

Inservice Education of Teachers in the New Commonwealth

AFRICA

Background to INSET

Purposes of INSET

This survey, primarily based upon the draft report of the Commonwealth Regional In-service Teacher Education Workshop held in Swaziland in May 1979 and on the data collected in the Bristol INSET Africa Project during 1980-81 suggests that the following are the major purposes of INSET in the region:

Initial Certification of Unqualified Teachers

Everywhere in Commonwealth Africa the increase in enrolments, particularly at primary school level, continues to exceed the increase in the supply of trained teachers. This means that new batches of untrained and unqualified teachers are being sucked into the schools all the time. In Ghana and Kenya, for example, one third of primary teachers are said to be untrained, in Botswana the figure is about half, and in The Gambia it may well be even higher. Our definition of INSET includes these unqualified teachers, first because they are clearly serving teachers immediately prior to their training, and secondly because the numbers involved - and therefore the finance - make this category of INSET the most significant in many of the countries under consideration.

Upgrading

Upgrading is here defined as those in-service activities which raise teachers' professional

qualifications - and therefore almost always their salaries - but which do not necessarily imply a change of role. Training for new roles is discussed below.

The expansion of secondary education in the post-independence era has enabled training colleges to raise the level of academic qualifications required for entry. This in turn means that all but the youngest teachers in the field are left behind with the 'sub-standard' qualifications such as the 'vernacular certificate' which they obtain in the old mission colleges. Most countries have therefore made it possible for teachers to be upgraded.

The continuing shortage of qualified secondary teachers combined with the often considerable differential in earnings between the primary and secondary sectors has meant that most Commonwealth countries in Africa are familiar with the phenomenon of primary teachers upgrading themselves to the rank of secondary teachers. All three secondary teachers' colleges in Zambia enrol primary teachers who have secured the required academic entry qualifications by correspondence. In both Swaziland and Malawi primary teachers can achieve graduate status via the intermediate stage of a diploma at the university. An innovation in the case of Swaziland is that some faculties (mainly geography and science up till now) have appointed Field Co-ordinators who supervise teachers in the field who are becoming secondary teachers on a part-time basis; the process is inevitably much longer, one year of residential work at the university taking three years to complete by the alternative method. A feature common to these upgrading courses is their emphasis on extending the trainees' academic knowledge in a limited number of specialised subjects. Fortunately or unfortunately they are presumed to know how to teach already.

Retraining for New Roles

A useful distinction can be made between 'on-the-job' training, as it were legitimising the holders of new positions, and training for new

roles which has a future orientation. The training of headteachers and inspectors, where such training exists, seems to be of the 'on-the-job' variety. In Zimbabwe, a pilot five-month course for 102 school supervisors in 1980 dealt with a wide range of skills in administration, classroom organisation and subject methodology. However, a number of countries have introduced training of an innovative kind which is designed to prepare teachers to play new roles as, for example, teachers of the handicapped, teacher's centre leaders, evaluators and curriculum developers, and teacher educators. At the same time other programmes seek to extend traditional roles to equip headteachers to train their own staff as in Nigeria, and to prepare teachers to play a role in community development as in Sierra Leone, Uganda, and Botswana.

Refresher and Curriculum Courses

Since the term curriculum development encompasses both the highly particularised act of designing a new lesson unit and any and every improvement a teacher makes to his teaching, what are traditionally called refresher courses are here treated together with the activities of curriculum centres.

The Commonwealth Workshop Report recommends that all pre-service and in-service training should introduce trainees to the principles of curriculum development, an excellent suggestion, but one which is difficult to implement beyond the familiar level of manufacturing teaching aids. Even in countries where the national curriculum development centre and a training college are in close proximity, the centre tends to see the college as a convenient channel for disseminating its already finished materials rather than as an opportunity to open up curriculum aims, methods and choice of lesson content for debate.

Priorities
of INSET

Serious problems arise when it comes to determining what priorities have been set as between pre-service and in-service teacher education

and within INSET provision issues with which the Commonwealth Workshop Report does not grapple. This in itself is not surprising since the governments represented at the conference rarely commit themselves explicitly to priorities for INSET in their own national plans and policy statements on education. Kenya's Five Year Development Plan, by way of exception, specifies the aim of phasing out untrained primary teachers by the end of the Plan in 1983. Botswana is a further exception in the sense that a shift of emphasis from the secondary sector to the primary and teacher training sectors is publicly declared in the current National Development Plan. The proof of the pudding, however, is always in the eating, and any country's INSET priorities, be they enshrined in a plan or not, might be most clearly revealed by an analysis of expenditure on specific activities, and by comparing spending on INSET as a whole with spending on initial training. However, as will be argued below, it is almost impossible to establish the cost of INSET activities.

It would be hard to assert that the present configuration of pre-service and in-service training provision in the countries of Commonwealth Africa - or indeed anywhere else - is the outcome of a single, coherent plan. The INSET activities described in this survey have developed in piecemeal fashion because of the inability of the pre-service structure to cope with the number of teachers required, with the administrative and supervisory requirements of a larger, more complex education network, and with the demands of radical change in curriculum methods and content. There are even cases of rivalry and distrust between pre-service and in-service institutions, the pre-service tutors, for example, refusing to modify their teaching notes to take account of new curriculum guidelines which the in-service system has accepted.

In prosperous developed countries there is no suggestion that INSET should be expanded at the expense of pre-service provision, but one wonders whether in developing countries this possibility should not be explored - especially

if the conservative pre-service colleges are shown to be inefficient in their tutor/trainee ratio, the cost of the long residential requirement and the number of tutor/trainee contact hours. If the research into distance teaching methods called for by the Commonwealth Report finds them cheaper than face to face methods and as efficient in terms of trainee learner outcomes, the case for introducing them into pre-service training, in combination with residential attachments and supervised practice teaching, is strong.

The next question to ask is whether the duration of pre-service training could not profitably be reduced in order to release funds to finance a guaranteed period of INSET for every teacher after, say, five years' service. At the Nigerian universities of Kano, Lagos and Nsukka, for example, students in an experimental group who take the B.Ed. degree after only two years are being compared with the majority who follow the conventional three-year course. Influential international development agencies, the World Bank among them, are now saying that confidence in the contribution of teacher training to the efficiency of children's learning has been exaggerated; available funding could more profitably be channelled into ensuring adequate supplies of instructional materials and improvements to the physical environment of the school. The onus will increasingly be on those who advocate the primacy of the teacher to demonstrate what combination of pre-service and in-service training most efficiently produces an agreed level of learning in children.

Costs of INSET

Calculating the cost of INSET, even the cost of a single INSET activity, is a notoriously complex task and one which few countries, developed or developing, appear to have undertaken. One reason for this is that the providers of INSET are rarely a homogenous group: the cost of qualifying an untrained teacher in Lesotho, for example, involves contributions from the Distance Teaching Centre as well as from the National Teacher Training College. Another reason is that the providers of INSET are rarely committed full-time to INSET activities: the Lesotho

Distance Teaching Centre staff are also writing materials for non-formal education programmes, the NTTC staff both at the college and in the field are also involved with pre-service trainees. The proportion of their time devoted to INSET must be costed separately. The cost of replacing a teacher seconded for residential INSET must be included in any calculation, and this will depend on whether the replacement is a trained teacher or a local secondary school 'drop-out'. The Commonwealth Workshop Report's main financial concern is that international organisations should help a country determine the costs of various methods of distance teaching and compare these costs with those of more conventional face-to-face teacher education (a point which was taken up later at the Commonwealth Education Conference in 1980). Tanzania's Distance Teacher Training Programme, for example, claims that its costs per teacher trained are only one-third of the costs of the equivalent conventional residential programme.

Progress in the more rigorous analysis of all INSET costs will enable two issues of overriding importance to be addressed: the one is the relation between initial and in-service teacher training, the other is to ask who benefits from INSET, the teacher or the education system as a whole.

Responsibility,
control and
co-ordination

The Report of the Commonwealth Workshop recommends that "Governments should establish, wherever it does not exist, a body to co-ordinate the overall aims of in-service education and continuously evaluate the effectiveness and relevance of all in-service education activities." Establishing the body is however, the least difficult task.

In Lesotho a Central In-service Education Committee reports to the Permanent Secretary; within the Ghana Education Service there is a Training Unit responsible for organising courses for all categories of personnel in the Service. More difficult is the task of actually co-ordinating the overall aims of INSET. In Sierra Leone, this happens as follows: provincial inspectors, voluntary agency representatives

and subject associations every year make proposals to the In-service Co-ordinator in the Institute of Education on courses which they would like to see organised the following year. These proposals are then considered by the Advisory Council on Teacher Education, following which the Institute is empowered to organise a schedule of courses, recruit teaching staff and determine the venues.

Some countries, Lesotho for example, have recently elaborated new 'qualifications profiles' clarifying what is required of teachers for each successive step up the ladder of promotion. All countries have such profiles in a de facto manner, the problems arising where the requirements at a particular stage are not perceived as fair or where there are different routes of ascent. For example, at the top end of the scale, countries that have sent groups of teachers or teacher trainers to 'tailor-made' courses overseas find difficulty in reconciling these rapidly obtained qualifications with the lengthier requirements of their national university bachelor's and master's degree programmes. In Swaziland, there is apparently widespread feeling among district education officers and headteachers that the teachers trained via the INSET scheme based on William Pitcher College are not as 'good' as those who have taken the conventional pre-service course. Evaluation studies of samples of both groups of teachers dispute this - a reminder that the evaluation called for in the Workshop Report needs to go beyond the stage of assessing an INSET activity on its own terms to judging the cost-effectiveness of alternative methods of training. The salary implications of alternative routes to a particular teaching qualification are always an explosive issue, regardless of the government's honourable intentions in eliminating unqualified teachers from the profession as quickly as possible: in Zimbabwe, for example, conventionally pre-service trained teachers study, on the basis of government bursaries which subsequently have to be repaid. Trainees under the ZINTEC scheme, however, receive an admittedly 'sub-standard' salary from the start of their training, but after only two and a half years

of their course, their salaries pass those of the qualified teachers with two years' training after 'O' Level, who are not so patiently waiting to be upgraded also.

Involving teachers in the process of curriculum development as part of their training means, fundamentally changing the balance of control over the curriculum. This recommendation of the Commonwealth Workshop Report is preceded by a recommendation encouraging 'members of the community especially parents . . . not only to participate in the decision making process in education, but also to serve as resource persons'. If, in reality, teachers themselves have so far been seen as useful links in what is essentially a transmitting process, it seems unlikely that those who control the curriculum will voluntarily extend the franchise to teachers, let alone to parents and to the community at large. Organisers of INSET activities of any kind are not known for their willingness to let teachers define the topics for discussion. The World Bank makes a similar point about the difficulty of changing the balance of power. The Bank's recent review of its own policy on education notes that "Success in achieving universal basic education and equalizing further education opportunities will also depend on the willingness of central and local authorities to deal with various interest groups for whom the cost of an increase in education opportunities would be a sacrifice of status, power, or comparative advantage" (Education Sector Policy Paper 1980 p.29).

The reference to members of the community and parents serving as resource persons is likely to prove an exercise in wishful thinking except in the most favourable of political environments. In the same vein another recommendation from the Commonwealth Workshop Report calls on governments to encourage 'interaction between subject associations and cultural associations, which can produce ideas that may be incorporated into the curricula of schools and teacher training schools'. Practical experience of attempts to involve parents, communities or cultural asso-

ciations in, for example, an INSET activity, suggests that their participation is difficult to obtain on a voluntary basis; performers of traditional dances expect to be paid the same fee that is paid to the mathematics lecturer.

The situation is of course different where an interest or pressure group sees advantage in contributing to an educational activity. Thus the National Christian Council of Kenya is prepared to organise courses on family life education in collaboration with the Ministry of Education in just the same way that subject associations such as the Mathematics Association of Nigeria and the Science Teachers Association of Nigeria, run courses to promote the teaching of their own specialism. The stance of teachers' unions is more ambiguous, differing also substantially from country to country within Commonwealth Africa. In providing the 'emergency licensing' course for unqualified teachers in The Gambia, the Union there seems to be acting merely as an executive agent of the Ministry, whereas the courses organised by the Kenya National Union of Teachers deal, in addition to administrative skills, with the 'rights and obligations of teachers'.

The Commonwealth Workshop Report chooses as its first recommendation a plea for teachers' unions to establish 'a single, unified association for teachers of all grades' within each country. This is presumably so that the unions' contribution to INSET can be maximised, not because the Report wishes to promote a bargaining relationship between unions and Ministry. The Report clearly sees governments rather than the unions as being responsible for securing improvements in teachers' pay and conditions for it states "Governments should recognise cumulative sets of short in-service courses as leading to additional qualifications, incremental credits and/or promotions and determining the appropriate length and numbers of such courses required for each purpose."

Motivation
of teachers

Guaranteeing a teacher pre-service and in-service training presupposes an agreed concept

of a teacher's career. Teaching, especially primary school teaching, has rapidly come to be seen in Commonwealth Africa as the least desirable 'white collar' career. People enter it as a basic insurance policy until something better turns up: and the more highly qualified the entrant to teaching, the less time he is likely to stay. Qualified secondary-level science teachers in The Gambia have an average teaching career of 1.8 years. The emphasis in many countries on purely academic qualifications as a ticket to a better job results in a situation where teachers neglect their teaching because of private 'O' and 'A' Level studies and absent themselves from school for long periods to take and re-take the examinations.

Raising the low morale of teachers is a very complex matter. Salary differentials between teaching and other professions and differentials within the teaching profession itself are clearly of prime importance. Some research has shown no appreciable difference in children's learning between classes taught by standard qualified teachers and classes taught by teachers with emergency training, yet in many countries the former receive twice the salary of the latter. The institution of posts of responsibility within primary schools as in Botswana and Malawi - and the accompanying introduction of specialised INSET, for example in infant methods - is surely to be welcomed, as is the decision of some countries to involve the universities in research and training activities in the primary sector, for example the proposed B.Ed. Primary course at Kenyatta University College in Kenya.

The growth of teachers' centres, of advisory as opposed to inspectorial services at local if not school level, is also likely to improve morale, though the success of such a service depends in part on the money available in a school to implement the suggested improvements. Success depends as well on the location of such centres (whether teachers can reach them easily or not) and on the technical and personal skills of the advisory staff. But

even if such facilities are introduced, the response of teachers will be influenced by the mechanisms for formally posting, inspecting, and promoting teachers. As long as the latter are perceived to be arbitrary and divorced from professional considerations, the effect of improvements elsewhere in the system will be severely diluted.

A quantitative assessment of the INSET currently on offer in Commonwealth Africa would have to conclude that the residential long course leading to upgrading and a rise in salary for the participant was the predominant type. The trend may now be towards shorter periods of residence and sets of written, locally supervised assignments, but the carrot of the salary increment is still there. This should not be taken to imply that teachers will not sacrifice their free time to attend well run short courses and conferences which help them get their pupils through their examinations, particularly the entrance examination to secondary school. What the preponderance of award-bearing INSET does mean, however, is that education officials - and more significantly their paymasters in government and in the international development agencies - are beginning to challenge the automatic association between INSET and higher salaries. Raising all unqualified primary school teachers in Kenya to qualified status will increase the total salary bill of the primary sector by one-third. It is significant that the Education Administrators' Group in their section of the Commonwealth Report note that 'there are financial problems in certificating all teachers, as a country may not be able to pay a 100 per cent qualified teaching force'.

Equally significantly, the Teacher Educators' Group points out that 'teachers need some break from work, for it should not be expected of them to use all their vacation time doing in-service work'. How can a government extend to teachers a greater share in the decisions which affect their future and at the same time restrict or even reduce the financial opportunities associated with a career in teaching? Clearly this could not

be done except in conjunction with a realignment of salaries in other branches of the public service and in private employment as well.

Evaluation and follow-up

In literature on evaluation the distinction is commonly made between concern for 'programme improvement', i.e. raising the effectiveness of an INSET strategy to which a country is already committed and 'programme accountability' i.e. determining value for money, comparing spending on INSET with spending on books, on reducing class size, etc. Since many INSET programmes in Africa, particularly those of the 'emergency' initial training variety, are funded largely by bi-lateral or multi-lateral aid agencies, these agencies regularly conduct their own evaluation of the 'programme improvement' variety. Unfortunately, few lessons can be drawn because the evaluation reports are not published, and their contents are often not made known even to the staff organising the INSET activity in question, though the Tanzanian In-Service Teacher Education Programme is one notable exception. Despite the fact that in developed countries professional opinion is somewhat sceptical of programme accountability evaluation, its advocates are strong in the developing world, not least in donor agencies such as the World Bank. A recent survey commissioned by International Development Research Centre in Ottawa bemoans the paucity of teacher effectiveness studies in Africa. Certainly the findings of the INSET Africa Project are that in-service activities are rarely evaluated and the in-service trainees even more rarely followed up at a later date. Yet if external donors are going to impose their own terms, it seems essential that institutions such as the International Centre for Educational Evaluation at Ibadan should train African evaluators who can conduct the required studies and debate the underlying issues from a position of strength.

Innovations Adopted

Initial
training of
unqualified
serving teachers

A useful distinction can be drawn between two types of initial training provided through INSET: first, emergency courses, usually compressed into a few weeks, which do not result in any formal

qualification, and, secondly, those courses which lead to the teacher's achieving basic qualified status. In Malawi, for example, unqualified teachers holding the Junior Certificate (two-years' post-primary) take a one-month course; the best are then admitted to training college for the formal T3 programme, while the remainder return to their schools on basic salary. Ghana and Kenya are also quoted in the Commonwealth Workshop Report as having or having had emergency courses of this sort. In Sierra Leone, a scheme whereby unqualified teachers take a one-week residential course each year for five years has just finished, and a new cycle is about to start. A somewhat informal version of the emergency training system also operates in Sierra Leone whereby unqualified teachers pay to take a five-month cramming course at Freetown Teachers' College in preparation for the entrance examination to training college.

In some countries one could say that there is no pre-service training at all in the sense that all entrants to training college have already had some classroom experience. This is now official policy in Botswana. In Kenya the timing of the East African Schools Certificate examinations and the procedure for entry to college result in an 18-month gap, during which time most prospective trainees work as unqualified teachers. A similar system exists in Zambia, the difference there being that unsuccessful applicants to training college are compelled to resign their temporary teaching posts after a maximum of two years.

The initial but in-service training which takes teachers to qualified status is, as we have seen, synonymous with conventional pre-service training in some countries, i.e. it involves full-time residence at a college for one, two or three years, and the traditional mixture of lectures, model lesson preparation and supervised teaching practice. An example here would be the one-year course at Gambia College for unqualified teachers over 30 years of age with at least five years' teaching experience.

Other countries, however, have addressed the problem of certificating a large number of unqualified teachers by a pattern of training which keeps them in their schools for much of the time. In Swaziland, teachers attend William Pitcher College at Manzini for a 12-week residential period (up to 120 at any one time) and then complete a series of written assignments back at their schools over the next three years, during which time they receive regular supervision from their college tutors. The corresponding scheme in Lesotho involves a total of ten weeks' residential attendance spread over several vacations, the completion of materials sent out by the Lesotho Distance Teaching Centre and meetings at local centres with a supervisor. The drive towards Universal Primary Education (UPE) in Tanzania has necessitated a similar programme of two years' duration involving face to face teaching three times a week, radio broadcasts, correspondence assignments and supervised teaching of about 15 hours per week. The recently-launched Zimbabwe Integrated Teacher Education Course (ZINTEC) plans to train the enormous total of 9,000 teachers (ten successive cohorts of 900) by offering residential attachments of 16 weeks at the beginning and end of the course, with three and a half years of correspondence assignments and supervised teaching practice in between.

The courses differ in the level of formal academic education required and in the level of professional qualification offered; ZINTEC, for instance, requires five 'O' Level GCE passes, but in return offers the trainees a qualification equivalent to that of the full three-year post 'O' Level training course.

The courses also differ in the extent to which responsibility for the 'input' is shared between different institutions or different categories of personnel. In Swaziland, the correspondence units are prepared and marked on the college campus, and the college tutors in charge of the residential teaching are also the ones who travel out one day per week to super-

vise the trainees at work in their schools. In Lesotho the Distance Teaching Centre has the in-service trainees as only part of its overall clientele, and the supervision is similarly in the hands of National Teacher Training College field staff whose primary task is to monitor the practice teaching of the pre-service interns. The visiting tutor in Tanzania is called an Itinerant Teacher Educator, and one is attached to each of the country's 16 senior colleges of teacher education. In the northern Nigerian states participating in the Primary Education Improvement Project based on the Institute of Education at Ahmadu Bello University, there were in 1978, 123 mobile teacher trainers in touch with some 4,000 teachers. The same type of visiting tutor will clearly have a vital part to play in Zimbabwe's ZINTEC programme.

In terms of sheer numbers, the National Teachers' Institute, from its base at Kaduna, Nigeria, is in a class of its own. If the intention of raising all unqualified teachers in Nigeria to Grade II level is to be realised, enrolments for this distance education programme will be in the range of 235,000 - 290,000 by 1982! The basic method of study is self-instructional correspondence units, though supplementary learning materials such as audio-visual tapes are to be made available at the study centres based at divisional headquarters throughout the States of the Federation. The fluctuating fortunes of the much smaller Teacher In-Service Education Programme (TISEP) which has operated on a similar distance education pattern in the ten northern states of Nigeria since 1967 underline the problems of college lecturers becoming correspondence course-writers and tutors and the problems of ordinary teachers acquiring the study skills needed to cope with distance learning.

Discussion of the certification of unqualified teachers has so far been directed at the primary sector. At secondary level there are far fewer references to professional certification (as distinct from upgrading), the exceptions being those countries, Malawi for example, and certain Nigerian states, which

allow for the Postgraduate Certificate in Education to be taken by serving teachers on a mixed 'assignments plus vacation residence' basis. In Zimbabwe the postgraduate certificate in education, traditionally involving a year's residence at the University, is currently being transposed to this new pattern.

Upgrading of qualified teachers

In some countries, Malawi for example, a teacher can move to the next grade by passing the requisite academic examinations and having his classroom teaching assessed. More common are upgrading courses consisting of a mixture of residential attachment, correspondence assignments and supervised teaching. Malawi also organises courses of this kind; responsibility for the written assignments is in the hands of the Malawi Correspondence College, the teaching and inspection being carried out by the newly reorganised Institute of Education at Domasi. Uganda has two entire colleges devoted to teachers being upgraded from Grade II to Grade III over two years. The Zambian National In-service Teachers College (NISTCOL) runs a one-year residential course leading to the award of the Advanced Primary Certificate; applicants must be experienced primary teachers who are now full GCE holders and who have received the recommendation of their local education officer.

The variety of upgrading opportunities in Nigeria are a reflection of the country's size and comparative prosperity. Each Nigerian University offers its own full-time and part-time in-service upgrading courses. The Nigeria Certificate in Education by Correspondence Programme (NCE-CC) launched in 1976 by the Institute of Education at Ahmadu Bello University, Zaria, involves some 1,000 Grade II teachers currently in school and the part-time services of 150 lecturers. The course extends over four years and consists of correspondence assignments and five ten-week residential contact sessions. At Lagos the Associateship course for Grade II teachers with at least five years' experience attracts a very competitive field of candidates from all over the Federation. The corresponding course at Ibadan is self-financing, the trainees being willing to pay the fees in the expectation

of gaining salary increments on successfully completing the course. Ibadan offers an in-service M.Ed. over two years to full-time teachers, covering the same ground that the residential M.Ed. course covers in a single year. Lagos University also houses the Correspondence and Open Studies Unit which sees itself as a type of 'Open University'; at present teachers can proceed to a B.Ed. degree in Science, and a Languages and Social Studies option is to be added. A Special Entry Preparatory Programme (SEPP) exists to bring GCE 'O' Level and Associate Certificate holders up to conventional university entrance standards. In some states teachers holding the Nigerian Certificate of Education are guaranteed bursaries if they are granted places in universities abroad to study for the B.Ed. degree.

Upgrading courses tend to be dominated by the academic examination which concludes them. Malawi has broken with this pattern by introducing a new grade of Chief Teacher (T1) which is granted on the recommendation of the inspectorate on grounds of consistent service and degree of professional expertise. Botswana is another country which offers a measure of advancement to teachers without linking it to examination success. In schools with over 200 pupils one teacher is given a post of responsibility in addition to the headteachers and the deputy. In schools of over 300 pupils two teachers get this extra recognition, etc. Unfortunately, but perhaps inevitably, these innovations have been criticised by teachers who are used to a system of advancement by academic merit and who fear arbitrary promotion at the hands of the inspectorate. Teachers' conservative resistance to this system of internal promotion could perhaps be overcome more speedily if the techniques for assessing potential candidates were improved and if their selection were followed by a short session of training specific to their new role.

A feature of the part-time in-service courses referred to above - with the exception of the Lagos Open Studies Unit - is that the duration of the training is strictly prescribed.

We do not know how many teachers drop out and fail to qualify because of intervening circumstances. In Uganda, a working party formed by the inspectorate in the Ministry of Education is currently piloting a 'module-based' course at Grade II level in the subject 'practical teaching'. The intention is that trainees will progress through the unit at their own speed and will present themselves for formal examination when they are ready.

Retraining teachers for new roles

Training Headteachers to Train Teachers

Interesting proposals have recently been made, which involve extending the traditional role of the headteacher. In Plateau State, Nigeria, the Primary School Supervision Course trains Grade I teachers, most of them already headteachers to be responsible for the training of unqualified teachers in the ten to twenty primary schools near their own school. The nine-month course, operating on a two-week per month sandwich basis, also equips this new category of supervisory headteacher to disseminate new curriculum units and to administer attainment tests. Lagos University similarly plans a Professional Studies in Education course whereby headteachers and inspectors with Grade II qualifications and ten years' experience can learn how to train the unqualified teachers in their own care. A tentative proposal in Lesotho, based on current practice in Tanzania would train headteachers by showing them how to train the unqualified teachers on their staff.

Training Teachers of the Handicapped

Provision of special education for handicapped children could not be said to be adequate anywhere in Africa, though there are examples of progress being made. Zambia addresses the problem by providing a one-year residential course in Lusaka for approximately 20 primary teachers per year who then specialise in a particular educational handicap. At Oyo in Nigeria a new college for training teachers of the handicapped has recently been opened.

Training Teacher Trainers

Traditionally, training college lecturers have been recruited on a haphazard basis, either by promoting competent primary teachers and head-teachers or by drafting graduates, some of whom have never themselves taught. Several countries have now instituted training courses for college lecturers. Zambia has a two-year Diploma in Teacher Education programme based at the University. Uganda has a similar course for Grade III teachers at Makerere, the difference being that the Ugandan trainees take three years, spending the middle year on supervised lecturing practice at a college. In Lesotho where numbers do not justify a separate course for lecturers, the latter are trained at the university jointly with intern supervisors for the National Teachers' Training College, education officers, educational planners and curriculum centre staff, 70 per cent of the course being common to all groups of trainees. The mobile teacher trainers in northern Nigeria undergo a similar course of training at Ahmadu Bello University. The curriculum of all these courses is laying increasing emphasis on the skills of diagnostic testing, classroom observation and coaching teachers.

Training Teachers' Centre Leaders

Widespread concern at the large disparities in the quality of educational provision within countries is resulting in a growing commitment to shifting resources from the 'centre' to the 'periphery'. Regional quotas for places in secondary schools are one example, the setting up of local teachers' centres, sometimes called educational resource centres, is another. This latter development has pointed out the need to train the 'wardens' or 'leaders' of such centres. Although Kenya and Zambia, for example, have resorted to 'out-of-country' training in the U.K. for individual teachers' centre leaders, it is increasingly being felt that this training is best done 'in-country'. The Kenya Institute of Education and Kenyatta University College have recently organised a joint course to convert a group of college tutors into wardens of Teacher

Advisory Centres. One feature of this commitment is the creation of regional or local centres variously termed which are responsible commonly for certain curriculum development activities and for providing support services to teachers notably INSET opportunities. The development of Resource Centres at state level in some Nigerian states, of Teachers' Centres in Botswana and Zambia, and of Teacher Advisory Centres in Kenya are examples of this trend.

Training Evaluators and Curriculum Developers

Training in the techniques of both educational evaluation and curriculum development has in the main been done 'on-the-job' and/or at universities overseas. In the case of Swaziland, for example, a number of Swazi staff at the Primary Curriculum Unit are enrolled for degrees at the Eastern Michigan University (EMU) which provides US advisers to the curriculum project. Part of the course-work requirement for the degree is obtained in Swaziland under the supervision of the US adviser, the remainder being completed at EMU itself. Two important departures from this practice, however, are the founding of the International Centre for Educational Evaluation at Ibadan, and the mounting of a similarly international course in curriculum development at Nairobi. Participants at both courses are graduates seconded from their posts at national curriculum development centres in member countries of the African Curriculum Organisation. A series of correspondence assignments and a piece of action research carried out in the participant's own country are a requirement of the Nairobi course. Much of the funding of both courses comes from the German Foundation for International Development, and this is a good example of the growing tendency for educational aid from the so-called developed countries to concentrate on 'third country' training as opposed to the conventional practice of attracting trainees to Western Europe and North America. A persistent problem with these qualifications obtained both at international centres in Africa and at tailor-made courses at universities in Western Europe

and North America is that they are perceived to be a 'soft option' by staff and students at the country's national university. This can be overcome, as in the case of the Nairobi and Ibadan courses, by the inevitably cumbersome and time-consuming procedure of involving the national university fully in the planning, teaching and examining of such courses.

Training Teachers for Community Development

A decade ago it was extremely fashionable in literature and conferences on 'development' to insist on the 'animateur' role of the primary teacher: he/she was to be the mainspring of socio-economic development in the community, by precept and example, encouraging adult villagers to improve their nutritional, child-rearing, agricultural and marketing practices. Bunumbu Training College in Sierra Leone and Namutamba College in Uganda are examples of projects set up to train teachers to perform this 'extended' role. The Bunumbu project began with an extensive in-service programme directed at the head-teachers and teachers of the 20 pilot schools which were to be transformed into Community Education Centres.

A scheme launched in late 1980 in Botswana obliges all prospective entrants to tertiary level training institutions to spend 18 months beforehand as Community Service Volunteers. The young people are posted to communities in pairs, teach half-time in the local school and devote the rest of their time to health, nutrition or agricultural projects. A rudimentary induction training is given, but this is supplemented by training from local supervisors while the volunteers are, literally, in-service. The Commonwealth Workshop Report recommends that teachers' contribution to rural development be enhanced by their participation in training activities organised by other relevant ministries.

Comments appearing to evaluate specific projects would be inappropriate here, but two general observations are perhaps in order: first, the high expectations of the 'animateur' teacher

are sometimes disappointed because the necessary concomitant political and economic changes have not taken place; communities have not been able to take advantage of their newly 'conscientised' position in regard to negotiating prices for cash crops and securing improved local transport facilities. Secondly, there has been little investigation of factors influencing the primary teacher's morale, i.e. his pay, work load and conditions of service. There is a tendency for politicians and government officials in general to show enthusiasm for the 'animateur' teacher; the 'professionals' within ministries of education and local inspectors show much less enthusiasm and prefer to concentrate on seeing the traditional restricted role of the teacher fulfilled more efficiently. This latter view is reflected in the Commonwealth Workshop Report's discussion of the wider role of the teacher where it is pointed out that 'most countries suffer an acute shortage of teachers and thus teachers can be expected to do new things in only a limited way because they were already overworked'.

Refresher and
curriculum
related INSET

Whilst a great deal of INSET in African Commonwealth countries is directed to improving teacher competence in classroom teaching, it is difficult to establish how much training is provided and how efficiently. In Zambia where the central in-service college runs three-month courses in primary methods and individual time-table subjects such as music, home economics and art and craft, the scale of the activities is easy to assess. Where, however, it is a question of inspectors organising single-day courses and headteachers calling their staff together for training sessions, the actual amount of trainer-trainee contact is an unknown factor. Knowing how many personnel there are in the Botswana in-service teacher training team does not tell us how many classroom teachers are contacted in an average week. In some countries it is not unknown for the petrol vote to be exhausted half way through the year and for the organisers of refresher courses to be office-bound until the new financial year begins.

Where and between whom the curriculum in-service work takes place is a question of great importance. In Botswana members of the project work inside classrooms with teachers or gather teachers for a week or two on a chosen curriculum course for the production of support material, but one suspects that in many countries the classroom based training rarely occurs. In Swaziland once new curriculum materials have been piloted and revised, there are in theory three strands to the dissemination exercise: the project unit briefs inspectors for five days, the project unit briefs headteachers for four days, and the inspectors brief teachers in their areas for four days. The problem is that, in 1980/81, financial constraints will rule out contact between the unit and the headteachers. This places enormous strain on the inspectors, since any part of the new materials which they do not understand will not be understood by the teachers. Another important factor is what Botswana calls 'the production of support material', both that which teachers make themselves and that which they buy from the Teaching Aids Production Unit at Francistown; this is a feasible proposition because of the capitation grant payable by the Botswana Government for the purchase of such materials (currently approximately £8 per child), but elsewhere the multiplication of 'model' materials produced on an INSET course is often a financial impossibility.

Information is also available from Swaziland on the training given to teachers for their participation in the earlier stage of 'piloting' new curriculum materials. Teachers from the 16 trial schools attend a one-week course at the beginning and end of the school year, and during the year their handling of the materials is aided and monitored by one of four Teacher Leaders. How far the writers of such materials respond to the difficulties experienced by teachers is a sensitive issue, since a superficially attractive solution is to leave the materials unchanged and to recommend remedial training for the 'deficient' teachers, training which then as a result of financial constraints often fails to materialise. These difficulties can in part be

obviated by ensuring that the team of curriculum writers is a genuine partnership between 'experts' (be they indigenous or foreign) and classroom teachers. Kenya and Zambia would claim to be implementing this proposal, but the problem always arises, as in training colleges the world over, that the classroom practitioners on secondment rapidly lose touch with school realities; they become attached to their new working milieu and resist moves to have them replaced by a fresh batch of classroom teachers.

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