

- Analysis - Understanding the client by collecting necessary information
- Historical background

- Tests
- Records

Synthesis Summarising the data available

Diagnosis Getting into grips with the nature of the client problems

Counselling - Running the client through necessary therapies  
e.g. Discussion, exercises, tape-record listening, reading assignments

Follow-up - Requesting the client for continued feedback even when the problem does exist no more.

- Checking with the department concerned on the client progress.

Counsellors are not restricted to this method. They use precision in dealing with each case.

Some cases are too urgent or sensitive and require immediate action

#### 9. Group Counselling Procedures

Often by way of self-referral, we are able to identify common problems that affect a group. An example is when the exams are approaching. In such cases we send out notices to all the students to sign in for evening counselling workshops like, work pressure reduction techniques, anxiety management skills, study skills etc. Such workshops are organized by the counsellors after work (7-8) evenings. The response and the feedback on this group process are very encouraging.

#### 10. Public Lectures

Public lectures from another good group guidance programme. Public speakers both internal and external in related areas psychiatry, medicine, family planning, teachers service commission etc; are organized by the guidance and counselling unit in collaboration with the Dean of Students office.

#### 11. Orientation

New student orientation programmes are organized by the guidance and counselling unit as a form of group guidance.

#### 12. Consultation with other Departments

The Guidance and Counselling does not fall short of noticing the efforts organized by other departments in helping students manage their problems. Every department has academic advisers, examination officers and subject specialists. The unit maintains a good and free communication system towards helping the students. Counsellors at Kenyatta University are well received at a departmental level. They are viewed as providing essential service to students.

### 13. Consultation with other Professionals

At present the medical doctors and the psychiatrist are the most active source of our consultation on student problem. It is hoped that the contact with others as listed in the structure will increase.

### 14. Consultation with Parents

There are many student problems at the University that require consultation with the parents. When this appear necessary every effort to get in touch with the parents is made with the help of the Dean of Students Office. Experience shows that consulting parents is the best way though in solving both family and other complicated student problems.

Often during the analysis part of the counselling process, consultation with parents and peers shades light to the nature of the problem and possible solutions. Counsellors at Kenyatta University highly utilise these methods.

## V. Special Services

1. Blind Students: Kenyatta University admits blind students to the educational programmes. The Guidance and Counselling Unit is charged with the responsibility of catering for their needs other than boarding longing. At the unit we have trained barailists who convert print to braille for them. We also supply them with other necessary materials like brailles, tape recorders, walking canes and typewriters and of course guidance.

2. Career: The Unit liases with the Teachers Service Commission in staffing the finalists. We help them complete teaching career forms and send them to the Teachers Service Commission because of the nature of training programme (Education) career counselling as an activity is minimal.

3. Training Programmes: Kenyatta University has no training programmes for counsellors. There is however a one-unit course in the department of Educational Psychology. This generally is a theoretical course that simply creates an awareness of the concept of guidance and counselling. We have proposed that guidance and counselling be introduced in the normal curriculum as an optional teaching course. We also proposed for a start to the MA Degree in Counselling.

These are long term objectives which can only be fully realised once the unit has been established as a department of its own. Not an apandage of the Dean of Students Office.

CHAPTER 5

GUIDNANCE AND COUNSELLING IN LESOTHO<sup>1/</sup>

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<sup>1/</sup> Contribution by Mercy R. Montsi, Institute of Education, National University of Lesotho

## GUIDANCE AND COUNSELLING IN LESOTHO

## PART ONE

I. Introduction

Two consecutive accounts on the state of Guidance and Counselling in Lesotho appear respectively in reports on the proceedings of the 1980 UNECA-Ministry of Education national workshop on guidance and counselling held at Roma, Lesotho in 1980 and the SOLESWA Educational Research Seminar held in Gaborone, Botswana in 1981. This paper is an up-date of these reports, no attempt will be made to repeat information already contained in the above reports.

It appears that, since the second report, not much has been achieved in terms of formalizing and professionalizing guidance and counselling services in education and employment institutions and agencies. Not much has been achieved in terms of establishing a national organizational structure which had been proposed in the first report to facilitate collaboration and co-ordination at country level.

The teaching of guidance and counselling is still suspended at the National Teacher Training College, the only other teacher education institution in addition to the University. The University still offers only one optional counselling course through the Educational Foundations Department of the Faculty of Education. The activities of the Guidance and Counselling Office of the Ministry of Education have been suspended since 1980 when the officer-in-charge transferred out of the Ministry. The National Manpower Development Secretariat too lost the service of a specialist counsellor through staff turnover. The guidance and counselling activities at school level, if any, are run by individual and interested schools with no apparent and direct leadership from the Ministry of Education.

Counselling services in labour department, rehabilitation and other social welfare agencies are done by social workers, psychiatrists, a few counsellors, and teachers. But it cannot be said that guidance and counselling has perse not taken off in Lesotho.

It appears, however, that guidance and counselling has taken a different form. Initially, the service was promoted by the government ministry and appeared to have been resisted, especially by schools which seemed to feel that it was an effort by the high echelons to impose additional work on them without the concomitant facilities and enducements. Now, when the direct ministerial inputs have died out, there is a school wide demand for reinstatement of leadership in this area. Individual persons and institutions take the initiative to develop, promote, co-ordinate and collaborate guidance and counselling activities at all levels.

This paper discusses the present state of guidance and counselling in Lesotho under the following broad areas:-

1. Policy - What is the state of policy guidelines for guidance and counselling?
2. Intermediate institutional services - What are such departments, agencies, institutions as Ministry of education, or training institutions doing in order to provide facilities, services, training materials and organizational net work to facilitate activities of the "hands-on" counsellors.
3. Dispensing services - What are such agencies as families, rehabilitation centres, service ministries and institutions doing?
4. Research service level - What research is being done in Lesotho in the area of guidance and counselling to facilitate the whole spectrum of guidance and counselling services and programmes at all of the above three levels - policy, intermediate and dispensing service levels?

It is, of course, to be noted that these general levels of services are imposed for convenience of discussion. The subdivisions are adopted in this paper of convenience because they were applied in the discussion of guidance and counselling issues at a guidance and counselling workshop held on 26-27 June 1986 in Maseru.

## II. Policy

Following the report of the Education Sector Survey Task Force of 1981 which, amongst others, emphasized the need for guidance and counselling, a number of commissions and reports followed. Some of these outlined general educational policy guidelines. One of these reports, the Educational Policy Guidelines of 1981, even divides these by school levels from primary to tertiary.

It may, therefore, be possible to indirectly infer guidance and counselling policies with respect to school and institutional education. This, indeed, still leaves a lot to be desired. It is when policy is clear and direct that the intermediate service agencies can appropriately place guidance and counselling among their priority programmes.

## III. Intermediate Service Agencies

This refers to those ministries and agencies such as training and facilitating institutions which provide for the hands-on counsellors and guidance personnel.

Regarding training, none of the local institutions offer any significant programmes. The University still offers only one optional guidance and counselling course as part of the teacher education programme. The Teacher Training College had its counselling course suspended since the late 1970s.

But, on the positive side, a number of efforts have been taken by individual institutions with respect to in-service training programmes. The Irish Volunteer Service has for some time since the early 1980s organized school

guidance and counselling workshops for secondary teachers. This Volunteer Service is in the process of publishing a careers handbook for Lesotho secondary schools leavers.

The Lesotho Catholic Bishops Conference runs biennial training workshops for Catholic youth leaders. Career guidance has been a permanent feature in the time-table for these training programmes. More recently the Lesotho Planning Parenthood Association and the Department of Labour have, respectively identified and included guidance and counselling as one of their important components in the in-service training programmes for Family Life Education and Labour Officers.

#### IV. Dispensing Service Level

What amount of direct counselling is offered, to whom, by whom and when? It appears that at school and training institutions level, the honor is left to the staff to do what they can within their competencies to offer whatever counselling and guidance they can. It has been estimated that there are about ten fully trained local counsellors in the country. And only up to half of these actually work in situations where they offer counselling. It has been observed that in some situations in some schools, institutions and departments, trained counsellors offer counselling services only as peripheral services to their work. And when they do, it is at a crisis interventional level.

It has been suggested that this is a result of lack of an organizational structure which is deliberately designed to facilitate counselling services. There is only one vocational training institution in the country which has counselling, placement and career development departments.

At school level, the initiative is left to the individual schools. The Department of Labour has recently approved a vocational rehabilitation project which is to include counselling for the disabled. Labour officers are now being exposed to some aspects of guidance and counselling with the hope of facilitating their daily functions.

At the teacher training college, efforts are underway to initiate and revive the personal tutors programme in which student counselling is to play an important role. For a long time the University had only one trained counsellors whose counselling role was very minimal, coupled with a range of administrative responsibilities in the students welfare office. The number of qualified counsellors in this office has been raised to three and plans are underway to evolve an organizational structure which would enable these counsellors to offer student counselling services.

The Prisons Rehabilitation Department employs social workers and at the time has at least one trained counsellor to provide rehabilitation and vocational counselling to inmates.

One of the mission hospitals runs an alcohol rehabilitation centre and a crisis clinic in which specialist worker with assistants provide rehabilitation counselling.

It is clear that by and large most of the counselling services are currently offered at a crisis interventional level with no sustaining and networking or follow-up services. This is the case at all levels and throughout the educational, vocational and personal levels of counselling. For example, tertiary institutions do not have any outreach guidance services to co-ordinate and collaborate with their feeder institutions to ensure that students make realistic and enlightened tertiary training choices.

The employment agencies or the Department of Labour too do not do any such outreach. Employees or job seekers have to reach the doorsteps of the Labour Office before they can get any information about the job possibilities.

There are very limited, if any at all, preventative guidance and counselling services at any level-education, training, employment or other social welfare level. Counselling at pre-school and primary school levels have been neglected even by the Ministry of Education. The Police Public Relations Office offers some counselling to-out-of school youth and adults.

#### V. Research

In early 1985, the University Institute of Education opened a Division of Guidance and Counselling. It is primarily an applied research institute. And, being a small institute, in terms of the size of its establishment, which depends on the collaborative research strategy in which a number of interested individual are encouraged to undertake research in their areas of interest in collaboration with the Institute staff, it has been possible to bring together a number of counsellors, teachers and curriculum developers to undertake research in guidance and counselling.

During 1985/86, a number of collaborative research programmes have been initiated. A team of secondary teachers, vocational trainers and member of the Institute started a research project on integration of guidance and counselling in classroom activities. This project, although still in progress, has interested a number of teachers at all levels (including primary level vocational training level). A number of observers have expressed a strong wish to start a similar project with the aim to respond to specific problems in their settings.

A team of the counsellors at the University have drawn up a research project on guidance and counselling at university level. It is hoped that regional collaborators can be identified to participate in the project. As part of a data collection method for this project, a meeting of academic faculty tutors was held in June. There was a high enthusiasm to use this platform to implement some of the short term results of the project. This was taken so seriously that even though the research exercise is still at the initial stages, some of the information collected at that meeting has been used to review and re-design the university orientation programme for new comers to include a substantial component of educational guidance and socialization into university life.

Participants at that data collection meeting have also made definite recommendation to ensure that an ongoing communication platform is maintained to enable exchange of experiences and expertise by tutors from all faculties.

In late June a national workshop was held on research priorities in guidance and counselling in Lesotho. This too has enabled counsellor, who have otherwise been working in isolation, to come together, share experiences and address common issues. Amongst others, this workshop has resulted in a definite recommendation by participants to establish a permanent platform for counsellors and related specialists to promote and professionalize counselling and guidance in Lesotho.

Development and undertaking of applied research projects in the field has been identified as one way through which the guidance and counselling services can be sustained in Lesotho inspite of the fluctuating institutional/ministerial commitment.

## VI. Conclusion

It can be concluded that a noble start has been made in terms of re-establishment and provision of guidance and counselling. It remains to be seen as a research result are obtained what line policy making and intermediate service institutions take. There is no doubt that the multiplier effect of the few counsellors presently in the country can be highly enhanced by the provision of definite policy guidelines which should be translated into real local training and service programmes.

## PART TWO

### I. Introduction

The UNECA guidelines has requested information on the state of occupational testing and career guidance, personnel, organizational arrangements for occupational testing, career planning, programming, guidance and counselling under the following three broad categories:

- Objectives and policies for guidance and counselling including occupational psychological testing
- Guidance and counselling programmes
- Occupational/psychological tests

This following summary is an attempt to summarize and provide direct responses to each of the questions raised under each of these broad categories.

## II. Objectives and Policies for Guidance and Counselling

1. Objectives and Policies: There are no stipulated rational policies for guidance and counselling for Lesotho. However, the different national development plans often refer to the need to offer career guidance and counselling to school students in order to ensure that they choose and enter vocational training institutions and jobs in accordance with the country's manpower priority needs. The emphasis is often on the need to have students selecting training areas wisely to ensure that the chances of haphazard midstream change in vocational training is reduced to a minimum

This is very significant because even though tertiary education is not free in Lesotho, government makes a very high financial inputs in terms of bursaries and scholarships. For example only a very insignificant number of local university students pay their own fees.

2. Role played by government ministries concerned in support of these guidance and counselling objectives and policies: The following organizational changes and development may be seen as some contribution (even if indirect) to the promotion of assumed career guidance objectives in Lesotho:

- In the late 1970's the Scholarship Unit of the Ministry of Education was elevated to a National Manpower Development Secretariat with broader responsibilities and facilities;
- At some stage this Secretariat had even trained and engaged a full time guidance officer.
- Also the Secretariat has been brought together with the Department of Labour under a new Ministry of Manpower Planning and Development.

## III. Guidance and Counselling Programmes

### 1. Ministry of Education

Guidance and counselling programmes in the Ministry of Education have been suspended since 1980. It has been indicated that plans have been initiated to reinstate these programmes.

The Department of Labour is cooperating with the International Labour Organization to run in-service workshops to officers specialized skills including vocational guidance, to labour officers.

The Ministry of Health, Social Welfare Department, Police Public Relations Office, Legal Aid Unit, Lesotho Catholic Bishops Conference, a few of the private missionary organizations in Morija, Lesotho Planned Parenthood Association, the Red Cross and some private special education and rehabilitation centres run a variety of guidance and/or counselling services. These range from adolescent counselling, marriage counselling,

crisis interventional counselling, marriage encounter counselling, vocational counselling, career self-development advisement, legal advice/counselling, rehabilitation, etc.

It appears that only a limited number of these agencies offer these services through the use of specialized personnel such as clinicians, psychiatrists, social workers and counsellors. A study is being developed to assess the level of the use of professional personnel.

To date slightly over ten trained counsellors have been identified in the country, and some of these are not working in areas related to any of the above listed guidance and/or counselling programmes. For this reason, it has to be established through research if these programmes could indeed be described as formal guidance and counselling.

It was suggested at a recent meeting on guidance and counselling at the National University of Lesotho that university applies a crisis interventional approach to counselling and guidance and that if any preventative counselling is offered, it is merely incidental. A study is being undertaken to analyse this.

## 2. Clientele for guidance and counselling

It is not certain that, generally guidance and counselling, as a discipline and profession is fully understood by many of the organizations that are said to offer it, or is it fully understood by the potential clientele. It is not certain that the same understanding or perhaps the definition of guidance and counselling is relatively the same across the various agencies which have has been termed guidance and counselling programmes.

Also no study has yet been undertaken countrywide to identify all the agencies which offer guidance and counselling. And since there is no national policy, each institutions will have defined its own institutional guidelines. For some of the commonly known institutions the clientele has included the following categories of people:

- Migrant labourers, especially those working in the mines of the Republic of South Africa, who are plagued with family problems
- Youth (especially the school going) who seem to be facing a number of emotional, psychological and health problems
- The unskilled job seekers faced with the ever shrinking job market coupled with the uninviting rural life
- Physically and mentally disabled who seem to be completely uncatered for in the regular education system and facing an unwelcoming job market

- The employed semi-skilled and unskilled labourers who lack sufficient information or an understanding of their employment rights and opportunities for career self-development
- Trainees and graduates of some education institutions where there are counselling and placement services (such as the Lesotho Opportunities Industrialization Centre)
- Mentally disturbed and their important social associates who need to help outgoing patients to be reintegrated into their societies
- Parents of the vocationally trained physically handicapped children who need to be assisted to re-establish themselves in their communities.
- Victims of alcohol, substance and drug abuse
- Prisoners
- School children in secondary schools and training institutions

### 3. Collaboration/Linkages/Coordination

No formal linkages exist between and among any of the different agencies offering guidance and counselling. Only recently in June 1986 was there an effort by the MUL Institute of Education and the Student Welfare Department to bring together university personnel who were involved in one aspect or other of guidance and counselling. A step was also taken to bring together individuals from a number of such organizations throughout the country to participate in a workshop on research priorities in guidance and counselling.

Initial indications are that this may develop into some national collaboration of guidance and counselling.

### 4. Occupational/Psychological Tests

In the early 1970s Lesotho, through the Ministry of Education, participated in a Regional Testing Resource Centre with Botswana, Malawi and Swaziland. About four locals were trained up to masters and doctoral levels to man the Lesotho Centre. The Guidance and Counselling Unit was to form part of the Centre. But the Lesotho section of this Centre functioned for a very brief period. It assisted a number of institutions with the development and use of Internationally Developed Tests (ID Tests). Some vocational training institutions such as the Lerotholi Technical Institute and the Nursing College, used the vocational aptitude tests from these ID tests for selection purpose for first admission. The University used the academic aptitude battery for the Mature Age Entry Scheme. This latter test scheme has been recently re-instated and was first applied on a trial basis for the selection of mature students into the university degree programmes.

The guidance and counselling unit of this Resource Centre did not develop any local tests for local use. Some interest inventory scales used in other African countries, such as Zambia, were being explored for possible use in

in the Lesotho guidance and counselling activities; But this had hardly taken root when the Ministry's counselling unit and the testing centres were de facto closed. Therefore, by and large, psychological testing is only minimally used.

#### IV. Intra-African Cooperation in Guidance and Counselling Programmes

As early as the early to the middle 1970s there was a concerted effort to maintain collaboration among the BOLESWA guidance and counselling activities especially the testing aspect. There has been cross-visitations during workshops. The 1981 BOLESWA Educational Research Workshop culminated in the establishment of a regional educational journal through which guidance and counselling articles could be published.

Following an IDRC-funded study tour by the research fellow responsible for guidance and counselling in the Institute of Education, collaboration at the national level was aggressively pursued. This further resulted in the drafting of a research project which would bear more valuable results if undertaken at a regional level beyond just the three countries.

Colleagues attending this workshop are invited to look through the draft proposal of this study and also to kindly assist by completing a questionnaire which is intended to collect information at a regional level.

It is also hoped that some of the colleagues attending this workshop would find time and be interested to collaborate in this study. There is also a history of collaboration with the UNECA since 1980.

#### V. Problems/Constraints

Constraints in the development, promotion and professionalization of guidance and counselling were discussed at length at a recent workshop on research priorities in Guidance and Counselling. Some of these problems include the following:

- lack of policy guidelines and a national organizational structure for guidance and counselling
- isolation of the very few trained and experienced counsellors in the country
- lack of an appropriate sustaining platform for professional communication and exchange
- lack of up-to-date information necessary for efficient educational, vocational and personal counselling
- lack of local empirical information and research on which to base decisions and programmes at all levels

## CHAPTER 6

### GUIDANCE AND COUNSELLING IN SWAZILAND<sup>1/</sup>

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<sup>1/</sup> Contribution by D.D. Nsibande, Ministry of Education, Swaziland.

## GUIDANCE AND COUNSELLING IN SWAZILAND

I. Introduction

The Government is already aware of most of the problems that face our education system. One of these problems is the system's inability to adequately prepare young people for the world of work, and worst of all, for facing unemployment. Most school leavers are unable to make realistic career decisions and choices. This is particularly because they are not aware of their own talents. They are not given enough opportunity to explore and develop those talents and make use of them. Parents too, are unaware of their children's capabilities and interests. Because of this, many talents may be misplaced. This leads to a waste of human resources which in turn leads to the waste of training time and money.

Therefore, the government realized the need for the establishment of the careers education and guidance office and programme. Its main purpose is to address itself to the problems highlighted above. This office is now under the Ministry of Education and its name is the Educational Testing, Guidance and Psychological Services. As the name implies, there are several functions of this department and career guidance is just one. There is the Head of this Section who is the administrator and coordinator of all the functions of this department, those are Career Guidance, Testing and Data Processing. The Head is responsible to the Director of Education who, in turn, deals with the Principal Secretary and then the Minister for Education.

II. Objectives and Policies for Guidance and Counselling Including Occupational Psychological Testing

The guidance and counselling programme started more than a decade ago. Its main functions were;

- co-ordinate guidance efforts in the country
- provide occupational and educational information
- train teachers in the area of guidance and counselling

However, the programme has not developed as expected because of various constraints. Some of these are:

- (a) The unit operated from outside the Ministry of Education and it lacked all the necessary acceptance by the schools. The unit was under the Deputy Prime Ministers Office which was responsible for labour affairs and vocational training.
- (b) Guidance activities have all along been considered as extra curricular. Students and teachers have generally not bothered with guidance until it was time students had to leave school. For a long time most headmasters seemed unconvinced about the need for guidance.

- (c) The guidance teachers have not been given recognition either in the form of an extra allowance or in the form of a reduction in their teaching loads.
- (d) There was no financial provision made for career guidance activities in the schools.
- (e) Very little training has been provided for the teachers - only three or four days workshops, during school holidays. This meant that the role of the guidance teachers has had a very narrow definition with the guidance teacher seeing himself mainly as a postman for transmitting information from the central unit to the student. He/she has played no part in the compilation of this information. He/she lacks the time and training necessary to undertake individual or group counselling.

### III. Policy for Guidance and Counselling Programme

Although Government has not yet come up with a clear policy statement regarding guidance and counselling most of the high ranking authorities understand and see the need for guidance in the schools. The idea is even more important these days when there has been a diversification of the curriculum.

In 1984, the Government of Swaziland set up a National Education Review Commission (NERCOM) to look into the present structure of education and make recommendations for the future. The following are the recommendations of this commission:

- (a) The system of continuous assessment should be introduced at all levels of education system throughout the country to enable a systematic follow-up of the progress of students through their school career.
- (b) Vocational guidance and aptitude testing should form part of the education system so that students are guided into fields for which they are best suited.
- (c) The Educational Testing, Guidance and Psychological Services should be strengthened at headquarters, regional and school levels and be provided with the necessary resources to implement their services.

If the Government takes the above recommendations seriously, the situation will change and a policy might be set. However, the Ministry of Education is doing the best possible to support the department.

### IV. Objectives of the Career Guidance Programme

The objectives of our programme may be listed as follow.:

- (a) To provide career guidance to students in all schools giving immediate priority to Secondary Schools.
- (b) Provide training to guidance teachers through bourses, workshops, publications and radio
- (c) Conduct aptitude testing to students.

- (d) Make parents aware of what career guidance is and what role they can play as parents.
- (e) Administer occupational tests for selection into jobs and training institutions.
- (f) Administer international tests for people who wish to study abroad.

#### V. Role Played by other Government Ministries

Other ministries do get involved too as we consult them and use them as referrals for some of our clients. These ministries include the Ministry of Health, the Ministry of Interior, Ministry of Labour, Ministry of Agriculture, Ministry of Commerce, Industry Mines and Tourism. Some of our students and school leavers have problems with alcohol use. These are referred to counsellors who are at the Ministry of Health. The Ministry of Interior serves as a referral in cases that indicate social behavioral problems. We also work with the private industry and some non-governmental organizations. Section B on Guidance and Counselling Programmes explains how our department gets involved with the private industry as well.

#### VI. Availability and Adequacy of Funds and Facilities for the Activities

Most of the problems that have already been highlighted in this paper, stem from the inadequacy of funds. We cannot visit all the schools as often as we wish because we would need to have departmental transport. It is very difficult to rely on the ministry's pool for transport. In addition, organizing some of our activities requires quite a lot of money e.g. organizing careers conventions, careers days, publishing occupational information. We feel that the money is not enough to do all these activities.

#### VII. The Guidance and Counselling Programmes

##### 1. Guidance and Counselling in Government and Non-governmental Organizations

###### (a) Ministry of Education

It has already been mentioned that the Career Guidance and Counselling Programmes is mainly under the Ministry of Education. So, it is mainly educational guidance and our main target group is secondary school students. We believe that secondary school students are soon going to be faced by the problem of making many decisions including that of career choice. The programme also attempts to reach parents through the radio but they are second in our priority.

The success of this programme lies with the headmasters and the career guidance teachers because even though the country is small, it is not possible for the guidance officers to reach all the schools. As a result, each year, workshops are planned for career guidance teachers so that they may be provided with the basic skills of counselling and guidance. We also have a one-day seminar for headmasters earlier in the year in an effort to strengthen the programme in the schools.

(b) Ministry of Labour

Our department does not have a placement section. However, these exist the Labour Exchange Office under the Ministry of Labour which is responsible for placement and has most of the information about job vacancies and where people might find jobs. These days even the Labour Exchange Office is faced with problems since there is an increasing number of school leavers who look for jobs and cannot find them, mainly because they do not match the jobs' requirements.

(c) Ministry of Interior

This ministry includes the Social Welfare Department. They counsel both parents and children who have personal and social problems. They may also refer their clients to the appropriate people if there is a need.

(d) University

It is very unfortunate that the Career Guidance Programme is not offered at our Teacher Education Institutions. But we are hoping that it will be introduced soon, following the recommendations made in the NERCOM Report. The University also does not have a department that deals with guidance. However, it supports our department in all our attempts of promoting the guidance programme. Once a year, the Guidance Office in conjunction with the University organizes a one-day seminar for headmasters. Here, we clarify the role of headmasters in the careers guidance programme. In addition, we discuss issues of common concern between schools and the world of work. Speakers from University, public and private sectors also participate. This has contributed a lot to the success of the guidance programme in some of the schools.

(e) The National Curriculum Centre

The National Curriculum Centre has also included a unit in its Grade 7 Social Studies Book. This is the last year of primary school. Its aim is to introduce the basic ideas of careers education and guidance at primary school level.

(f) Parastatal Organizations

We have also encouraged our career guidance teachers to attend seminars and workshops organized by non-governmental organizations such as the Family Life Association of Swaziland (FLAS), the Society for the Handicapped and others. FLAS work with the community and students to educate them about family life. They identify characters

that need counselling mainly in cases of family life problems, alcohol - drug abuse and refer them to appropriate people. This organization also participates when we organize seminars and conventions.

(g) Private Organizations

- (i) The Mbabane Rotary Club has also been very helpful in sponsoring a one-day seminar for Career Guidance Workshops for the past few years. Members of this club are either self-employed or employed by various organizations like banks, the sugar companies, building and construction. They organize speakers to give talks on their various specialties.
- (ii) A few industries assist with production and publication of our FORUM Magazine. In this way, we can get in touch with industry and schools. The magazine is specially geared for further training of guidance teachers. It is usually a follow-up of one term's guidance activities, progress reports and plans for future activities. Unfortunately, because of shortage of money, the department can only afford to send a maximum of three copies to each school and one copy to some of the industries through the Federation of Swaziland Employers.
- (iii) The Career Guidance Association of Swaziland (CAGAS) is also growing in strength. Membership is free to all interested individuals, organizations and career guidance teachers. The secretariat is with the Ministry of Education's Career Guidance Department. The executive consists of members representing each sector and showing interest in guidance activities. The involvement by industry is very helpful when the department plans careers conventions. During conventions, Form Three Four students from all schools are given an opportunity to interact with future employers. Students learn from the horse's mouth about job opportunities which are available and their entry requirements.

2. Linkages among the Various Ministries and Institutions

Although the institutions work so well together, there are no formal linkages. Most of the institutions are making informal efforts to get linked with other guidance and counselling institutions. We at the Ministry of Education see as part of our role, the coordination of all guidance activities directed at young people in the schools.

### VIII. Occupational/Psychological Tests

#### 1. Background

ETGPS is a measurement based organization having evolved from the institutional foundation of the Regional Testing Centre. Testing is fundamental to the major functions of ETGPS and underlies all of its related functions e.g. information for guidance, selection etc.

#### 2. Aptitude Tests Currently Used

For many years now an aptitude test battery has been administered to Form 4 students in the country. This battery is based on modifications of the Flanagan Aptitude Classification Tests (Flanagan, 1959), the AIR/USAID Internationally-Developed (I-D) Tests (Schwarz and Krug, 1972) and original versions prepared in Swaziland. For the first time in 1984 a similar battery was administered to Form 1 students. This battery is based on modifications of the Differential Aptitude Tests (DAT) (Bennet, Seashore and Wesman, 1966). However, no work has been done to gather local validity data on these tests and much still remains to be done in improving test score reporting and interpretation procedures. Immediate priority therefore, needs to be given to the design and implementation of research studies aimed at gathering local validity data on the presently used test batteries. Work also needs to be done in relation to the accumulation of local norms and improving test score reporting and interpretation procedures. A long term objective will be to develop more guidance tests and other guidance instruments in line with the guidance curriculum to be developed for primary school students.

#### 3. Development of Standardized Tests

The NERCOM Report recommended that:

"Testing for guidance purposes be carried out at the primary and secondary levels". This means that a great deal of work still has to be done. It implies that, there is a need for training the personnel to do aptitude test construction and development. At the present moment our officers need training in this area.

#### 4. Role of the National Examinations Council

The Swaziland Primary Certificate and the Junior Certificate fall under the National Examinations Council. Its aim is to evaluate past learning and helps in the task of selection into higher levels. It does not play any part in the development and administration of aptitude tests so far. However, the NERCOM has recommended that the certificates awarded by these examinations should be on the basis of performance on these examinations as well as continuous assessment. The department (ETGPS) has been asked to assist in the development of a system of continuous assessment to be introduced into all schools. It has also been asked to assist in the development of standardized

instruments to measure achievement at the end of primary school. This information, coupled with the aptitude test results should help in channelling students according to their capabilities. This should be in the near future.

#### IX. Staff Development

##### 1. Staff Needs - Present and Future

So far we have a shortage of trained personnel in the area of guidance and counselling. The Guidance Officers who have been appointed not long ago came straight from the teaching field. The measurement and testing section is also suffering as regards training since this area requires highly professional staff. However, the ministry is arranging that the staff concerned go for training before the end of this year.

Most of our guidance teachers have had no training also in the field of guidance, other than the two or three day seminars or workshops. These are usually held during the school holidays. Thus far, these teachers have not been given recognition either in the form of extra allowances or in the reduction of their teaching loads.

##### 2. Institutional Arrangements

An in-service training programme has been suggested which will be aimed at equipping teachers who have already been appointed as guidance teachers, with more specialized skills in guidance. This will be a post-graduate course. It is suggested that this course be mounted by the University in consultation with ETGPS and it must be offered at regular intervals, accepting a limited number of candidates per session. Its duration should be one academic year and it should lead to a post-graduate certificate in guidance. Holders of this certificate should then be placed on a higher salary scale.

#### X. Intra-African Co-operation in Guidance and Counselling Programme

##### 1. What Has Been Done in the Past

There has been no strong co-operation with other African countries so far. However, Lesotho at one time proposed that we start a Career Guidance Association for the Southern African States. However, the idea has not matured because of lack of funds to promote the idea.

##### 2. How Other Countries Might Co-operate

Intra-African co-operation might help all of us professionally since career guidance a new area and we are still struggling to get accepted on the school curriculum and time-table. Exchange of information about how other countries are doing would be essential. In addition, training and research would also be easier since, already, in some countries, career guidance is offered as a course in their universities or colleges of education.

## XI. Problems

It takes time for any new idea to be accepted, and, problems that crop up are just part of the development.

The Career Guidance Programme and Occupational Testing has experienced problems in all its ten years. Some have been solved, others are being solved and the rest we work with them. Some of our problems can be listed as follows:

1. Time - Many schools have not resolved to have time on their time-table for careers education and guidance. This is a stumbling block since many of our young people leave the school system not well prepared for the life after school.
2. Incentive for teachers - One of the NERCOM recommendations has been that teachers must get some kind of incentive. I hope this workshop will suggest some of the incentives that have worked well in other countries.
3. Transport - It is quite impossible to visit the schools with the existing problem of transport. The department depends on the Ministry's limited pool of cars to do all its activities including testing. This is a major problem since, for any programme to succeed, the people must be followed and encouraged. Workshops only, are not enough.
4. Parents education - Parents need a lot of education as well. They still play a big role in deciding what their children must do in the form of careers. Many children waste their time trying to pursue their parents ambitious ideas. Parents do not check their children's performance at school and thus end up with undrealistic ideas. A lot of parents heed to be educated in this area.
6. Literature - There is a shortage of careers literature. Books are not easy to obtain and there is a need for more general careers literature. Libraries are too far for some schools and they may not reach those services even once a month/year.
6. Shortage of funds - It must be emphasized that all the problems listed above are as a result of financial limitations. They cannot be solved all at once but gradually it will be taken care of.

## CHAPTER 7

# RESEARCH IN GUIDANCE AND COUNSELLING IN AFRICA: With Special Reference to Eastern and Southern Africa

1/ Contribution by Mercy R. Montsi, Institute of Education, National University of Lesotho.

# RESEARCH IN GUIDANCE AND COUNSELLING IN AFRICA: With Special Reference to Eastern and Southern Africa

## I. Introduction

The research agenda for guidance and counselling has to be bifocal. It has to respond to the specific and unique needs of each country as well as the regional needs and aspirations. At country level, it is necessary to:

1. Undertake some survey studies to identify the administrative, managerial and organizational structures within which guidance and counselling programmes are run.
2. Identify and describe, in some systematic detail, the various programmes in each country, (outlining objectives of each programme, identifying the counselling and guidance models, problems and needs which each programme purports to address, studying the level of success and/or failure in achieving programme objectives, possible relevance and appropriateness, etc.

Country papers presented at this workshop in many ways respond to these issues.

## II. Research Activities

At the regional level, research should aim at:

Identifying commonalities which may exist amongst programmes in the different countries,

Identifying unique features of some of the programmes and relating such features to socio-cultural, geo-political and economic situations in the respective countries.

Investigating models for collaborative activities/projects which could be undertaken on the basis of the commonalities of situations, interests and objectives.

Investigating and evolving a sustaining regional communication platform.

Mounting ethical experiments and other research aimed at evolving, developing and maintaining relevant professional levels in guidance and counselling.

Undertaking promotional research aimed at revealing the interdisciplinary function and relevance of guidance and counselling.

Undertaking a documentary and updating survey to ensure that, at any one time, each researcher has an up-to-date directory of research done in any of the member countries irrespective of whether or not such work has been published.

- Maintaining a list/directory of persons involved in/guidance and counselling and related areas (consultancy directory)

These are not exhaustive or even comprehensive objectives for local and regional research. It is however, necessary to ensure mutual support between the two levels of research. It is important that research activities at both of these levels are also aimed at enhancing individual professional proficiency, growth and development as well as contributing towards developing a closer affinity between the various guidance and counselling programmes and services and several human resources planning, development, utilization and socio-economic development in general.

One member of the NUL Institute of Education made a brief familiarization visit to some five countries in the region during February 1986. An attempt was made during this visit to compile an inventory of research done in guidance and counselling and a list of research topics which the colleagues who were interviewed would have wished to study. Because of the brevity of the visits these lists are very inadequate. They are, however, given below to indicate some of the areas of research, which some members in the subregion felt are of importance. Brief discussions of some of these research topics appear in the report of the study tour issued in April 1986. Limited copies of this report may be borrowed from UNECA, Guidance Unit of the Kenyatta University, Faculty of Education of the University of Dar-es-Salaam, Zimbabwe Ministry of Education, Psychological Services Department, University of Zambia Library and Psychology Department, and the Library of the National University of Lesotho.

1. Examples of some of the Guidance and Counselling Research Studies which are being carried out and were identified during study tour of February 1986

#### Ethiopia:

- school drop outs in higher institutions
- relevance of educational research
- evaluation of teacher education programme
- study of the handicapped
- the situation of guidance and counselling in primary schools
- the situation of guidance and counselling in secondary schools

#### Tanzania

- the impact and effectiveness of existing guidance and counselling in Tanzania
- also course-development-related research

#### Zambia

- guidance and counselling at the University of Zambia
- how secondary school students choose careers
- a search for uniform procedures which should govern leave of absence for UNZA students

- self disclosure by students to significant others
- adjustment problems for UNZA students, especially new comers
- also some research on occupational, clinical and standardized tests and other instruments in Zambia.

#### Zimbabwe

- a survey of guidance and counselling services in Zimbabwe secondary schools
- a survey of guidance and counselling services in Bulawayo region
- test of local applicability and/or appropriateness of the Progressive Coloured Matrices test and the Kent Reading Test
- test of the appropriateness of the vocabulary used in the grade 3 English Readers in Zimbabwe
- effectiveness of the use of Shona Word Recognition Test and Comprehension in Grade 4
- a longitudinal study into the predictive validity of the grade seven attainment test in English and Mathematics
- a study of proficiency in arithmetic at 'O' level

#### Lesotho

- integration of guidance and counselling in classroom teaching
- comparative analysis of guidance and counselling in Universities in Africa

The colleagues who were interviewed also suggested other study areas which need to be investigated. The following are some of the areas/topics suggested:-

#### Tanzania

- methods parents used to teach the youth about family life and the content of the lessons
- investigation of appropriate alternative methods for writing information booklets on family life education or youth

#### Zimbabwe

- research to support teaching of guidance and counselling courses
- research to support counselling dispensing services
- research into social self-expectations and economic realities (a study of discrepancies)
- impact of self-comparison with peers among adolescents
- development of up-to-date and definitive career paths information
- systematic research into some of the basic assumptions and questions (such as abasic cultural norms and their relation to career development and career aspirations)
- research to back up the development and effective application of locally relevant psychological tests and other psychological instruments

The above list is by no means a reflection of the total spectrum of research done in guidance and counselling in the cited countries. Indeed it is not a list of all of the research areas desired by specialists in the field in these countries.

It would be very helpful to future researchers if the list could be expanded to be as comprehensive as possible and updated regularly.

It is to be noted that each of the research areas suggested was on the basis of the identified problems, needs and objectives of the respective guidance and counselling programmes in the various institutions and countries.

This paper has not pretended to be comprehensive. It has provided some examples of the situation of guidance and counselling research in Eastern and Southern Africa. The paper is intended to enlist discussion on possible research models, research objectives and research agenda which would best support the guidance and counselling programmes in our respective countries.

## SECTION TWO

### GUIDANCE AND COUNSELLING

#### Special Services, Occupational and Psychological Testing

## CHAPTER 8

### PSYCHOLOGICAL TESTING IN ZAMBIA<sup>1/</sup>

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<sup>1/</sup> Contribution by N.M.J. Ngulube, Director, Educational and Occupational Assessment Service, Lusaka, Zambia.

## PSYCHOLOGICAL TESTING IN ZAMBIA

### I. Definition

Occupational testing implies the use of a standard scale of measurement such as psychological tests which attempt to assess the persons' potential or abilities that are essential for the performance of a particular job. Localization in this context refers to the extent to which the tests have been adapted or modified in order to suit the local situation in Zambia,

### II. Historical Background

At the time of Zambia's attainment of independence, there were no systematic measures for determining the potential of candidates for either training or employment. Employers and trainers of various institutions based their selection for employment or training on conventional examination results such as the Cambridge Overseas School Certificate. To base selection on criteria cited above was rather unreliable in that candidates who have attained the same results do vary in their future potential. Therefore, proper selection of candidates into jobs or training takes into account a variety of factors, such as aptitudes which are not always reflected in the conventional examination results.

Then soon after independence the selection into employment and training became even more complex - especially where there were thousands of applications with the same qualifications for a few places, and - whereby the Zambian Government was implementing a vigorous policy of Zambianisation in which indigenous Zambians were appointed to posts formerly occupied by expatriates.

Because of these pressures it was then realised that there was an urgent need of ensuring as far as possible that the local manpower are employed or start training in appropriate fields matching with the individual persons' abilities, aptitudes, interests etc.

The practical solution to this dilemma was to use a more reliable scale of measurement which could predict the person's future potential in addition to academic attainments in school.

The Northern Rhodesia Government then provided funds in order to: (1) explore the possibility of setting up a machinery that would help select boys and girls for advanced academic education. (2) identify adults for various types of training and appointments in technical, administrative and executive posts.

The work was undertaken by Brimble in the then Northern Rhodesia and eventually led to the development of a verbal and non-verbal intelligence test now popularly known as the "Special Paper". This was the beginning of the

psychological testing in Zambia. The "Special Paper" has since been used in this country at Grade VII level as part of the Secondary School Selection examination.

During the transition period the Northern Rhodesia Government provided further funds and the above research was undertaken by Professor MacArthur, Irvine and Brimble. The research findings led to the setting up of the "Northern Rhodesia Mental Ability Survey". The team started by assessing the use of psychological tests that were available for use in Africa at the time on a Zambian population. The team's interest was on identifying the abilities and skills which could be measured by the same tests.

Using tests borrowed from the National Institute for Research and Brimble's locally constructed "Special Paper", the Survey team tested 2671 students with Standard VI and Form II academic qualifications and workers drawn from schools and industries respectively.

The analysis from the Northern Rhodesia Mental Survey pointed out that subject to certain precautions it was possible to apply the concepts and some of the tests which have originated and developed elsewhere in Zambia.

Above all the Survey Team recommended that there was a need to create an educational and occupational assessment service that would be funded by Government.

Therefore, the Educational and Occupational Assessment Service (EOAS) was established in 1964 as a quasi-government department and administered by a Working Party under the auspices of the Office of the President.

Administratively, in the first three years the EOAS functioned as a multipartite organization in that the British Government provided technical assistance through the services of three qualified psychologists. The Zambian Government paid the salaries of supporting staff and operating expenses whereas the University of Zambia was a physical base for all operations.

In addition, the Mining Industry provided the salary, accommodation and supporting staff for an additional psychologist based on the Copperbelt but was responsible to the Director (EOAS) in Lusaka. From inception until a full-time Director was appointed in 1965 Professor Heron of the University of Zambia directed the work of the EOAS.

In 1968 the EOAS formally became a fully - fledged department in the Ministry of Labour and Social Services with an advisory role to the Civil Service, parastatal and private sector in personnel selection matters. The terms of reference are:

1. To provide the nation with practical and effective means of assessing the suitability of candidates for various types of education and occupation, for further training and promotion.

2. To provide orientation and training for senior officials in the Public Service and in the private sector who are or may become responsible for assessment on recruitment or for purposes of training, redeployment or promotion.
3. To assist Government in its Zambianization policy for the private sector in so far as assessment and selection procedures are concerned, and to levy such charges for this service as may be agreed by Government.
4. To develop suitable means of providing occupational guidance to individuals already in employment or unemployed, and to those entering employment for the first time.
5. To carry out research necessary for the construction of new tests and other procedures.
6. To develop reliable and more objective methods of evaluating on-the-job performance at all levels.
7. To carry out the research necessary for the evaluation of all procedures used with a view to make recommendations for alternative procedures for efficient utilization of manpower resources.

The EOAS is primarily concerned with the application of psychological methods of assessment in fitting men to jobs or training opportunities. The department is specialised in the use of aptitude tests which by nature are objective in assessing behavioural domains which are vital for the performance of the jobs. The majority of tests in current use are group and paper/pencil tests and are arranged in increasing order of difficulty. They also presuppose a certain level of educational attainment.

The department has a range of tests, namely:

- tests of general intelligence
- tests of mechanical ability
- tests of administrative/clerical
- tests of spatial ability
- tests of mathematics/arithmetic
- tests of language ability
- personality and interest inventories.

The tests in current use were previously foreign orientated but attempts have been made through research by adapting them to suit local conditions as will be demonstrated later this on in paper.

## 1. Introduction

Having given the historical perspective of Occupational Testing in Zambia, this paper now looks at the EOAS and the extent to which it has tried to localize its batteries since its inception. Localization of test batteries is easier said than done. It all goes without saying that if all Zambia's wishes were fulfilled vis a vis localization of test batteries, a lot more could have been realised than is the case now. The greatest achievement by EOAS in this respect has been through the Zambia Advanced General Ability Test (ZAGAT). Its status, administration and significance follow below.

In July 1971 ZAGAT was introduced in Zambian Senior Secondary School Programme. This test was developed by Psychologists from EOAS in conjunction with Psychologists from the Mining Industry. The main reasons for introducing this test were to:

- (i) provide a measure of general academic ability that would supplement school teachers assessments of their pupils' performance in individual school subjects
- (ii) provide this information in terms of a national distribution of ability among Zambian Form V students
- (iii) provide a standardized and objective evaluation of academic potential well before the official COSC results are known. This information should help not only teachers, but also prospective employers and other persons involved with assessment of potential for post - secondary education

## 2. Nature

The 60 questions of the test sample ability in English comprehension and elementary problem arithmetic and, of course, include many questions designed to test reasoning power or general intelligence. Its distinctive feature, therefore, is that it does not measure or examine ability in any particular subject or combination of subjects based on a formal school syllabus.

All the questions in this test are provided with a choice of five answers labelled A,B,C,D and E and only one of which is correct in each case. The task of the person doing the test is to work out which answer is correct and then identify it by writing the letter of that answer on a separate answer sheet. Six examples are given before the test proper to give testees a chance to acquaint themselves with the procedure.

## 3. Administration

ZAGAT is relatively easy to administer with very clear and precise instructions for the Examiners as it requires little and no particular professional skill. Time to do the whole test is 90 minutes.

From its inception in July 1971, ZAGAT was given to Form V students around June or July of each year. This period was ideal in the sense that there was no serious disruption of normal school lessons for Form Vs as would have been towards the end of the year when these students are frantically revising their work in readiness for their final examinations in November/December.

From 1975 ZAGAT ceased to be administered to Form Vs, but was instead administered to Form IVs in the last term of the year. 1974 was a transitional year when it was given to both Form IVs and Vs.

Each year a new version of ZAGAT is devised for the sake of security and security is very important in that:

- (i) there is a great amount of work entailed in constructing a standardised test of this nature;
- (ii) there is need to re-use the test in situations where people's abilities have subsequently to be compared with the established standards. It is for these reasons also that the tests are not made generally available to teachers and other people.

#### 4. Results

ZAGAT Answer Sheets numbering several thousands are marked either by hand or computer and the test scores converted to grades ranging from "A" (Highest grade) to "E" (Lowest grade). Each grade represents performance of percentage of people doing the test as per table below:-

GRADE	% AGE OF FORM V OR IV		DESCRIPTIVE EVALUATION
A	<u>TOP</u>	4%	Superior
B+		8%	Very Good Performance
B		12%	Well above average
C+		16%	Just above average
C	<u>MIDDLE</u>	20%	Average
C-		16%	Just below average
D+		12%	Well below average
D		8%	Rather weak
E	<u>BOTTOM</u>	4%	Poor

## 5. Use

There are still some employers and institutions which do not yet use ZAGAT grades for selection at all, but rely entirely on COSC results. However, ZAGAT results are, generally speaking, extensively used by many major employers. For instance, an employer might use these results for screening purposes to reduce a large number of applicants to manageable proportion before interviewing candidates and looking at other relevant information in greater detail.

The introduction of compulsory National Service for all Form V school leavers has affected to some extent the value of these ZAGAT results as a determining factor of school leavers selection for employment and training as by the time these Form Vs pass out COSC results which are valued more in vocational decisions would have long been known.

In vocational guidance ZAGAT results should not be used on their own, but always in conjunction with other information about the student's abilities and interests.

In conclusion one would say that the development of ZAGAT represents an attempt to develop a test which though foreign in orientation and principle has items considered suitable for local use and has totally local norms.

The EDAS has intensified its efforts towards localization. Where completely new formats are not feasible, a corollary strategy of modification has been prevalent. It is evident that cultural disparities between some tests is not as pronounced as it is in others. Those tests with minor cultural oriented variations need only to be modified to suit the Zambian situation. Where such modifications have taken place, the affected tests do not lose anything of the original reliability and validity. Such validation exercises have moved side by side with the modification exercises. The most affected and successfully modified tests are those of abstractions.

## 6. History of Abstractions Test and Its Localisation

An Abstraction Test is one of the psychological tests used in measuring intellectual differences among individuals. It is actually a verbal test of reasoning in which items in it require candidates to apply abstract reasoning to answer them. The test itself measures logical reasoning of the individual writing it and consequently intellectual capacity (Ungerson 1970). This type of test is different from attainment tests in that it does not examine ability in any school subject or combinational subjects in a normal school syllabus. The items involve education or experience which every normal person can be expected to acquire in ordinary exposure to living.

Historical background of the abstractions test goes back over eighty years when they were used to measure mental capacities of school going children in Britain and other western developed countries by psychologist like Alfred Bine, Cattell, Galton and others. They were also used to identify mentally retarded children who could not be easily taught (Anastasi 1982). After various scientific analysis of these tests by later psychological researchers like Spearman (1905), these tests were also used in government and industries to select potential productive workers. The army was one of the government services that made use of abstractions test in Britain to screen several recruits intellectually. Industrial managements also realised that intellectual workers, though not necessarily skilled, were necessary for efficiency and increased productivity in industries. To identify these workers therefore, use of abstractions tests by psychologists was necessary and these then were extensively used in manpower selection.

Although the abstractions test was commonly used in Britain and other developed countries, the agents of colonial rulers in developing countries, Zambia included, brought these tests to the colonies. At the time of setting up an Educational and Occupational Assessment Service (EOAS) in Zambia, the abstractions test was firstly used to select potential pupils for Form I places in secondary schools. (Allan's Cab paper 1971). This is what is commonly known as Special Paper 1 and it is still being used for the same purpose although this time it is an additional measure to attainment tests. The Civil Service also used a similar type, though of a higher level, to select candidates for training at the Staff Training College for promotion to the administrative and executive grades which were then available to Africans. These are the main areas in which the abstractions test was initially constructed and used for in Zambia. However secondary school entrance examination, after 1965 became a responsibility of the Ministry of Education and the abstractions test was then utilised distinctly in two fields. The lower one being the Special Paper 1 for secondary school entrance while what I may call the higher one was constructed for use by the EOAS in various fields of manpower selection for employment and training purposes in the country.

An abstractions test per-se is culture - free such that there have been minor changes in them for localization purpose other than having been adapted fully in Zambia.

But items that were considered to portray foreign ideas were removed such as those of imperial measure. While it is true that abstractions tests are foreign in nature, they have now been fully localised in a sense that they are being constructed, analysed and validated by Zambian personnel for Zambians under Zambian conditions.

It was mentioned in the introductory part that apart from the EOAS there are other institutions involved with occupational testing. The largest one of them is the Psychological Assessment Service of the Zambia Consolidated

Copper Mines. This paper has given PAS a considered space because of its significance and implications to the Manpower issues in Zambia. In this very section, other institutions involved in the occupational testing activities are also discussed.

#### IV. Other Testing Units in Zambia

##### 1. Mines - Psychological Assessment Service (PAS)

One of the Government's major objectives since independence has been to reduce the country's reliance on imported skills. The Mining Industry which is not only the largest contributor to the national income, is also the largest reservoir of skills. It has accepted responsibility for an enormous training effort for the Zambianization of a large and varied labour force-about 80,000 people in more than 3,000 job categories.

The Mining Industry's objective is to replace the remaining expatriates with Zambians as soon as qualified men and women are available and this placement is done through the services of the Psychological Assessment Service (PAS). This Unit (PAS) first operated in close liaison with the EOAS. The terms of reference of the PAS are similar to those given to the EOAS. These are to:

- (a) select and train suitable Zambians in the use of assessment producers developed for local use
- (b) provide such interim assessment services as are possible within the limitations of available technical procedures and the manpower resources of the service
- (c) carry out the research necessary for the development of selection techniques suitable for use in Zambia in both the educational and occupational fields.

The major difference between the EOAS and the PAS is that, PAS services are mainly used by the various divisions of the Mining Industry. The PAS, has since its inception conducted assessment of application for various jobs, training and promotion. It conducts some career guidance and counselling for incoming recruits and for some old employees. The PAS also runs some training workshops in conjunction with other units of the mining industry. In addition to these activities, this unit has maintained a viable research effort in test validation and development aimed at improving selection tools and procedure. Other research work here includes investigations of motivation and productivity, and accident.

##### 2. Nature and Types of Tests Commonly Used

###### (1) General Ability Tests

Tests of this type assess a candidate's general ability in English, comprehension, arithmetic reasoning and attention to detail.

They are used in situations where it is desired to predict an individual's general ability to take on learning in new circumstances. (Useful in predicting training performance among agricultural assistants, secretary trainees, basic executive course participants and managers in the field of marketing).

(ii) Perceptual Speed and Accuracy Tests

Another commonly used group of tests are those measuring perceptual speed and accuracy. These tests involve checking two apparently identical columns of numbers, or names, to discover slight differences or 'mistakes'. Another form of this kind of test requires the testee simply to write a certain number alongside a given shape, according to a key given at the top of the test page. A number of these tests have been widely used, namely, number comparison, name checking, clerical speed and accuracy tests and filing test.

These tests have been used as part of selection batteries for secretarial, card punching and filing job applicants or trainees.

(iii) Mechanical Comprehension Tests

Simple drawings of cogs, wheels, pulleys, levels etc; and questions involving their movements as well as other questions involving an understanding of basic physical science principals are features of the items in these kinds of tests.

(iv) Spatial Relations Tests

These tests require the testee to rearrange in his mind drawings of squares, rectangles and other sharp-cornered two or three dimensional shapes, to solve problems. Testees, may, for example be required to indicate which of several sets of shapes could be combined into a displayed shape. These tests are usually done under tight time limits and have been used as part of selection tools for technical and vocational training.

(v) Tests of Hand and Finger Dexterity

These tests are designed to assess manipulative skills of candidates. One of the best developed tests in this category that has been used in Zambia is the Wire-Bending Test. In this test candidates are given a number of wire designs which they must copy as best as they can with four pieces of soft wire.

(vi) Reasoning Tests Using Non-verbal Stimulus Material

These tests require the candidate to complete a problem of logical sequence, or a matrix by studying existing relationships between various given patterns, and then discovering the principal by which the patterns are related. E.g. the Ravens Progressive Matrices which in the West is sometimes referred to as an intelligence test. The Ravens Progressive Matrices test has been used quite a lot, and although no attempt has been made to adapt the test to Zambia, local norms have been developed.

(vii) Short Tests of Ability in Arithmetic, Mathematics, English and other Subjects

These tests which for most part have been locally developed or adapted for local conditions supplement information concerning candidates' standard of education attainment and very often this additional information helps in occupational assessment. In many jobs or training situations a candidate's ability in English, mathematics or Arithmetic is very relevant and for this reason therefore, tests of this nature have been found useful across a variety of occupational areas. Other tests in this category include tests on scientific knowledge (health, biology, physics and chemistry).

(viii) Aptitude (Special) Tests

As intelligence tests are limited in their coverage of certain abilities, special aptitude tests are used to assess these abilities. Those used in Zambia in this category of tests are mainly related to computer work. These are the computers' and programmer's tests.

(ix) Personality Related Tests

Another set of tests that have been used in connection with occupational assessment and vocational guidance in Zambia are personality related. Only two such measures have often been used in conjunction with occupational testing, career guidance and counselling. These are the Thurstone Temperament schedule and the GRZ Occupational Interest Inventory. The former of the two measures is a foreign test though local norms have been established. The latter on the other hand was developed in Zambia and norms based on a sample of reasonable size are in existence. This inventory has been used often to determine the occupational interests of Form V school leavers and provide them with Vocational Guidance.

#### V. Psychological (Testing) Service

The Ministry of Education has set up a careers' guidance unit in the Psychological Service Department. This has been in operation since 197L.

Its Functions include the collection and distribution of careers' information to schools, contacting educational and employment bodies to organize visits to schools by officers of the Psychological Service to advise and guide careers teachers, organising of careers' panels, general administration of all careers' activities undertaken in schools by careers' teachers and a guidance and counselling service to all the members of the general public who wish to make use of its facilities.

The careers unit has produced over the past four years a large number of information leaflets entitled "Careers and You" as well as career posters based on interest and careers and subjects and careers. All this information is supposed to be supplied to Secondary Schools throughout the country. The careers Unit is also responsible for keeping students Record Cards, General Students System public list, Occupational Interest Inventory which is a tool employed to probe one's career, Career Preference Forms where pupils fill in their choice of career, careers bulletin, career clubs and Regional Panels.

#### VI. Educational Testing

In addition to occupational testing the Psychological Service also designs tests for educational testing, viz, General Ability Test and Mathematical Ability Test, which they use for testing Grades 10, 11 and 12

#### VII. Department of Technical Education and Vocational Training (DEEVT)

The DEEVT is another centre which deals with vocational testing in Zambia. These mainly deal with testing trainees for entry into colleges. It operates fourteen institutions throughout the country, offering over ninety full-time programmes in fields such as Engineering Technology, Air Services Para-medical Commercial, Applied Arts, Business, Trades and Teacher Training. The tools employed for selection are aptitude tests, viz Zasti Test Battery for recruiting trainees for training in Air Services and the Zambia Aptitude Selection Test which consists of six tests, namely:

- Name Matching
- Arithmetic
- Word Matching
- Spectacle Test (Special Papers)
- Numerical Reasoning
- Figure Prescription Test

Their target group is mainly Grade 12 although in the past they used to test Grade 10s also.

### VIII. Discussion and Conclusion

This paper has provided a cross-sectional analysis of the status of Psychological Testing in Zambia. It is a status, however, confounded by a conspicuously fragmented role compounded by lack of comprehensive policies dealing with issues of recruitment either for training and/or for employment. That status of psychological testing is also beset with exacerbating factors cutting across the spectrums of both the testers and testees. In this section such issues will be raised with the hope of provoking a reaction suggesting of mitigating factors.

The ideal of psychological testing sprang from the EOAS and spread to organizations and institutions. As at present, the ZCCM, INDECO and DTEVT use psychological tests with the greatest single unit being ZCCM. The implications arising from the 'spread', have not all been positive. There is complete lack of coordination among these sister institutions. This problem of fragmentation has meant some kind of duplication of activities. The scramble for clientele ensures loss with the EOAS suffering the most loss as principally it is a non-profit making Government institution rendering its services free of charge to the public sector and charging a minimal token fee of about 2US\$ K15.00 per day to the parastatal and private sectors. The Psychological Service Unit of the Ministry of Higher Education also conducts some psychological testing although like is the case with many such institutions, the unit has dwindled to only manageable terms of reference (Grade VII Examinations) and that the batteries used originate from the EOAS. Those institutions and organizations which do not have such testing units have resorted to 'borrowing' test batteries for use in selection activities. The abuses that can arise from this practice cannot be over stressed. These and other related problems are some of the issues that fragmentation has brought with it.

Another area which bears efficacy on the operations of psychological testing in Zambia is the lack of legal status. Even before discussing that, one notices that recruitment policy is almost non-existent. With three sectors of the economy, i.e. public, parastatal and private, it is very difficult in the absence of a clearly defined and comprehensive policy on matters of recruitment to survive fully in the efforts to minimize subjective recruitment through psychological testing. As if the absence of policy was not enough to exacerbate the situation, there is also no bill to date passed to deal with objective recruitment (through psychological testing and other strategies). Efforts to solicit for an 'Aptitude Testing Bill' have been made every year but up to now we are still waiting. In the absence of such a bill to compel employers to pass through testing units for training, recruitment and promotion, the role of psychological testing dwindles considerably. There is no doubting the fact that occupational screening needs measures beyond mere academic qualifications. We are all quite cognizant that different individuals have discrete abilities which can only be measured through psychological testing.

The question of attitudes also plays a role in harrassing the status of psychological testing in Zambia. Negative attitudes towards objectivity in selection are prevalent, to the extent that the - isms - ranging from mere favouritism to nepotism in recruitment, have relagated psychological testing to a really very low ebb. Psychological tests are in some circles viewed suspiciously and resultantly, some people have taken on using the subjective means which have put those with the highest comparative advantage at a disadvantage. The variability in individual aptitudes obviously demands objective measures for their discovery. In the absence of psychological testing for recruitment and placement those recruited through the - isms - usually end up contributing minimally to the desired high productivity in organizations. A decree controlling recruitment and selection would probably obliterate these snoonymous entries into employment and thereby boost up activities in psychological testing in Zambia. The issue is admittedly a complex one when one looks at the number of privately owned companies enjoying complex autonomy with regard to recruitment and/or labour laws.

Within the organizations that deal with psychological testing, the problem of staffing prevails. The art of conducting tests should also mean expertise in the construction of such tests so that validation can go on smoothly. In Zambia today, the majority of the personnel involved in psychological testing do not have the desired appropriate qualifications in testing activities. The ZCCM and EOAS have personnel who have B.A. (Psychology), including postgraduate being qualifications in Psychology but without necessarily/specialized in testing issues. The other officers (Assessment Officers) and below them are Form V's with the barest orientation (on the job) to testing issues. As for INDECO and DTEVT, the situation is even worse. The implication of all this is a lagging behind in localization exercises of test batteries used. The felt need here is one of short courses or diploma courses with specific relevance to testing activities. Mere Psychology degrees without specialization in psychological testing do not fully suffice. The staffing issue has defacilitated the progress towards complete indigenization of test batteries.

On the side of testees themselves, there is a conspicuous problem of lack of sophistication. The examinees have speed, instructional and performance problems, not so much as emanating from the appreciable variability in individual aptitude, as from inadequate exposure to test taking procedures at school. The time factor has always proved fatal to many examinees. It is now the responsibility of us all involved in such testing in Zambia to seriously look into this issue as we make strides in localization exercises. The phenomenon of less sophisticated examinees has been quite costly in that even where instructions say that nothing should be written in the booklets, many booklets are rendered useless after passing through a few hundreds of examinees.

Thinking and worrying about a prognosis vis-a-vis psychological testing in Zambia leaves one with one very strong though purely speculative formula, viz:- The deemer the economic prospects, the brightern the status of psychological testing. This profound riddle is strengthened by the reality that even since the economy of Zambia started depreciating, there has been a tangible increase in psychological testing. It is a foregone conclusion that when many qualified people chase limited job opportunities, the need for screening increases. That is the situation in Zambia now. There is also a corollary effect on employers from such economic depreciation. Employers can ill afford to employ for its own sake. Given the limited availability of raw materials and foreign exchange, employers will take on people with the highest comparative advantage so that high productivity can be realized despite the defacilitators.

With the emergence of PTA and SADCC, the need for cross-regional comparability of results will be more felt now than ever before. In fact, if this regional comparability of results was enhanced, efforts on modificational exercises would be minimized. With the emergence of SADCC and PTA, cross-cultural norms should be established for uniformity. This necessity is even strengthened by the fact that SADCC and PTA member States may exchange personnel in the future.

The life expectancy of psychological testing in Zambia seems to be a longer one than was the case in the previous decade. Improved technology and scientific advancement operating within an environment of 'improved' academic qualifications but diminishing job opportunities in an industrial development hypothesis will call for maximum comparability amongs the labour market. Psychological testing units should go a step beyond their commonally held terms of reference of testing and interviewing. They must help aspirants to position by giving Occupational and Vocational Guidance so that placement issues can be smoothly conducted. In the absence of career guidance, guidance and counselling psychological testing will enjoy a low status despite the anticipated long life expectancy. A feedback mechanism from employers should be instituted so that psychological testing units should not be used as smoke screens for the perpetuation of the - isms - discussed earlier on. Our knowledge about candidates who pass through in Zambia ends at the stage when results are being posted to the training, employing and promoting institutions. Surely much more should be known about the candidates even in the absence of the much desired legislation.

## CHAPTER - 9

THE ROLE OF EXAMINATIONS COUNCIL IN  
DEVELOPING PSYCHOLOGICAL TESTS IN TANZANIA

## THE ROLE OF EXAMINATIONS COUNCIL IN DEVELOPING PSYCHOLOGICAL TESTS IN TANZANIA

### I. Introduction

The theme of this paper, the Role of National Examination in Developing Psychological Tests is one for which admittedly, the National Examinations Council of Tanzania has yet to play a more determined and directional commitment. From the experiences we have already had from our colleagues in the fields of examinations and testing, counselling and guidance, the Council is theoretically in no doubt about the utility of psychological tests in education and training. Since the National Examinations Council of Tanzania is of central importance in the educational set up, it cannot avoid taking up a leading role in the search and development of tests or test batteries for use in guidance, counselling, selection and job placements. Before we discuss the roles that the Council will play, it is important to briefly outline the educational set up in Tanzania.

### II. Educational Set-up

Since independence Tanzania has placed a great proportion of its resource into education for all its people as a strategy for enhancing the political and economic liberation process. As a result both the formal and informal sectors of education have been greatly expanded.

The formal educational setting which the National Examinations Council of Tanzania serves consists of three major levels of schooling. These are primary education, secondary education (O level and A level) and higher or post-secondary education training (detailed structure is 7-4-2-3). Besides the overriding aims and objectives of Tanzanian education contained in many policy documents on formal education and adult education, each level in the educational ladder has specific education policy or decision issues and emphasis. The following are some of these issues per educational level.

### III. Primary Education

Educational emphasis at this level is on provision of complete and functional education i.e. knowledge, abilities and skills relevant for work on land for the children completing this cycle of education. It aims at imparting permanent literacy in Reading, Writing and Arithmetic (Numeracy). To effect this latter objective repetition is allowed at or below class four for those children who do not achieve satisfactory levels of proficiency in the three R's. On the other hand primary education is expected to prepare children for secondary education.

### IV. Secondary Education

Secondary education is made up of both ordinary level (Form I to IV) and advanced level (Form V to VI) education. Educational goals and emphasis at both of these levels are more or less the same. First education must encourage the

the development in pupils of socially desirable attitudes and interests and respect for all types of work. Second education must develop in pupils investigate, problem solving abilities and skills, accountability and commitment to the community. Emphasis at this level is that education should be terminal and should prepare pupils for work on land, in industry, commerce and government. To realise this emphasis secondary education is diversified into various subject biases i.e. Technical, Commercial, Agricultural and Home Economics. Also secondary education ought to or is expected to prepare pupils for higher education and training.

#### V. Tertiary or Post-Secondary Education and Training

Education and training in post-secondary education institutions aims at preparing qualified professionals and technicians in various fields in order to meet the high level manpower needs of the economy in science and technology. In addition education and training must equip students with the relevant tools of their specializations which they need and can use to advance the frontiers of knowledge.

The above descriptions on the educational setting provide a general background against which, and for which the National Examinations Council of Tanzania was established to serve. It is this educational background that has had much influence on the definition of the roles and duties of the Council and its present thrust on the mode of assessment/testing.

#### VI. The National Examinations Council of Tanzania

The National Examinations Council of Tanzania was established by an Act of Parliament, Act No, 21 of 1973. The objects and functions of the Council are: to:

1. formulate examinations policy in accordance with the principles of education for self-reliance accepted by the people of Tanzania
2. assume responsibility for examinations within the United Republic and to make provision for places and centres of examinations within the United Republic
3. receive from other persons or bodies of persons reports on other materials affecting examinations policy and from time to time to consider and review examinations policy as circumstances may require
4. co-operate with other persons or bodies of persons in the orderly development of an examination system in the United Republic
5. conduct examinations for and to grant diplomas, certificates and other awards of the Council
6. the Council shall conduct within the United Republic either on its own or in participation with any other person or organization such as academic technical and other examinations as the Council may consider necessary or desirable in the public interest

The purpose and mandate given to the Council therefore is mainly to deal with testing which is achievement based. Hence the Council's present preoccupations with the preparation and administration of the following achievement tests at Primary, Secondary and Post-Secondary levels:-

1. Primary School Leaving Examination
2. Certificate of Secondary Education Examination
3. Advanced Certificate of Secondary Education Examination
4. Teacher Education Examination: Certificate and Diploma Levels
5. Technical Education Examinations
  - (a) Full Technicians Certificate
  - (b) Diploma in Engineering
6. National Business Examinations
  - (a) Typing I, II, III,
  - (b) Bookkeeping I, II, III
  - (c) Office Practice I, II
  - (d) Secretarial Duties II
  - (e) Commercial Arithmetic I, II, III
  - (f) English I, II, III
  - (g) Commercial Law
  - (h) Shorthand 80, 100, 120 w p m.

It can be seen that examinations in category 6 have a marked accent on performance.

#### VII. The Use of the Examination Results

The results of the various types of examinations cited above are used in making selection decisions for further education across the hierarchical levels, training and job placement. They are also used for promotion in both the public and private sectors. This access to further education, job placement or promotion is largely dependent on the quality of success in one or more of these measures of achievement.

The question as to whether the Council's examinations provide adequate and relevant data for effective selection, placement or promotion decisions in one that has been occupying the party's and the council's thinking for a long time. The Musoma Resolution (1974, ...) gave rise to a system of assessment, popularly known as Continuous Assessment in all secondary schools in 1976. The intent of this reform was to have as much information about the learner on candidate as would be necessary for informed guidance counselling and educational interventions. Even since the introduction of Continuous assessment schools, through their academic masters and classmasters have guided and counselled their students on matters related to their learning progress.

They have guided them into options for which pupils have relative scholastic strength. Also progressive reports to the pupils' parents enable them to know their children's strengths and weaknesses. The progressive reports enable educated parents to have both an objective assessment of their children's progress and a realistic assessment of the future options in education, training or job placement for their children.

#### VIII. A case for Psychological Testing in Education and Training

The question on the adequacy and relevance of measures of achievement (continuous assessment and final written examinations) in enabling selection or placement of candidates in educational programmes training or jobs which demand for full and efficient use of their talents, is one that has sparked off a protracted and continuing debate among examiners and educators. While all are agreed on the rationale and allocational relevance of psychological tests at one or more levels in education and training, divergent views arise among them on the issue of how to reconcile educational policy, decisions or emphasis at various schooling levels with the implied modes of testing for such levels.

The debate is particularly acute at the primary education level where two policy issues, i.e. preparation of the majority of pupils for life and work on the land on one hand, and preparation of a few of the pupil's for secondary education on the other hand, suggest two courses of action that seem to contradict one another (at least in terms of the level of emphasis) and which in turn complicate the case for the use of psychological tests at this level. The argument for the need of psychological tests at this level runs thus: due to the great differences in the quality of primary schools which different pupils attend, use of achievement tests for selection into secondary education may be affected more by the differences in the quality of schools than by the ability differences among the candidates. Given the neutral character of aptitude tests to background differences in educational experiences, proponents argue that use of aptitude tests at this level would circumvent the influences of the school quality factor on selection decisions.

It is further argued that due to the diversification of secondary education into subject biases, use of aptitude tests at primary seven would correctly identify the candidates aptitudes for the diverse biases.

The other side of the debate counters the case for aptitude testing at primary seven more from the relevance and practical points of view rather than its rationale. The argument against the use of aptitude tests runs thus: due to the great emphasis on preparing primary school pupils for life and work on land after completing their primary education, testing at this level should aim at assessing course achievements. It is further argued that because aptitude test items may not contain items that test directly the primary school curriculum, use of such tests would appear invalid at best and irrelevant at worst to the majority of the graduating pupils, their parents or the community in general.

A compromise view that is sometimes slotted in between the two contentions calls for the use of both types of tests at primary seven. However, considering the great costs and time that would be involved in selecting only about two per cent of the graduating pupils (about 500,000 yearly) this proposition is seen to be economically unjustifiable.

At the post-secondary level the rationale, relevance and allocational values of psychological tests are not subjects for much debate. At this level the problem seems to be that of an inadequately informed training and employing agencies in respect of the benefits they can expect from a psychological testing programme. The Council's role with regard to this problem is to enhance the trainers or employers awareness of the benefits of using psychological tests in enhancing either their selected trainees probability of graduating or new employees' efficiency and job satisfaction.

#### IX. Outcome of the Debate

The argument in the debate on the case for psychological testing in education and training has led both the examiners and educators into questions which when answers and consensus are reached will facilitate the installation of psychological testing programmes in education and training. These questions are:

1. Will the envisaged testing mechanism evaluate the kind of education that is consistent with the political philosophy of the country?
2. To what extent would the results processed in terms of the envisaged testing mechanism be relied upon as a prediction of the future performance of the selected candidates?
3. Even if the future performance of candidates could be predicted to what extent would unacceptable practices such as the discrimination against the disadvantaged groups in society in favour of the already privileged groups be guarded against?

The National Examinations Council of Tanzania is now more than ever, working hard on these questions in order to lay a firm basis for its aptitude testing programme which it has included in its 1985-88 implementation plan. Alongside its resolution of the above questions the Council will also have to:

1. Articulate the educational and training aspirations in terms of their particular demands and bearing on various modes of testing
2. Consider the kinds of testing rationale and techniques which will cater most appropriately for the various educational decisions, emphasis and aspirations at one or more points in education and training.

## X. Conclusion

The country's education system structure, aspirations policy emphasis, educational decisions per educational level - suggest very obviously the need for measuring mechanisms in addition to the present measures of achievement. The Examinations Council views this overt suggestion as a strength for a case of psychological testing in education and training. However, the current debate points out that the Council has still some ground to cover. It has to reconcile the seemingly competing policy goals, particularly at the primary school level. It has to inform the public on the merits of psychological tests in aiding educational or allocational decisions. When it accomplishes these tasks the Council will be in a better position to prepare tests or sets of tests that will cater well for guidance and counselling needs in both education and training.

## CHAPTER 10

### OCCUPATIONAL TESTING, CAREER PLANNING, GUIDANCE COUNSELLING IN THE REHABILITATION AGENCY FOR THE DISABLED (RAD) IN ETHIOPIA<sup>1/</sup>

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<sup>1/</sup> Contribution by the Rehabilitation Agency for the Disabled in Ethiopia.

OCCUPATIONAL TESTING, CAREER PLANNING, GUIDANCE COUNSELLING  
IN THE REHABILITATION AGENCY FOR THE DISABLED (RAD) IN ETHIOPIA

I. Background

Ethiopia is situated on the Horn of Africa. Its size is 1,251,282 square kilometers and has a population of 42,000,000. It is divided into fourteen administrative regions. Its diverse climatical and physical features has enabled the people to grow different types of crops. Thus its economy is based on agriculture.

The Central Statistics Office (CSO) is in the process of analyzing the collected data in order to determine the magnitude of disability in the country. Since it is very difficult to generalize this result of the national population census and come up with fair estimate, but it can be safely assumed that there could be 4.2 million disabled persons in the country, on the basis of World Health Organization estimation of 10 per cent.

To observe and facilitate the full right of the disabled persons, the Rehabilitation Agency for the Disabled was established in April 1971 with the prime responsibility of rehabilitating the disabled fostering the orphaned, the abandoned and the socially disadvantaged children; looking after the aged, and rehabilitating lumpen proletariat and prostitutes.

This task of rehabilitation is undertaken through seven departments, viz: Social Services, Production Projects, Planning and Programming, Administrative Services, Foreign and Public Relation, Legal Services, Audit Services Departments.

The Guidance and Counselling Unit is incorporated in the Social Service Department.

II. Objectives and Policies for Guidance and Counselling

Since the Agency is engaged in multifaceted social services and rehabilitation programmes the Unit of guidance and counselling pays attention to the following programmes:

1. One of the major objectives of the Agency is to provide basic needs to the socially disadvantaged, abandoned and orphaned children to be followed with education and rehabilitation. In this context the Guidance and Counselling Unit is responsible in observing that the children's needs are adequately met. The Unit is concerned with intellectual and emotional development, social behaviour, the development of language, the process of socialization, attitudes towards self, and many other aspects of development. In addition the Unit contributes to the planning and programmes of child rearing, education and recreation.

2. The Agency operates sheltered workshops and other projects of rehabilitation and training for the disabled persons. To this effect, the Guidance and Counselling Unit also gives services in helping the inmates to develop as fully and effectively as possible, by making the best possible use of developing their abilities, interest and opportunities. The Unit participates in the selection, assessment, evaluation and placement of disabled persons in cooperation with other concerned departments and units.
3. The Agency is also responsible in observing that the institutionalized elderly persons are provided with maximum services as far as possible. In this regard the Guidance and Counselling Unit offers its services to the homes of the aged that they are arranged and administered effectively and assist in training of principles of growth and development, especially of the theories and practices of gerontology.

In general, based on the objectives of the Agency, the Guidance and Counselling Unit's policies can be summarized as follows:

1. To identify the potentiality of the individual
2. To develop the identified potential
3. To maximize the developed potentiality for the benefit of the individual to create self awareness, to be productive and facilitate social integration.

### III. Practical Activities to Realize the Objectives of Guidance and Counselling

To realize the policies of guidance and counselling four major areas of programmes are designed, viz:

1. Welfare function
2. Control function
3. Inmates activities
4. Teaching and learning activities

1. Welfare function: In this area of work, the following services are given:

- Counselling service
- Material and financial aid service
- Alumni relation service
- Health service
- Food service

2. Control function: In the following components of services are included:
- Admission service
  - Record service
  - Discipline service
  - Living arrangements service
3. Inmates activities: This area of service is the most dynamic, which demands the creativity of the guidance and counselling officer. It includes:
- Creating extra curricular activities for the inmates
  - Organizing inmates publication to create self awareness and bridge social integration through communication
  - Facilitate inmates task oriented committee to practice self-government and administration
  - Arranging cultural and recreational programmes to know one's own cultural background and to release emotional tension.
4. Teaching and learning activities: This part of function is aimed at getting knowledge through the informal way aside of the formal education and training. This is acquired through,
- Orientation in groups and individual
  - Special information for the needy inmates
  - Aid in career choice when adequate decision is lacking between alternatives
  - Study habit formation

#### IV. Tools and Instruments that are Used in the Guidance and Counselling Unit

The tools and instruments used in assessment of the individual interest, aptitude and skills are not yet fully developed as the profession requires. In developed countries there are many types of tests, like personality, intelligence, aptitude, vocational interest tests etc., but such tests and instruments are lacking in developing countries because of two reasons. First, such sophisticated types of tests have their own limitations, because of the fact that a test developed and used in one country cannot serve others due to socio economic differences. Second, in developing countries there is lack of professional competence to develop these tests.

Having all these limitation, however, the Guidance and Counselling Unit tries to be realistic in its duties and responsibilities in using accepted methods of assessment. These methods have different applications to achieve objectives and goals. The most frequently used tests are:

- (a) Observation while the individual is engaged in different activities
- (b) Autobiography of the individual
- (c) Case study method
- (d) Interview

Although each method has its own advantages and disadvantages, the error of one could be checked by the other.

As a whole, the absence of standardized tests have proved to be a handicap to the work of the Agency. However, other methods and tests have been used. It should also be noted that the absence of vocational rehabilitation evaluation (assessment) will make a particular problem when considering vocational training and placement of disabled persons into the open employment or when considering the disadvantaged child to place him in the proper educational setting according to his need and potential.

#### V. Staff Development

The Departments of Psychology and Applied Sociology of Addis Ababa University provide training programmes for psychologists and social workers, who take courses in the field of rehabilitation incorporated into the curriculum. The former department gives emphasis and intensive training in the field of guidance and counselling, evaluation and measurement. These departments supply the staff of the Rehabilitation Agency for the Disabled.

In January 1986, the Agency was in the process of developing community based rehabilitation services as opposed to the institutionalized services. The first batch of trainees was expected to join the work force as of the beginning of 1987 after completing one year's training programme. This programme which was developed and assisted by ILO and UNICEF in collaboration with the Agency, had already created the Community rehabilitation Worker's Training Centre. In their highly comprehensive and intensive training programme guidance and counselling, assessment and research were given as independent part of the curriculum. It was assumed that the fundamental concept of this subject matter would be helpful to the expected graduates while working in the community.

#### VI. External Relations with Other Institutions

In the country as a whole guidance and counselling service is provided by other governmental organizations and institutions. To mention few, the Addis Ababa University and the Ministry of Education, Student guidance and counselling services are in the forefront. Some other institutions like the War Veterans Rehabilitation Centre (Heroes Centre), the Ministry of Labour and Social Affairs Revolutionary Ethiopia Children's Village, the Prison Administration, junior colleges and institutions of higher learning provide some sort of guidance and counselling services.

This particular service which took its conceptual frame work in the last decade has the advantage of spreading its idea to some governmental and non-governmental organizations, has yet established a concrete linkage for communication and exchange of experience.

The Addis Ababa University through the Office of the National Committee of Central Planning (ONCOP) is establishing contact in introducing the importance of guidance and counselling services for any governmental or non-governmental organizations.

The other service giving arm of the University is the Testing Centre. This centre is in the process of adapting foreign tests to fit to the national need. Although, it does not come up with tangible results, presently it gives services to over forty organizations in personnel selection and placements. The type of tests that are used are in most cases of skill test such as typing. Their usefulness and objectives are not publicized to professionals; The problem of communication is clearly shown in this area of services. It is hoped that the centre would be one of the focal points to develop the desired goal in occupational testing, but the gap remains unchallenged

CHAPTER 11

## CHAPTER 11

GUIDANCE AND COUNSELLING SERVICES FOR CHILDREN IN  
REFORMATORY (APPROVED) SCHOOLS AND JUVENILE DELINQUENCIES<sup>1/</sup>

<sup>1/</sup> Contribution by J.M. Muturi, Children's Services Department, Ministry of Home Affairs, Kenya.

GUIDANCE AND COUNSELLING SERVICES FOR CHILDREN IN  
REFORMATORY (APPROVED) SCHOOLS AND JUVENILE DELINQUENCIES

I. Introduction

During a recent seminar (in April 1986), at the Kenya Institute of Administration, Nairobi, on Criminal Justice and Children sponsored jointly by UNICEF and the Government of Kenya, participants were told that under a United Nations Declaration of Children, children have their rights to affection, love and understanding, education, food good health, relief in times of disaster, to be brought up in conditions of peace etc. Children do also have the right to be made aware of their responsibilities in society.

In independent Kenya, children of all races have a unique opportunity to grow together in peace and harmony. Thanks be to God for giving Kenyans good leadership since 1962, when the late Mzee Jomo Kenyatta took over political leadership of this country, and may God continue to bless His Excellency President Daniel Arap Moi (Mzee's successor) to continue leading this nation in the esteemed spirit of Peace, Love and Unity. The Government of Kenya knows - like many other Governments all over the world - that children are the most precious possession of a nation. With this in view, the Government has a well established department to deal with matters of children in need e.g. those with delinquent tendencies, those abandoned by parents/relatives etc.

The Children's Department in the Office of the Vice-President and Ministry of Home Affairs, plays a prominent role in providing for protection and discipline of children, juveniles and young persons, as required under Cap. 141 of the Law of Kenya, known as the Children and Young Persons Act of Parliament of 1972. In doing so, the Department, through its Social Workers and Children's Officers, investigates cases of children who are neglected or abandoned and who need care and protection. The Department also investigates cases of delinquent children who have behavioural problems and whose parents find them beyond parental control. Their behaviours tend to create anti-social attitudes in the children e.g. petty thefts rendering the children to become potential criminal offenders. But at this stage, 7 years upto 14 years of age, they are juvenile delinquents and the juvenile courts normally dispose of their cases through committal to Approved Schools for compulsory education and technical training, until they attain 18 years of age. After that age those who pass their examinations well are admitted to normal secondary schools or placed in apprentice training in the commercial sector. Arrangements are also made by the Children's Department and the Ministry of Labour for Children in approved schools to be examined for their technical skills - acquired during their technical training and those who pass their technical trade tests well are awarded Trade Test Certificates Grade II or III in either Carpentry, Leather Work, Masonry, Tailoring, Metal Work or

Motor Mechanic skills. The Department also does its best to place them in employment so that they can play their part in national activities like any other responsible citizens of this land. There is a placement officer specifically for this work.

## II. Major Functions of the Department

- (a) To investigate cases of children who are neglected, orphaned or abandoned and who need care and protection
- (b) To investigate cases of delinquent children and make recommendations to the Juvenile Court as to what should be done to help them
- (c) To register and inspect all statutory, children's institutions like approved schools, voluntary children's organizations and homes and local authorities which deal with the welfare of children
- (d) To train, rehabilitate and discipline children who are committed to Approved Schools with a view to fitting them back in the society as better citizens
- (e) To follow-up by way of after-care work, the welfare of children who have been placed under the care of fit persons, and settle ex-inmates of the approved schools into institutions of higher learning, institutions of training or gainful apprenticeship

During these investigations, the officers determine whether the source of the problem is either financial hardship, destitution or marital problems, and whether the child needs care and/or discipline in the hands of a fit person, in a Children's Home or in an Approved School. The Children's Officers or social workers obtain relevant information by interviewing close members of the society in which the child lives, e.g. relatives, neighbours or nearest administrative officers. The investigations help the children's officers or social workers to decide what recommendations to make to the Juvenile Court having jurisdiction within the area of the child's residence.

## III. A child or Juvenile in Need of Protection or Discipline

Under Section 22 of Cap. 141, a child or juvenile is in need of protection or discipline if he:

1. has no parent or guardian is destitute or vagrant (street children)
2. cannot be controlled by his parent or guardian
3. parent or guardian does not, or is unable or unfit, to exercise proper care and guardianship (due to mental or physical handicap)
4. is falling into bad association or is exposed to moral or physical danger
5. is being kept in premises which, in the opinion of a medical officer, are overcrowded, or insanitary or dangerous to health

6. is prevented from receiving education - due to economic or domestic problems - or is a habitual truant
7. frequents public bars or gambling houses, or who is found buying or receiving or in possession of any drugs which are deemed to be dangerous or habit forming
8. is found begging or receiving alms or inducing the giving of alms, whether or not there is pretence of singing, playing or performing (street children).

#### IV. Action of Court in Matters of Children or Juveniles Referred There

Under Section 25 of Cap. 141, if a juvenile court is satisfied that a child or juvenile brought before it, is in need of care, protection or discipline, the court may:

1. Order him to be returned to his parent or guardian
2. Order his parent or guardian to execute a bond with or without sureties to exercise proper care and guardianship
3. Commit him to the care of a fit person, whether a relative of the child or the juvenile or not, or an approved society - willing to undertake his care
4. Commit him to the care of the appointed local authority
5. Without making any order under the foregoing paragraphs, make an order placing him for a specified period, not exceeding three years, under the supervision of an approved officer, an inspector of children, a children's officer or some other persons appointed for the purpose by the Court
6. Where the court is satisfied that it is to his best interest, commit the child to an approved school suitable to his needs and attainment.

Note: This later action is taken as a last resort.

That is the reason why population in approved schools is kept low, compared to children's homes run by voluntary organizations. For instance a survey carried out by the department recently revealed that in October 1985, there were according to returns kept at Children's Department Headquarter - One thousand, seven hundred eighty four (1,784) children held in Nine (9) approved schools and three hundred and fifty four (354) children held in nine (9) Juvenile Remand Homes, compared to Nine thousand one hundred and fifty (9,150) children held in one hundred and eight (108) voluntary children homes. These figures were collected from all the districts in Kenya.

#### V. Rehabilitation and Correctional Treatment in Approved Schools

The schools strive to:

1. Provide social rehabilitation and training of children by way of discipline and counselling so as to improve them

2. Provide spiritual direction to the children by introducing religious instructions by different denominations through chaplaincy work
3. Ensure continuous good health of the children through balanced diet and hygienic living conditions and also regular physical exercise
4. Equip the children with useful skills which will help them to be economically independent and self-reliant on their return to society e.g. carpentry, blacksmith, tailoring, agriculture and animal husbandry, tractor driving etc.
5. Provide academic training to the children and to ensure that the commitment to approved school does not affect their schooling. We have academic classes from Std. I up to Std. VII at all schools, and Secondary School at Kabete from Form I up to Form II, which will progress up to Form IV soon
6. Assist the children to obtain admission to normal secondary schools - those who pass CPE very well, further education or employment, after obtaining the necessary trade test certificates and upon attaining the age of 18 years.

#### VI. Medical Care

Under Section 76 Cap. 141, Regulation 7, the administering authority of an approved children's institution shall appoint a medical officer for the institution or children's home, for which it is responsible.

The duties of that medical officer shall include:-

- (a) The general supervision of the health of children (including dental health)
- (b) The general supervision of the hygienic and sanitary conditions of the institution or children's home
- (c) The carrying out of any medical examinations required under these Regulations (for physical or mental status of the child)

Juvenile Delinquency has not yet reached alarming proportions in Kenya. This is due to the good control measures taken by the Government and existing rehabilitation and education programmes for children e.g. those in approved schools and children's homes run by voluntary organizations who would otherwise have become delinquent. The following figures indicate the rate of admissions to approved school during the period 1981-1985.

TABLE I. Total Number of Children (Boys) Admitted to Getathuru+ Approved School for Assessment and Allocation - 1981-1985

REASONS FOR ADMISSION	5-7 Years	8-11 Years	12-15 Years	16-18 Years	TOTAL
Vagrants, no parents or guardians (Asserted)	2	72	219	5	298
Beyond Parental Control	11	276	605	7	899
Parents or guardians incapable	-	37	84	1	122
Falling into Bad Association	2	15	39	1	57
Not attending school	1	11	27	1	40
Frequenting bars or gambling	-	8	34	2	44
Begging or receiving alms	-	-	1	-	1
Parking Boys - Street Children	-	2	5	-	7
Police Case/Petty Crimes	-	169	1042	26	1237
Any Other	-	-	-	-	-
Total					2705

+ Getathuru is the central admission, assessment and distribution centre in Kenya.

The followign figures also show the low rate of girls admission to approved school (Kirigiti) during the period 1981 upto 1985.

TABLE 2. Admission of Children (Girls) to Approved School

	5-7 Years	8-11 Years	12-15 Years	16-18 Years	TOTAL
1981	1	20	68	3	92
1982	-	15	93	14	122
1983	-	7	59	4	70
1984	1	23	122	16	162
1985	-	14	56	6	76
Total					522

Source: Kirigiti Girls Approved School - The only Approved School for Girls in Kenya

TABLE 3. Reasons for Admission under Section 22 of Cap. 1411. Vagrants, no parents/guardians or deserted

	5-7 Years	8-11 Years	12-15 Years	16-18 Years	TOTAL -
Vagrants, no parents/guardians or Deserted	1	20	40	8	69
Beyond Parental Control	-	13	35	2	60
Parents or guardian incapable	-	-	1	-	4
Falling into bad associates	-	-	8	-	8
Not attending school	-	-	-	-	-
Frequenting bars and gamblint	-	1	2	-	3
Begging or receiving alms	-	1	2	-	3
Parking boys	-	-	-	-	-
Police cases and petty crimes	-	12	218	31	261
Protection and Discipline (Sec. 25)	1	39	82	2	124
Total					522

VII. An Example of Counselling Services at Kirigiti Girls Approved School

Counselling services at the above school are jointly carried out by the After Care Officers, who are trained social workers, housemistresses and catechist. The services are carried out in three (3) stages:

1. Counselling on admission

Immediately a girl is admitted to the school, she is referred to the After Care Officer for interview on her home-background and case history. The officer tries to make the girl feel at home by explaining to her the benefits to expect from the institutions and also by advising her on whom to see in case of any problems she might have during her stay at the institution. The After Care Officer then sends a form to the field Children's Officer of the girl's home district to confirm the information obtained from the girl or to get information where she has not succeeded in getting sufficient information from the girl. In order to ease future counselling services rendered to the girl during her training and rehabilitation at the Approved School.

2. Day-to-day Basis

The After Care Officer will then handover the girl to his respective housemistress, who actually is the closest officer to the girl. She observes her character, her daily work, eating habits, association, etc.

All these will assist the housemistress to notice any abnormalities in character etc. and hence give her a good basis in her counselling of the girl. In addition if other officers in the school notice something of interest in the girl, they usually notify the housemistresses who will either deal with the case or if they feel it should be handled by the After-Care Officer, they refer it to the officer concerned.

After daily observance of the girls, each housemistress is required to write a monthly report of each girl regarding any changes in the behaviour and note the girl's record file also any occurrences during the month e.g. escapes. Thus monthly report will enable one to assess whether there has been any improvement in character over a period of time usually one month, and whether or not the counselling efforts have been successful or more effort is required on the part of the girl's housemistress.

### 3. Spiritual Counselling

This one is exclusively carried out by the school catechist. Often the catechist holds sessions with girls in a group and tries to offer them spiritual help and guidance, which they need in addition to other welfare needs.

Girls are also referred to the catechist when it is felt that they are emotionally disturbed for help. At times we invite outsiders e.g. from churches to talk to the girls and this has also been very effective especially when elderly women (mothers) come to talk to the girls.

The above three ways are briefly the modes we use for counselling at Kirigiti Girls Approved School - which is the only approved school for girls in Kenya. All the three sections work together to ensure a happy and settled population.

## CHAPTER 12

### THE YOUTH DEVELOPMENT PROGRAMME IN KENYA<sup>1/</sup>

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<sup>1/</sup>

Contribution to the Ministry of Culture and Social Services, Kenya.

## THE YOUTH DEVELOPMENT PROGRAMME IN KENYA

### I. Introduction

In 1966, Kenyan churches under the auspices of the National Christian Council of Kenya (presently known as the National Council of Churches of Kenya NCKK) published a booklet entitled "After School - What?" which highlighted the plight of a growing number of young people leaving primary school after the Kenya Preliminary Examination (K.P.E), with no hopes of either continuing with formal education, or finding a job that could enable them earn a living. The primary school leavers were too young, inexperienced, and without any skills that could have enabled them secure a job.

The booklet "After School - What?" contained the findings of a three-year study that had been carried out by a team of Church Representatives and academics into the problems that the young school leavers faced and what steps could be taken to alleviate the problems. It contained a number of recommendations one of which urged the establishment of training institutions in the rural areas whereby, primary school leavers would be trained in skills that would enable them settle down in gainful employment in the same area and thereby assist in the development of that area. The "Village Polytechnics" as they were referred to were seen as being purely community projects in that they would serve the school leavers from the local area, where they would be situated and they would be initiated and run by the local people. Courses offered by the Village Polytechnics would depend on community needs and resources.

### II. Rural Training Institutions

In 1966, an International Conference on "Education, Employment and Rural Development" was held in Kericho at which the idea of rural training institutions "Village Polytechnics" was endorsed. In 1968, the NCKK responded to the call and established four village polytechnics (presently known as, and thereafter referred to as youth polytechnics in this paper) at Nambale, Mucii wa Urata, Maseno and Ndere. 1970, ten(10) Youth Polytechnics had been established with assistance from NCKK. As more and more youth polytechnics were established, it became apparent that NCKK could not manage to meet their need due to lack of resources.

In 1970, the Kenya Government which had closely been following the development of youth polytechnics requested the United Nations under the auspices of the International Labour Organization's (ILO) Regional Officer in Dar-es-Salaam to recommend what steps it could take to further the Youth Development Programme as contained in the 1970/74 Development Plan. As a result in 1971, the Kenya Government launched a major programme of assistance to the youth polytechnics based on the recommendations of the ILO Regional Advisor, who had conducted an earlier survey on the Youth Development Programme, and whose findings were contained in the ILO/Ford Report of 1969. By 1973, there

were 60 Government-Assisted Youth Polytechnics and approximately 40 assisted by NCKK, Catholic Secretariat and the Kenya Association of Youth Centres. Government assistance to Youth Polytechnics has continued upto now when there are 320 Government Assisted Youth Polytechnics distributed throughout the Republic as follows:

1. Nyanza Province	55
2. Western Province	43
3. Rift Valley Province	53
4. North Eastern Province	8
5. Coast Province	45
6. Eastern Province	49
7. Central Province	64
8. Nairobi Area	3

Total	320
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A Youth Polytechnic is defined in a booklet published by the Ministry of Culture and Social Services as a "low-cost training centre in the rural area. It aims at giving primary school leavers from that area skills, understanding and values which make them able to look for money making opportunities where they live and to contribute towards rural development by building up the economic strength of their own communities". (Kenya Government "How to Start a Village Polytechnic" page 4). A Youth Polytechnic is therefore an institution whereby school leavers are trained in skills (and helped to develop attitudes) that would enable them to settle down in gainful employment in the rural areas, and thereby assist in the development of the rural areas. Courses offered in a youth polytechnic are therefore expected to be in response to the needs of the local area where the youth polytechnic is situated and the resources available to meet those needs. Therefore, courses offered in youth polytechnics vary, but in general, the following are some of the courses offered:-

- Carpentry
- Masonry
- Tailoring/Dressmaking
- Agriculture
- Home Economics
- Machine Knitting/Weaving
- Plumbing
- Motor Vehicle Mechanics
- Metalwork
- Leatherwork
- Songwriting/Painting

### III. What is a Youth (Village) Polytechnic

A Youth Polytechnic is essentially a self-help project that is initiated and run by the local community through an elected Management Committee. It may later on get Government assistance or any other outside assistance, but after local people have shown the will and ability to start and operate the youth polytechnic. Government assistance is usually given for staff salaries, and occasionally for purchase of training materials. Government assistance may also be given in the form of tools or for capital development.

A Youth Polytechnic may or may not have a local sponsor who will see to it that a Management Committee composed of local members of a community is elected. Otherwise, a local group may meet under the guidance of the District Social Development Officer, or the Provincial Director of Social Services and elect their own Management Committee for a local youth polytechnic.

The Management Committee is responsible for the running of the youth polytechnic on behalf of the local community. Its duties among other things include:-

1. Community education;
2. Raise funds for the development of youth polytechnic;
3. Carrying out a survey of local work opportunities before a youth polytechnic is established, and later on, annual surveys to make sure that the youth polytechnic is meeting the needs of the community
4. Creation and organization of local support for the youth polytechnic
5. Appointment and supervision of the Manager and other instructors of the polytechnic. This is done in liaison with the Government field officers in the case of Government-Assisted youth polytechnics. However, the Management Committee remains the employer of the staff in that particular youth polytechnic;
6. Planning and carrying out of the entire development of the youth polytechnic.

Youth polytechnics are therefore, essentially local projects that are in some cases given financial assistance by the Government in the form of grants. In addition, the Government gives supervisory and advisory assistance to the youth polytechnics. Government may also give assistance to non-government assisted youth polytechnics if the need arises. A youth polytechnic is supposed to be a dynamic institutions whose programme is supposed to be revised constantly depending on the changing local needs.

The Government of Kenya through the Division of Youth in the Department of Social Services also provides advisory services to non-Governmental Voluntary agencies that deal with youth work such as the Kenya Association of

Youth Organizations (K.Y.O.), National Christian Council of Churches of Kenya, Catholic Secretariat, etc. It also provides advisory services to individual youth groups or youth associations.

#### IV. Conclusion

In conclusion, it can be summed up that youth polytechnics are low-cost training institutions situated mainly in the rural areas, whose aims and objectives are to provide primary school leavers with skills and attitudes that would enable them to find gainful employment in the rural areas, and thereby assist in the development of the rural areas.

The development of Youth Polytechnics was a dual response by both the Government and its people in seeking solutions to a national problem, namely youth unemployment.

The management of youth polytechnics is a dual responsibility of the Government and the local communities through an elected Management Committee, although the role of the Government is essentially supervisory and advisory.

The Government also provides assistance in the following areas:

- (a) Salary grants for approved instructors of approved courses;
- (b) Limited capital development and grants for training materials;
- (c) Tools and equipment;
- (d) Training of youth polytechnic staff.

Thus although youth polytechnics are essentially self-help community projects, the Government sets up the general direction of management and development of youth polytechnics. Therefore the administration of youth polytechnics is a shared responsibility or partnership between the Government of Kenya and its people.

## CHAPTER 13

STUDY SERVICES AS A SIGNIFICANT FACTOR IN  
CAREER DEVELOPMENT IN BOTSWANA<sup>1/</sup>

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<sup>1/</sup> Contribution by Ulla Khan and Andrew Quarmby, Ministry of Education Botswana and Ministry of State President respectively.

## STUDY SERVICES AS A SIGNIFICANT FACTOR IN CAREER DEVELOPMENT IN BOTSWANA

### I. Introduction

"Study-service" is community service used to educate those who serve, in contrast with other community service activities where service to the community is the prime objective.

Study-service activities in countries such as Britain, the United States and New Zealand, tend to take the form of partime activities by secondary or post secondary students, either integrated into, or parallel with, their academic study (Goodlad 1975, 1979; Higher Education Foundation, 1982; UNESCO, 1980).

Where African and Asian countries have established significant study-service schemes, they have usually involved university students in relatively long periods (e.g. one year) of full time community service (Fussell and Quarmby, 1974; Higher Education Foundation, 1982).

In 1980, the Government of Botswana began to introduce gradually a national study-service scheme (known as Tirelo Setshaba) through which, in time, a year of community service in rural areas will become a requirement for all senior secondary school leavers (i.e. those leaving after 12 years of education) before they proceed to post-secondary education or employment (Kann and Mokgethi, 1981).

Tirelo Setshaba, by its very existence (i.e. as a new and impactful element in the education of senior secondary school leavers), and by work that is being done under its sponsorship to create career development materials for its participants, has demonstrated that it has a significant potential to affect the career development of this key group in Botswana's society.

This potential is beginning to be tapped. It is too early yet to analyse and document effects. These notes serve to describe the background, and the processes that are at work, to point the way for future research on Botswana's experience in this area, and to bring the matter at an early stage to the attention of other countries for which it might have relevance.

To appreciate Tirelo Setshaba's potential impact on career development it is necessary to understand:

- (a) the existing career development situation in Botswana for senior secondary school students (usually known as "Form 5 leavers") prior to Tirelo Setshaba's creation, a situation which undoubtedly has parallels in other countries.

- (b) The nature of the experience gained by participants through Tirelo Setshaba
- (c) The form and content of the career development materials prepared specifically for Tirelo Setshaba participants.

## II. The Existing Career Development Situation in Botswana for Senior Secondary School Students

Some recent research on career development of secondary school students in Botswana (Kann, 1981) presents two major findings i.e.:

- an insufficient knowledge on the part of the students of various occupations, especially in the modern sector;
- a strong relationship between educational achievement and activity (i.e. employment, unemployment or study, etc.) after leaving secondary school.

Based on the above findings, the report makes some recommendations regarding issues for particular attention during career guidance. These will be dealt with later in this paper. First, however, a short description of career development among students in Botswana as indicated by the above research.

Formal schooling, it is claimed e.g. by Carnoy (1974), orients the youngsters towards employment in the modern, often urban, sector of the labour market. When asked what kind of work they hope to enter after finishing school, students in Standard 7 (end of primary school) mention occupations that they might have encountered in their home village. Form 3 students (end of junior secondary school) add some modern sector occupations i.e. engineer, lawyer and agricultural officer, and Form 5 students (end of senior school) make further additions e.g. accountant, university lecturer and economist. (Table 1). The number of occupations mentioned at primary school level totals 28 compared with the corresponding figure for secondary level of 44.

Form 3 students were presented with a list of 110 different occupations (based on an earlier manpower study in Botswana) and asked to state their preference for, and knowledge about, these listed occupations. The ten most popular occupations were all modern sector occupations requiring a certain amount of formal education. However, not all were urban type occupations. The list of ten least liked jobs contained almost exclusively manual occupations e.g. butcher, miner, carpenter etc; Occupations with "1st" names e.g. pharmacist, agronomist, meteorologist are little known among the students.<sup>1/</sup> In a follow-up five and a half years later, those who had been more knowledgeable about various occupations when in junior secondary school were more likely to be working, or in on-the-job training, whereas those who knew less about the range of occupations available were either unemployed or studying.

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<sup>1/</sup> One student applying for a university course in pharmacy thought she was heading for a career in agriculture.

TABLE 1. Ten Most Popular Occupations among Standard 7,  
Form 3 and Form 5 Students in 1976

Standard 7	%	Form 3	%	Form 5	%
Teacher	39.0	Nurse	29.0	Engineer	24.0
Nurse	17.0	Engineer	18.0	Nurse	15.0
Police	5.9	Teacher	12.0	Doctor	7.0
Doctor	5.4	Doctor	6.6	Teacher	6.0
Farmer	3.9	Typist	4.3	Agric Officer	6.0
Driver	3.6	Agric Officer	3.8	Lawyer	4.1
Politician	2.0	Police	3.5	Accountant	3.2
Clerk	1.7	Clerk	3.0	University Lecturer	2.2
Mechanic	1.6	Lawyer	2.5	Economist	1.9
Typist	1.6	Farmer	1.6	Typist	1.3

Source: Kann, 1977

This leads us to the educational aspirations of the students. Various studies e.g. Foster (1965), Little (1978) have shown that educational aspirations among students in industrial countries are considerably lower than those of students in Third World countries. However, there are also indications that high educational expectations are not necessarily accompanied by high occupational aspirations in the latter countries. Various explanations to this situation have been put forward. Kann (1981) claims that the most simple explanation is "that students are badly informed about the educational system and the educational requirements for various occupations" (p.146). While still in the last year of senior secondary school, 86 per cent of the females and 44 per cent of the males were enrolled at an educational institution two and a half years after secondary school. While still at school, many indicate career expectations that are very unrealistic in view of the particular mix of subjects they are studying and their abilities in these studies.

The same study also highlights how a successive adjustment takes place during school careers and after leaving school regarding occupational aspirations. Thus two and a half years after completing Form 5 students have learnt not only that a certain level of educational achievement is necessary in order to qualify for certain occupations or training opportunities, but also what types of training lead to what occupations. The adjustment of their thinking is evident by the significant relationship that has developed by then between their occupational aspirations and their employment or studies etc.

The conclusions drawn from the above research is that there is considerable room for improving the career guidance system as it is operating at present. Many of the students now get their information the hard way and some pay a high price in frustration and opportunities missed. Before describing what Tirelo Setshaba can do in this context let us briefly describe what is done at present to facilitate career development among secondary students.

Since 1974, the Research Testing Centre (now part of the Department of Curriculum and Evaluation of the Ministry of Education) has held workshops twice a year for the training of career masters at the secondary schools. These career masters are secondary school teachers who take on the task of being in charge of the career guidance and information programme in the school in addition to their normal teaching load. All Form 3 and Form 5 leavers in the country also until recently participated in an aptitude testing programme, the results of which (though initially intended for the use of career masters) were used mainly for selection purposes by various educational institutions. The abolition of the aptitude testing programme, the results of which (though initially intended for the use of career masters) were used mainly for selection purposes by various educational institutions. The abolition of the aptitude testing programme was caused mainly by lack of resources. However, the abolition of the aptitude testing programme is fully supported by the above research results which indicate that a more efficient use of resources would be to concentrate efforts on informing students on "the world of work" of Botswana and the educational requirements - including subjects required - for various types of training and employment. This approach is even more feasible now that Tirelo Setshaba exists. Not only does the scheme give the students an opportunity to test themselves on various tasks and thus improve their self-knowledge but also receive their Cambridge examination results long before they have to apply for employment or further education, and therefore have time to relate the various important pieces of information to each other.

### III. The Nature of the Experience Gained by Tirelo Setshaba Participants

Tirelo Setshaba is unique among the significant study-service schemes of Asian and African countries in that service takes place before post-secondary education. but with the assignments given to participants, with the way that they are deployed. and with other key policies, all being very similar to the policies developed for university students or graduates in related schemes established in Ethiopia, Indonesia and Nepal.

It is this combination that makes a clear distinction between Tirelo Setshaba and other schemes involving university students or graduates, and between Tirelo Setshaba and the national service schemes of many other African countries (e.g. Kenya, Tanzania, Zambia). These latter are based on manual labour assignments and para-military discipline, reflecting their original focus on absorbing and using large numbers of unemployed primary school leavers. Unlike these national service

schemes, Tirelo, Setshaba is not "unemployment" relief. There is as yet no real unemployment at the senior secondary school level in Botswana (although it may soon occur). Tirelo Setshaba is first and foremost an educational scheme (a practical "Form 6" to follow the five years of academic secondary education) and this is reflected in its first official objective: (see Appendix A).

Begun in 1980, Tirelo Setshaba already, in 1982, involves 263 senior secondary school leavers, about one fifth of those who left school in 1981. Up to 450 of the 1982 leavers will be involved in 1983, and the aim is to steadily expand the scheme until it embraces all the previous year's leavers (perhaps 1600 by then) in 1987 or 1988. Making it a requirement for all this particular group of people is seen as being essential if all Botswana's future leaders are to gain practical experience and understanding of the needs and problems of the majority of the population.

Tirelo Setshaba's second objective is to provide educated personnel for development work in rural areas. In these two objectives are contained "study" and "service", the two elements of study-service, but the "study" (what the participants learn by being exposed to the realities of development needs in remote areas), remains firmly the first objective. And it is what they learn during their year of service that has the potential to affect significantly their career development. At present, all Tirelo Setshaba participants work half time as primary teachers, and are required to be active in at least two other fields of rural development in the other half of their time.

While they have no choice about the teaching role, they may choose which other two or more activities they undertake. Health education, agricultural extension, community development, literacy teaching, promoting cooperatives, rural industries, labour intensive public works projects and helping at the "kgotla" (traditional court and village assembly) are all possibilities.

Beginning in 1983, an increasing number will be placed in remote communities without schools and their assignments will be a combination of health education, literacy teaching and other adult education and community development work.

Participants, who are usually assigned two to a community, and only in remote or comparatively remote communities, are required to live as "adopted children" with village families rather than in Government accommodation provided for teachers and extension workers. They are paid a monthly living allowance and expected to manage their own domestic arrangements in cooperation with their host families.

Supervision and field support are provided by the headteachers of the school, the headman of the community, extension workers, the host family and by Tirelo Setshaba field officers. Each of the latter is responsible for a group of 30-40 participants and must visit all participants at least once a month, and stay at least one day in each community visited. However, a lot of responsibility for working hard, for looking after themselves and for coping with problems is deliberately thrown on to the participants themselves, an important contribution to the maturation effect aimed at by Tirelo Setshaba.

The experience and benefit that participants gain through their year of service with Tirelo Setshaba can be summarized as follows:

- (a) they mature rapidly, gaining much responsibility, self-confidence initiative and self-reliance
- (b) they gain much deeper understanding of the realities of rural development needs (the predominant needs in Botswana) and the practical problems of trying to meet them, and of the need for a cross-sectoral approach to development
- (c) they learn much about themselves, their strengths, weaknesses, likes and dislikes
- (d) they have time to think about themselves and their career desires with the twin advantages of already having their school-leaving examination results, and of being in the context of the real world of work but without yet being committed to one career or another
- (e) through the system of requiring them all to be active in several different fields, they can get some experience of the kind of work and satisfaction involved in a certain number of careers. Admittedly it is a limited range, but they are all careers that are very important ones in the Botswana context.

#### IV. Career Development Materials Prepared for Tirelo Setshaba Participants

With the steady annual increase in participation in Tirelo Setshaba, a growing percentage of senior secondary school leavers no longer go straight from school to seeking employment or further education, but enter their year of service instead. This significantly alters the situation with regard to providing them with effective career development assistance.

It is of course very important that they should receive career development information and guidance throughout their schooling, beginning in primary school, and not just in their final pre-employment or pre-further education year. But the addition of the Tirelo Setshaba year between formal schooling and employment, etc. has potential to:

- (a) make some participants change their minds markedly about career preferences
- (b) allow some participants to forget some of the details of the career development information given to them at school

Therefore it has become clear that there is a need for Tirelo Setshaba to provide participants with career development information and related assistance during their year of service to supplement that given previously through schools.

This situation was not specifically foreseen in the planning of Tirelo Setshaba, a reflection of Tirelo Setshaba's position in pioneering study-service at this level in the education ladder (the need for a careers service had not been a significant factor in the university-level schemes which provided much relevant experience for the choosing of Tirelo Setshaba's policies). So, policies and methods to deal with this need were not built into the scheme's plan. Nevertheless, as the need has become clear, Tirelo Setshaba has not ducked this responsibility and it is steadily creating and improving career development materials to meet the need. For the first two groups to finish (the pilot project group in June 1981, and the 1981 group in December 1981), these materials were very limited and inadequate. Substantial improvements have been made in the materials prepared for the 1982 participants, but these are regarded as being still far short of ideal and further improvements should take place in 1983 and subsequent years.

Various aspects of Tirelo Setshaba's operations have very strongly influenced the form of the career development service that it has created. Most influential is the fact that Tirelo Setshaba participants are scattered all over the remote parts of the country, two to a village (sometimes four). The only time they come together in any significant numbers is before they begin service and at the end of service and about one third the way through the year (when they are brought together in villages in groups of from 10-20 for supplementary training).

However, the ideal time for them to receive career development help begins about half way through their service, when they have been long enough in the field to have been affected by their experience, when they are beginning to think "what comes next?", and before they start to panic about "what comes next?"

None of the times when they are assembled together in any numbers even nearly coincides with this period that is suitable for career development help so, ipso facto, the career service developed has had to be designed for widely scattered clients, without being able to arrange for potential employers or educators give talks to assembled clients, as is often done in the school situation.

Nor is it possible for much individual counselling on careers to be given to participants. While all participants receive a visit from a Tirelo Setshaba field officer at least once a month, these same field officers are almost all young ex-participants themselves with no experience in careers counselling, and have many other duties to perform on these monthly visits.

In the future, it may be possible to give these same Field Officers limited training in careers counselling, once the basic career development materials are better developed, more comprehensive and well tested in practice; but this has not yet been possible and, even at its best, it will have many limitations because of the very restricted experience of the Field Officers.

In the meantime, because of the very scattered nature of the clientele and the lack of suitably experienced staff with time to do one-to-one career counselling the emphasis is on written material and self-counselling and colleague-counselling.

The career development material supplied (one copy to each participant) has four distinct parts. It begins with general information on various subjects about which participants have shown themselves to be largely ignorant. These include the Government policy on employment and further education for participants during the introduction of the scheme (priority for places when other qualifications are equal, and a slightly higher salary). Also included is information on pay scales, what employment levels relate to what academic qualifications, advice on how to apply, explanations of what help can and cannot be expected, etc;

This first section ends with an explanation of some general career "areas" e.g. in rural communities, in towns, indoors/writing or outdoors/practical, followed by a "mini-questionnaire" asking participants to indicate to themselves which of these general career areas they would prefer.

This provides a useful bridge into the second section, the part which was most difficult to prepare and which the participants find most difficult to use. It consists of three questionnaires, two to be filled in by the participant concerned, and one by a "colleague" (i.e. a fellow participant, a fellow teacher, an extension worker living in the village, or a member of the participant's host family). The questionnaire to be filled in by a colleague contains the same questions as one of the two filled in by the participant. These identical questionnaires ask both participant and colleague to give their opinions independently as to the participant's abilities and interests in relation to a long list of activities which begins with more general activities, such as "schooling teaching" and "health education", and gradually changes to more narrowly defined activities, such as "writing reports" etc. The Third questionnaire, to be filled in by the participant, concerns what he or she values most in a possible career.

Participants and colleagues are asked to discuss the completed questionnaires with each other (in relation to what they reveal about possibly suitable careers), especially in cases where their answers to the same questions differ and discussion of the values' questionnaire's answers is also encouraged.

To encourage frankness in completing them, it is very strongly stressed that all three questionnaires are for the information and use of the participant alone, and that they are not to be handed in to Tirelo Setshaba or to anyone else.

This part of the material aims to encourage participants, with the help of their cooperating colleagues, to get a clearer picture of themselves in relation to what career they might find fitting to their abilities, interests and values. The weakest part of it is a lack of guidance on how to translate the pattern of answers in the questionnaire into a pointer towards particular careers. Perhaps that guidance can be developed with more experience.

The third part of the material consists of an alphabetically arranged description of some different Government and private sector careers potentially available to former Tirelo Setshaba participants. So far, these descriptions are limited almost entirely to the more obvious facts, e.g. entry qualifications, salary levels, training and promotion opportunities, with very little information about the actual nature of the work (it is planned that more of the latter will be added in subsequent years).

This list is clearly not yet complete (could it ever be?) but it is far far more comprehensive than the equivalent material distributed in 1981 which covered only some careers with Government.

Finally, participants are given a fourth questionnaire (which has to be returned to Tirelo Setshaba) and copies of the application forms needed for application for Government jobs and for some Government sponsored training. The fourth questionnaire asks them to indicate which careers they wish to apply to enter in order of priority up to five, and by which channel (i.e. where there is more than one possibility). It also asks them to indicate what applications they are making.

The receipt of these questionnaires, when completed, will give Tirelo Setshaba an overall picture of the pattern of choice of career applications, as well as information on which it can base follow-up action to help individual participants in their applications where necessary. Also, participants are being very strongly urged to route their applications through Tirelo Setshaba so that they can be followed up by Tirelo Setshaba staff.

When the completed questionnaires are received by Tirelo Setshaba, they are checked to see whether they are realistic in terms of the participant's school leaving examination results, and to see if there are any obvious mistakes or deficiencies in completing them that could delay action being taken on them by employers or education institutions etc. These cases are referred back to the participant concerned. When applications have been completed satisfactorily, they are forwarded to the employer, or educational institutions concerned, and then Tirelo Setshaba follows up where necessary.

## V. Conclusion

Until a careful and organized evaluation is done of the career development impact of Tirelo Setshaba, conclusions must be very tentative, based as they are on limited observation.

1. It appears that participants are much more mature about the question of which career they should pursue in comparison with when they were at school. Some of them say that they deliberately joined Tirelo Setshaba (joining is still voluntary, it is not yet a requirement) in order to have time and a different context in which to think about careers.
2. One of the factors that makes them more mature and realistic about their careers is that they receive their school leaving results after two months of service and so have the remaining ten months to digest and come to terms with this information, without being under great pressure to obtain employment etc. Immediately after publication of the results, as is the case with many who do not join Tirelo Setshaba. They also have an opportunity to resit the examination in their weak subjects during the year of service.
3. It appears that there is probably a much wider spread in the application made by participants compared with those of their peers who do not join Tirelo Setshaba. This is probably because Tirelo Setshaba experience has widened their knowledge of both what careers are possible and more important, what careers they might like. Also, it is possible that the list of possible careers laid out before them in the career development material supplied by Tirelo Setshaba, is much more comprehensive than the number of possible careers they become aware of while they are still at school. And it is there in front of them as one list making it easy for them to see how many different possibilities are available, and to compare what is available, rather than coming to their attention bit by bit, and through different channels.
4. It seems very likely that if the same careers development material was presented to their peers who did not subsequently join Tirelo Setshaba while they were at school there would be far less impact on their career development. The work experience, maturation and career

motivation that participants receive from serving with Tirelo Setshaba seem to be very important factors in helping them to make good use of the career development materials that Tirelo Setshaba supplies.

5. It would appear that circumstances (i.e. the creation of Tirelo Setshaba) have resulted in a practical and locally relevant intervention into the career development influences on senior secondary school leavers. This intervention will supplement the existing careers service which is largely based on methods developed to meet the circumstances and needs of European or North American countries.
6. These methods, e.g. the provision of oral and written explanations of various careers, aptitude testing, and one-to-one counselling can be an appropriate system in a situation:
  - (a) where school leavers anyway have good background knowledge of the variety and general nature of career possibilities (gained through knowledge of the varied occupations of different family members, through wide exposure to television and other media, and through seeing the wide occupational range in the communities around them)
  - (b) where enough careers counsellors are available to make one-to-one counselling practicable
  - (c) where the results of aptitude testing are made available to the school leavers concerned in such a way that they help them to make appropriate career decisions.
7. Unfortunately, in Botswana none of these three factors exist for the great majority of school leavers. As research has shown (Kann, 1981) school students have a very limited knowledge of the range and nature of career possibilities. Also, trained and experienced career counsellors are too few to reach more than a handful of students, and the results of aptitude testing cannot be made available to the students concerned.
8. To supplement and complement this existing imported system of career development assistance, Tirelo Setshaba offers:
  - (a) an easing of the pressure to make formal career decisions immediately after the publication of COSC examination results, giving an opportunity for maturation, reflection and practical experience, a bridging period between the lack of responsibilities and little encouraged initiative of school life and the heavy demands of employment or further education
  - (b) practical experience of a range of different career possibilities without having to make a commitment to any of these careers

- (c) organized career development assistance that includes:
  - (i) comprehensive written information about many different career possibilities, and about application procedures, etc;
  - (ii) self-administered questionnaires to help individual participants to identify their abilities, interests and values, that are not dependent on the availability of careers counsellors, and that leave their results in the hands of the individual participant concerned;
  - (iii) help in channeling and following-up actual career applications.

However, all the above conclusions are based largely on observations only and limited observation at that. A well-organised evaluation of Tirelo Setshaba's impact on career development, made while there are still non-participating senior secondary school leavers to act as a control group, would test the truth of these conclusions and provide information that could be very valuable both for Botswana and for other countries to help them developing an effective careers service geared to the realities of the local socio-economic and cultural situation.

# OBJECTIVES OF TIRELO SETSHABA

The three objectives of Tirelo Setshaba are:

- (a) To give an educating, broadening, maturing experience to all Form V leavers before they begin further education or employment: to expose them to the realities of development needs in remote rural areas (and to the problems of meeting them): to increase their self-confidence, self-discipline, initiative, sense of responsibility, ability to identify, analyse and help solve problems, and commitment to the development of their country.
- (b) To provide educated manpower to help carry out development programmes in rural areas, particularly in remote areas.
- ( ) To encourage greater understanding of each other among people from different parts of the country.

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## CHAPTER 14

### VOCATIONAL ASSESSMENT OF THE DISABLED PEOPLE IN SOUTH-EASTERN AFRICA<sup>1/</sup>

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<sup>1/</sup> Contribution by D. Buch of the ILO.

## VOCATIONAL ASSESSMENT OF THE DISABLED PEOPLE IN SOUTH-EASTERN AFRICA

### I. Introduction

This paper consists of three parts:

1. Three statements for discussion on vocational assessment of the disabled persons in Africa
2. A short introduction to the assessment project being prepared jointly by the Zimbabwean Government, Ministry of Education and ILO on the development of assessment instruments to use in ordinary schools, special schools and rehabilitation centres in the Southern and Eastern African region.
3. An introduction to the aims and purposes of the African Rehabilitation Institute.

With respect to the last part of the presentation information material was disseminated during the presentation and it therefore does not form part of the paper. The information in the paper on part two is limited and for more detailed information we refer to the project document that can be obtained through ILO on the Ministry of Education in Zimbabwe. The paper will therefore concentrate mainly on the 3 statements for discussion on vocational assessment of the disabled persons.

### II. Vocational Assessment of the Disabled Persons

It is an acknowledged fact that about 10 per cent of any given population is disabled (WHO estimation). This means that in Africa alone we are dealing with not less than 50,000,000 disabled persons, and probably much more. In a recent report of the Economic Commission for Africa on "The situation of disabled people in Africa" (Social Development, Environment and Human Settlement Division), it was mentioned that "the situation is even assumed to be more serious, considering the fact that disability is closely related to poverty as well as the level of development generally. The basic health facilities are poor, incapacitation, diseases are much more common than in other parts of the world". The report continues saying that "The increasing cases of disabilities arise not only from the poor health situation of the region, but also from factors as hunger and starvation, natural calamities - wars of liberation" and the like. The answer to disability is rehabilitation which could be destined as the coordinated use of medical, social, psychological, (educational) and vocational measures to training a (re) training the individual to the highest level of functionality (ILO definition). The final aim of rehabilitation is integration or re-integration of the disabled individual into the community. In this respect for people of working age also (re) integration in the world of work should be considered. This seems to be important for two reasons mainly:

1. It gives the individual the opportunity to become vocationally independent (again)
2. In our society much status and social contracts are derived directly or indirectly from employment

In the 1960s and 70s in most African countries vocational rehabilitation centres were established. All countries represented here have a more natural rehabilitation centres, with the exception of Lesotho where a centre is presently being established. Also community rehabilitation programmes are being established in all countries in cooperation with ILO.

Vocational rehabilitation involves a variety of services ranging from vocational assessment, guidance and counselling services to vocational training, placements and assistance in the creation of jobs.

With respect to the assessment of disabled people, taking into consideration the issues that have been discussed in the past few days, there are 3 points I would like to make:-

1. Vocational assessment and to a lesser extent vocational guidance and counselling of disabled people, only makes sense if there are different vocational options available in terms of training and employment.

In view of the high level of un- and under employment in many African countries, the high percentage of illiterates among disabled people and the limited resources available, the vocational options for disabled people are rather restricted.

In most vocational rehabilitation centres the number of courses available is limited to 4 or 5 and the decisions to accept a person on a particular course, in practice, depends more on the availability of places in that training course than on the individual's interest and a potential in that field. This of course makes the number of failures higher than necessary and it makes the services of rehabilitation centres less cost effective. In a situation without different vocational options it is difficult to introduce changes. However, in the meantime alternatives in the form of community rehabilitation and rural vocational training have been established. In this context a re-evaluation of the available assessment tools seem in order to assure that the limited number of places available in rehabilitation centres are optimally used. (It is estimated that in Zimbabwe and Zambia not more than 5 per cent of the disabled population received services from a national vocational rehabilitation centre). This seems even more true when we consider the growing tendency to enroll disabled persons in regular vocational training centres.

2. With respect to vocational assessment of disabled we are facing two main problems as far as the use of psychological tests is concerned:

- (i) As has been discussed already at great length during this workshop, the psychological assessment techniques developed in Europe and the USA do not always suit the education and employment situation prevailing in Africa. While from an educational testing point of view something can be said for adapting existing materials for standardisation and norming purposes, adaptation of existing vocational assessment to evaluation material to suit the African needs is much more difficult. Not only are very few reliable and valid vocational assessment tools available, but they are also geared towards specific western vocational situations in terms of job requirements. It is beyond dispute that the vocational skills required by a carpenter employed in a furniture factory in Europe are different from the skills required by a furniture maker in the rural areas in Zimbabwe. While the first one would need mainly good carpentry skills, the second one also has to be an accountant, a salesman, etc;
- (ii) A second problem is that psychological assessment tools, even if these have been found suitable for use in Africa, have not been adapted for use with various categories of disabled people. In general very little thought has been given on how to use and interpret scores of disabled persons on such tests.

This leads to the third point. But before that, I would like to conclude by saying that, provided sufficient vocational options are available, emphasis should be put on the development psychological/vocational assessment techniques, taking into consideration the local education and employment situation as well as the needs of various groups of disabled people in particular.

- (iii) The third point, I would like to make is that assessment scores of disabled persons should be made comparable to the scores of non-disabled persons. If we want our vocational rehabilitation exercise to be a success and if we aim at (re) employing disabled people either in the formal or informal sector, disabled people will have to compete on the employment market and they will have to reach general standards. In this respect disabled people do not need charity or exceptional treatment they only need equal opportunities. If a disabled person does not reach the generally accepted standards of skill, he probably should not have been selected for vocational training, vocational training in that field in the first place.

Concluding this point, provided vocational options and proper assessment techniques are available, the scores of disabled persons should be made comparable to those of non-disabled persons.

In view of the above ILO would like to make use of tests that have already been found useful for assessment purposes in Africa, to be adopted for use in rehabilitation centres. It is felt that particularly in the field of vocational assessment and aptitude assessment there is a need to develop new material.

The Government of Zimbabwe, through its Ministry of Education, encouraged by the recommendations of the ECA Conference on Occupational Training in November 1984, has taken up the challenge to develop localized assessment tools. The already prepared grade 7 and grade 4 tests are an example. The ILO through the African Rehabilitation Institute, is prepared to offer its assistance to the Government of Zimbabwe, to adapt these tools for use with various categories of disabled people.

In the project the development of three sets of tests is envisaged:

- (i) Tests for various achievement levels to identify minimal criteria for acceptance or grading in ordinary and special schools as well as vocational rehabilitation centres
- (ii) Aptitude tests to discriminate between people with potential in the academic, mechanical/technical, agricultural, administrative and commercial fields for placement and vocational guidance and counselling purposes. The aptitude test may well be based on relevant job analysis material prepared in Zimbabwe.
- (iii) Tests for interest motivation and endurance used for the same purpose.

In order to get an indication of the reliability and validity of the test material blue prints and parallel test forms will be developed. Field testing initially will take place in ordinary schools in Zimbabwe and a number of pre-selected vocational rehabilitation centres in the Southern-Eastern African Region. After that the material can be adapted for use with other target groups.

Psychological assistants and other relevant staff to be in the field testing exercise will be trained under the programme. For more detailed information, I would like to refer to the project document. Let me conclude by expressing the hope that with the assistance of the Economic Commission of Africa and ARI, we will be able to develop assessment material from which not only non-disabled but also disabled people will benefit.