

ASIA

Background to INSET

This survey is primarily based upon national reports on INSET submitted to international conferences and workshops conducted by the Commonwealth Secretariat, Unesco and its Asian Programme for Educational Innovation and Development.

Purposes of INSET

National reports on INSET suggest that INSET in Asian countries is generally seen as meeting the following purposes:

- (a) To provide training and professional qualifications to serving but untrained teachers. Bangladesh and Malaysia both stress this function and it should be noted that in Sri Lanka it is the normal procedure for teachers to be trained after they have completed three years of service in the schools.
- (b) To upgrade the qualifications of serving teachers whose original certification may have been rendered out of date by educational changes and by reform of the teacher education process. Bangladesh, India and Hong Kong make specific reference to this purpose.
- (c) To provide refresher or updating opportunities particularly to familiarise teachers with modern practices being encouraged in the schools. All Commonwealth Asian countries seek to improve the competence of teachers in their teaching subjects and in practical teaching skills. Several refer to the need to update teachers in the production of teaching materials and the use of audio-visual aids. India makes specific mention of training in evaluation techniques and Hong Kong and Sri Lanka have stressed the need for teachers to develop

identification with, and skills to serve, the community as a whole. In Hong Kong, Singapore and Malaysia, particular emphasis is being placed upon language and communication skills.

(d) To promote the dissemination of specific educational innovations such as curriculum change in India and Sri Lanka, the introduction of work experience courses and population education in Bangladesh, changes in the language of instruction as with the progressive development of Bahasa Malay in Malaysia and Singapore, and the move towards English medium education. Hong Kong and Malaysia seek to enable teachers to play new roles beyond routine classroom instruction, and India to prepare teachers to participate in the non-formal education of children in deprived sections of society.

(e) To improve the quality of educational management and administration at all levels is an important goal of INSET in most countries. This may involve the retraining of teachers to enable them to take up new positions outside the classrooms for which their earlier training and experience may not have equipped them. In Malaysia a massive and systematic programme of training headmasters and senior staff is being initiated; in Singapore short courses for prospective or newly appointed principals are held annually; and in India the National Institute for Educational Planners and Administrators has provided in-service training since 1971.

(f) To improve the quality of teacher education. There is growing emphasis on the need for continuing training for the teacher educators themselves, notably in Bangladesh, India and Malaysia, and the importance of this is being strongly urged by APEID in its advanced-level workshop programme. In Sri Lanka and Malaysia considerable effort is devoted to the

training of master teachers through whom in-service programmes may reach larger numbers of teachers.

There are other goals of in-service training mentioned by particular countries which are unlikely to be confined to those countries. Sri Lanka, for example, reports that provision for the induction of teachers into the profession is regarded as very necessary and programmes have been provided for large numbers of teachers. This may reflect the particular situation in this country where teachers are initially appointed without training. However, there is growing interest in other parts in the Commonwealth in the need for induction, even where teachers have completed an initial training programme, and this is likely to be reflected in Asian countries.

Most of the general statements of INSET goals to which reference has been made reflect the needs of education systems as perceived by ministries of education and make little or no reference to needs as they may be perceived by individual teachers. However, both Hong Kong and Singapore have expressed concern for the personal enrichment of the teacher, and in Singapore there is recognition of the desirability of relating INSET provision to the career structure of the profession, particularly through providing an avenue for career advancement for non-graduate teachers in the former Advanced Certificate programme (now the Further Professional Certificate). There is growing attention being paid in Singapore to INSET as a means of improving the morale of teachers which was reported to be low in the Goh Report on the Ministry of Education 1979. Low status, frequent changes in the education system, an inappropriate supervisory system, and poor promotion prospects were thought to be among the reasons for this. In-service opportunities, it is thought, should be given to teachers to improve themselves academically and professionally as a means of promoting better morale and stronger professional consciousness.

Priorities
of INSET

In general, national reports and policy statements, whilst commonly affirming the importance of INSET, do not define the degree of priority accorded to INSET as opposed to pre-service training, nor do they state priorities as between the various purposes of in-service training and the many target groups to which training may be provided. This may in some measure reflect the fact that resource constraints coupled with the wide range of urgent demands upon available resources has tended to result in in-service training being provided on an ad hoc basis to compensate for deficiencies in teaching forces revealed from time to time by educational change. INSET has been often provided as an emergency response to an immediate need rather than as a continuing and systematic process of teacher improvement, and consequently systematic thinking about the whole potential of INSET activities, whilst accepted as desirable in theory, has in practice been seen as largely irrelevant to the immediate task.

Costs of
INSET

Financial allocations to INSET do not clarify the picture. It is difficult to isolate expenditure on various kinds of INSET activity from other forms of expenditure in the wide range of multi-purpose institutions conventionally engaged in INSET and statements of annual expenditure on INSET will reflect short rather than long term interpretations of priority. Nevertheless, as we shall see in the following section, in a number of countries steps are being taken to systematise the provision and co-ordination of INSET.

Responsibility,
control and
co-ordination

The widely differing political and geographical circumstances of the countries we are considering has inevitably resulted in a wide range of patterns of provision of INSET. In virtually all, the scale of the problem is so great that a range of organisations and institutions is conventionally involved, including governmental and non-governmental agencies. In the larger countries these may operate at national, regional or state, and local or district levels. The role of government itself may be mainly to finance teacher education to play the major role in providing INSET. Whilst educational administration is

usually highly centralised and consequently there are opportunities for nationally planned INSET programmes, there may, as in India and Malaysia, be a division of responsibility between federal, state and local authorities. We shall need therefore to examine the situation in respect of responsibility and control, country by country.

Bangladesh

Whilst in other countries governments have usually entrusted INSET to a range of multi-purpose organisations, Bangladesh established in 1959 an Education Extension and Research Institute in Dacca (BEERI) specifically charged with the task. Currently BEERI seeks to give every trained teacher the opportunity to take a refresher course within five years of graduation, whilst untrained teachers are to have a short course of training within six months of being employed. In addition, BEERI provides longer courses lasting one year to train teachers in the new vocational subject areas, and organises workshops and seminars for senior staff to prepare them for key roles and greater responsibility particularly in the secondary education field. A further centre for secondary school teachers at Rajshahi is proposed.

However, BEERI is not given exclusive responsibility. Other institutions of a more conventional multi-purpose kind also provide INSET. The Academy for Fundamental Education established in 1977 at Mymensingh provides in-service training for the staff of primary teacher training institutes and for educational administrators concerned with primary education. The Technical Teacher Training College and the College of Physical Education also provide in-service training for polytechnic and physical education teachers respectively. The Bangladesh Academy for Rural Development, on which was based the well known Comilla project in rural education, provides courses in agriculture for the staff of primary teacher training institutes - not all INSET needs to be provided by institutions run by ministries of education or even by institutions usually thought of as concerned with education. The recently established Institute of Education

and Research at Dacca University is developing advanced programmes and qualifications for serving teachers. Finally it is currently proposed to establish a National Institute for Educational Administration and Management (NIEAM) to train the personnel of the Ministry of Education and other ministries engaged in planning and operating training programmes.

Hong Kong

In-service teacher education sponsored by the government colleges of education in Hong Kong was reported in 1974 to 'have had a history of answering a growing need by ad hoc measures' but it is currently intended that systematic re-training and refresher courses will be provided. It has been recommended that all teachers should receive two periods of further training, each of eight weeks, the first within five to ten years of initial training and the second about ten years later, and this training should be made compulsory. Responsibility for the programme would be jointly accepted by the three colleges of education and the Advisory Inspectorate. An inter-college committee has been established to advise the Director of Education on in-service education. In-service teacher education is primarily the responsibility of the Education Department operating through its various divisions.

The Further Education Division currently provides full-time third year courses for qualified teachers in secondary subject specialisms at the three colleges which come under its aegis, and the colleges also provide part-time day release and evening courses to train serving but unqualified teachers and to retrain redundant primary school teachers. College teaching staff form a common pool for pre-service and in-service courses but the need is felt for more generous staffing if in-service education is to be significantly developed further.

The Technical Education Division provides a range of block release, part-time day or evening, or full-time one-year courses for technical teachers and industrial trade instructors.

The Special Education Section of the Services Division provides one year in-service courses for teachers of the handicapped, and the Educational Television Section produces films in consultation with the inspectorate and trains teachers in the use of ETV. The Schools Division organises regional seminars on school administration for headteachers.

One of the more interesting and distinguishing features of government in-service provision is the work of the Advisory Inspectorate which operates its own dispersed teaching centres for in-service work in English, Chinese, Mathematics, Cultural Crafts, Science and Social Studies. A range of short courses, workshops, seminars and exhibitions is mounted. The Inspectorate also provides a two year part-time training course for serving private kindergarten teachers, runs a Media Production Services Unit, and is establishing a field studies centre. Training is complemented by follow-up support in the schools though heavy involvement in curriculum development activities is reported to be limiting the amount of time inspectors can spend serving as change agents in the schools.

Non-government agencies involved in in-service work include the University of Hong Kong and the Chinese University which offer full and part-time advanced courses to post-graduates, and professional associations, teachers' unions, and management bodies which provide a variety of activities with assistance from the Department.

The Director of Education is advised on teacher education by a variety of departmental committees, by the Curriculum Development Committee which includes institutional representatives, and by the Board of Education which is a nominated body, representing institutions and the general public, and is the source of green papers on education policy.

India

Whilst education is a state responsibility in India, the Federal Government retains responsibility for national policy, guidance and standards, and consequently for INSET. This responsibility is exercised through a range of institutions which reflect the serious attempt which has been made over a long period to evolve a comprehensive and systematic organisational framework for INSET.

A key role is played by the National Council of Educational Research and Training (NCERT) which trains key personnel from the states. Its National Institute of Education and its four Regional Colleges of Education include among their functions the provision of in-service courses for secondary teachers and primary teacher educators. NCERT envisages the establishment of Continuing Education Centres in the states, designed to reorientate teachers and teacher educators to the needs of the new 10+2 pattern of schooling and to serve as resource centres for the schools. At state level State Institutes of Education working closely with NCERT provide in-service training mainly for elementary school teachers. This task is shared with colleges of education affiliated to universities which provide short courses sometimes mounted in primary extension training centres to be more accessible to potential participants.

In 1971 a separate National Institute of Educational Planning and Administration (NIEPA) in New Delhi, was established on the foundations of the former Asian Institute of Educational Planning operated by UNESCO. NIEPA developed complementary functions to NCERT being concerned with training administrators for the federal and state governments and the administrative staff of tertiary and secondary level institutions. NIEPA also shares this task with the state Institutes of Education which provide orientation courses for supervisory and administrative staff. A substantial backlog of administrative staff who have received no training for this work still exists, and NIEPA is developing correspondence cum contact programmes to complement its short course and seminar programme.

Many other agencies are involved in INSET normally providing for specialist needs. University Education Departments provide courses leading to more advanced qualifications. The University Grants Commission in co-operation with the universities and NCERT provides short summer courses in various subjects, and supports Centres of Advanced Studies of Education which also provide short courses. The Central Institutes of English and Foreign Languages, and of Indian Languages, together with their regional institutes, provide in-service training for language teachers. Curriculum Development and Research Units and Media Production Units which are located at NCERT and State Institutes of Education are closely associated with INSET programmes.

Co-ordination of this wide range of agencies and activities is sought through the National Council for Teacher Education which advises the Federal Government on all aspects of teacher education, and through State Boards of Education in several states which have similar functions.

Malaysia

Here also high priority has been given to the systematic in-service training of all teachers in pursuit of qualitative and quantitative improvement, and direct Ministry involvement both in planning and providing is substantial. The Teacher Training Division of the Ministry is responsible for the planning, administration and financial control of INSET. It works through an In-service Education Planning Committee consisting of the heads of all divisions of the Ministry and to which each division submits five year proposals and detailed annual plans for approval. Major policy issues are reserved to the Central Curriculum Committee and the Educational Planning Committee of the Ministry. A separate Staff Training Committee with its Secretariat in the Scholarships Division is concerned with the use made of postgraduate courses leading to advanced qualifications offered by universities at home and overseas.

The Ministry organises and conducts a range of national programmes of three main kinds. In a number of local centres, long duration programmes such as those providing basic professional training for unqualified temporary teachers or national language proficiency courses are held in school and college vacations according to a standard curriculum. Teacher training colleges provide full-time supplementary courses for trained teachers of durations ranging from three months to a year in term-time as part of their normal programmes of activity. Thirdly a range of short courses is provided by various divisions of the Ministry including notably the Curriculum Development Centre according to the Master Teacher strategy, key personnel being trained first at national level to conduct courses at state and district levels. In addition, the Educational Media Services Division provides radio and televised programmes for teachers.

In 1979 with World Bank assistance a Ministry of Education Staff Training Institute was established under the Teacher Training Division to train the administrative staff of schools and government education officers in managerial and administrative skills and to promote communication between personnel at various levels of the hierarchy, notably between policy makers and field staff. The Institute arose from consciousness that administrative capacity had lagged behind expansion and that qualitative improvement in education would be hindered if this situation was not improved.

Whilst MESTI is a central institution, it should be noted that its modes of operation may be in line with the current ministry policy of centralised planning and direction associated with increased devolution of the conduct of activities such as INSET to centres closer to teachers where local staff and resources can be utilised and teachers participate at minimum cost and where situation variation and local needs may more adequately be catered for. A major feature of this policy is the intention to establish shortly four Education Resource Centres in Kota Bharu, Kuala Trengganu, Alor Star, and Kuantan.

These will be the responsibility of the Educational Planning and Research Division, and will manage all in-service education within their respective states. It is also envisaged that they will work through district centres which will be brought into being as part of the overall decentralisation strategy.

Particular local problems are faced in Sabah and Sarawak in East Malaysia and local responses are called for. In Sabah fourteen centres mainly in secondary schools provide academic subject improvement for poorly qualified teachers with four years service or more through weekend courses extending over a full year, with UNICEF assistance. The Educational Media Service in addition to broadcasting programmes for teachers as well as pupils in rural schools is also operating six regional centres offering courses in audio-visual aids, and is creating local resource centres in spare secondary school facilities to serve primary teachers in the neighbourhood.

Singapore

In Singapore responsibility for both initial and in-service teacher education has been allocated since 1973 to the Institute of Education which operates under the Ministry of Education. The Institute currently offers in-service training through its School of Educational Services in fields of instructional media production, spoken Mandarin, and the teaching of Tamil and Bahasa Malay as second languages in the secondary school. In-service provision, however, has taken second place to initial training which until 1980 was conducted on a part-time basis, and the introduction of a reformed full-time course, it is expected, will change the nature of the need for in-service education. It should be noted, however, that in 1978 the Ministry of Education announced a five year rolling plan for in-service teacher education to ensure that training was planned more systematically on the basis of emerging needs. The intention was for fourteen per cent of all teachers to receive in-service training each year but in 1980 the desirability of

increasing the scale of initial training and for meeting through special in-service courses a number of unexpectedly urgent needs disrupted the plan.

Other courses of in-service training to meet system needs are provided directly by the Ministry of Education through its Language Project Centre, by the University of Singapore and Department of Extra-Mural Studies, by professional associations and unions, and by the Board of Adult Education. Full use is made of the services of the British Council for English language courses and of the SEAMEO Regional English Language Centre. The Personnel Branch of the Ministry of Education has responsibility for overall co-ordination and control, identification of needs and liaison with other agencies.

Mention has been made of the opportunities available for serving non-graduate teachers to study for the Further Professional Certificate offered by the Institute. In addition, for appropriately qualified teachers, it is intended to offer an Advanced Diploma as a stepping stone to the master's degree, to be taught in the Institute and awarded by the University. From 1982 the Institute will be located on the former campus of the University of Singapore together with the Curriculum Development Institute, established by the Ministry in 1980 and Educational Media Services, in the expectation that this will promote co-ordinated provision of in-service education and curriculum development. Interlocking boards of management will facilitate this. Eventually it is possible that the Institute will be affiliated to the University and operate under a single Director together with a University School of Education.

Sri Lanka

The major thrust in the development of in-service teacher education in Sri Lanka was a direct consequence of the major curricular reforms introduced in 1972. An elaborate structure of training was developed in order to promote the desired transformation of schooling at all levels,

with operational responsibility being allocated to the Curriculum Development Centre of the Ministry, under Ministry direction and control. Each region of the country was given an in-service co-ordinator and a team of subject advisers, 250 staff in all, trained in short courses at the Curriculum Development Centre, and responsible mainly for work in the secondary schools. The even more massive task at primary level was undertaken through the appointment of regional and district Committees for Primary Education to be responsible for organising in-service courses keeping pace with pilot in-service programmes operated by the Curriculum Development Centre. Five hundred pilot schools were selected, each of five standards, and it was intended, over a five-year period, to train one teacher for each standard at each school. For this purpose six centres were set up. In addition headteachers were given one-day courses at these centres. The underlying principle of the approach was that of curriculum dissemination by training master teachers to show and teach others.

The policy changes which took place after 1976 did not mean the discontinuance of this INSET strategy. In 1978 the curriculum development centre was merged with the teacher education division of the Ministry of Education in a new Curriculum Development and Teacher Education Centre, in order to promote the closer co-ordination of the two.

Other contributors to INSET include the 26 teacher training colleges which offer short courses normally of six weeks duration to primary teachers. An interesting contribution is made by the Postal Training Unit of the Ministry which provides correspondence courses to older teachers unable for family reasons to undertake the normal full-time residential two-year training course in the colleges to achieve certificated status. Similar postal facilities are available for graduate secondary teachers leading to the post-graduate certificate. The University of Colombo Faculty of Education offers a four-year full-time B.Ed. programme and some short courses. Other short courses are provided from time to time by

the teachers' unions. The broadcasting corporation provides broadcasts for teachers in addition to normal school broadcasts. The Peradeniya Field Study Centre started in 1976 provides short residential and day courses for science teachers.

International Agencies

Mention should be made of the international dimension of in-service training opportunities and particularly of the work of the UNESCO Regional Office in Bangkok, Asian Centre of Educational Innovation for Development, the Southeast Asian Ministers of Education Organisation and its regional centres for Educational Innovation and Technology in Manila, for English Language in Singapore, for education in Science and Mathematics in Penang, and of the Commonwealth Secretariat, the British Council and other agencies. All of these have made important contributions to in-service training, in some cases by providing courses for teachers, in others by organising workshops and seminars for senior personnel and in all cases by holding conferences and meetings through which experience is shared and new ideas disseminated.

Comment

There remains in most countries a strong tradition of ad hoc provision of in-service training. This is perhaps inevitable in view of the current expansion of schooling, the overall scale of the teaching services, the urgency of immediate and changing needs, and the limited resources of finance and experienced staff for in-service work. There are, however, encouraging signs of improved co-ordination and of an increasingly systematic approach to in-service education in all countries.

In general, however, effective co-ordination of planning and provision remains difficult, even within a single ministry of education. Responsibilities may be shared between several divisions each characterised by top-down channel of communication and hard administrative boundaries. Teacher education is usually a function separate

from that of school system administration, and schools divisions may themselves be divided by level and type of school. Curriculum development is commonly the responsibility of a specialist centre, and the inspectorates retain much of their traditional independence. Where several ministries as well as non-official agencies are involved the problem may be even more acute. Modes of consultation and decision making tend to limit these functions to higher official levels. The Colombo workshop organised by the Commonwealth Secretariat expressed a widely held view that consultation should more effectively involve teachers and members of the community as well as administrators and teacher educators. Most Commonwealth Asian countries are still in the process of exploring ways of improving the co-ordination and systematisation of INSET.

The involvement of the teaching profession itself in in-service education remains very limited. In India it is described as marginal, though in Sri Lanka, Hong Kong and Singapore professional associations and unions are more active. If a major objective of in-service education is to promote higher morale and consciousness of professional identity, it may be highly desirable that participation by such bodies be encouraged.

Little mention is made in official reports on INSET of the in-service training role of inspectorates, save in respect of Hong Kong. Inspectorates are largely confined to reporting on performance in schools but commonly also have a responsibility for advising heads and teachers on professional matters. The 1978 Report on the Ministry of Education in Singapore noted that Education Development Officers and specialist school advisory staff have conflicting roles - they are expected to supervise and to assess staff but at the same time to advise them professionally - and in any case their limited numbers and pressure of other often administrative duties limits their opportunities to make more than occasional visits to particular schools. This may be common experience. In India it is reported

that district inspectorates are largely concerned with administration, preparing and implementing plans, though their roles vary from state to state. It is encouraging to note that in Malaysia the inspectorate is increasingly assuming a consultancy role and the experience of Hong Kong may be of interest here and elsewhere. It is important that inspectors and in-service trainers operate with a common understanding in order that they may reinforce each other, that the inspectorate provide feedback to the trainers as to the needs of the schools and the performance of the teachers, and follow up training in view of the limited capacity of the trainers to undertake this work themselves. Much remains to be done to promote fuller co-operation in these respects.

Sadly also there appears to be some evidence that institutions responsible for initial training are often functionally divorced from the follow up of those they have trained. Limited resources are partly responsible but often colleges do not receive, as a matter of routine, feedback from supervisors which might encourage action to relate the pre-service and in-service stages of training more closely and effectively. Save in Sri Lanka where particular circumstances obtain, there is little concern for the induction stage of a teacher's preparation, and although colleges are often charged with some responsibility for conducting in-service courses, rarely are adequate resources and priority given to this aspect of the work. The pressure of initial training requirements and the common preference of teacher trainers to engage in the more systematic and ordered work of initial training, tend to divert effort away from the more demanding, yet less satisfying and assessable work of in-service training.

University departments of education are commonly only engaged on the periphery of in-service training. Their traditional concern for training graduate and therefore secondary school teachers, and for providing small and conventional programmes of full-time advanced study leading to advanced qualifications remains important but in some countries the needs of non-graduate

teachers and for other forms of training present a challenge to universities which as yet they appear unable to meet.

There is growing recognition that the need for in-service training is not confined to teachers. Administrative and supervisory staff at all levels, and teacher training staff themselves, have their own particular needs, and it may be that if programmes of initial and in-service training directed to the teaching forces are to be effective, greater immediate priority needs to be given to the training of these cadres.

Too often in-service education is a secondary responsibility of an institution or organisation already hard pressed to fulfil its primary task. Without additional resources and proper determination of priorities, in-service education is likely to retain its ad hoc 'firefighting' character.

Motivation of teachers

Recognition that in-service programmes which are designed to communicate new knowledge and skills may not be effective if the participants are not sufficiently motivated to apply what they have learned has been accompanied by realisation that participants may not learn effectively in the first place if they are inadequately or inappropriately motivated to attend in-service training.

In general, Commonwealth Asian countries have moved towards voluntary participation and have sought to overcome disincentives such as costs of attendance and the disruption of family life by offering free courses, subsidised or free travel, and daily expenses. In addition it is recognised that the award of certificates, particularly where linked to rewards such as incremental credit, promotion or registration as a qualified teacher has a strong motivational effect. Sri Lanka has for many years provided special in-service courses specifically to enable teachers to pass efficiency bars, and suggests that chances of promotion are improved by successful completion of in-service training. Singapore offers a bonus of \$600 spread over four years for completion of courses extending

over 90 hours or more and has awarded two increments for successful completion of the Advanced Certificate. A 'Staff and Training Bulletin' was started in 1978 to inform education staff more fully about such training and career opportunities. In most countries the achievement of recognised graduate or postgraduate qualifications is likely to lead to placement on higher salary scales and enhanced promotion chances and consequently university programmes leading to such qualifications both at home and overseas are very much in demand. However many teachers do not possess the entry qualifications, places are limited, and such programmes may not be as directly related to system needs as shorter refresher or retraining programmes where promotion implications are less clear and the problem of teacher motivation more acute. Career and salary structures are not usually linked to accredited in-service courses in a systematic way, and the lack of promotion posts in relation to the number of promotion aspirants is a characteristic of education services generally. Moreover teachers tend to believe that career progression depends more upon length of service and formal qualifications than on efficient performance and consequently are not encouraged to participate in non-award bearing training related to improving their efficiency.

In most countries some efforts are made to motivate teachers by involving them in the planning of courses and to a lesser extent in their management. However this often means little more than an opportunity to suggest some of the content of the courses offered to them. The participation of teachers' associations in the management of in-service programmes, which might lead teachers to identify more closely with the programmes, remains limited.

It was concluded by the Chiangmai seminar that rewards such as those noted, like authoritarian compulsion at the other end of the spectrum, 'have only partially succeeded in energising educational personnel to participate consistently in continuing education'.

Evaluation
and follow-up

Whilst there is considerable concern about the effectiveness of INSET programmes and interest in alternative procedures, evaluation has commonly been neglected in practice. Some elementary forms of process evaluation are usually built into the programme of longer courses and may involve pre-testing as well as post-testing, but short training courses, workshops and seminars are often unevaluated or make use of indirect means, often the collation of participant views, collected by means of questionnaires. In courses leading to certification such as the correspondence cum contact B.Ed. programme in India and 'advanced' courses everywhere, evaluation usually takes the form of a final examination, but examinations like end-of-course testing are generally recognised to be inadequate indicators of the eventual performance of the staff trained. In-course evaluation by means of tests or participant observation is often insufficient because of the failure of organisers to define goals sufficiently specifically and because commonly a range of diverse purposes is being served by a single programme. For product or 'pay-off' evaluation and feedback on the performance of teachers in their schools on return, there is general reliance upon the reports of inspectorates which are often ineffective because of the limited scale of inspectorate work, the absence of direct channels of communication with training agencies, and the absence of clearly assigned responsibility for following up specific courses and teachers.

In Bangladesh testing before and during the courses is complemented by follow-up visits and questionnaires organised by the staff of BEERI but follow-up visits are made at the end of the year from residual funds when further courses are not possible. It has been found that trainees tend to fall back into their old ways when supervisors are absent, and the need for greater resources, closer supervision, and changes in the attitude of teachers has been argued. In Hong Kong the Advisory Inspectorate being responsible for both INSET and for supervision is able to provide follow-up support to participants in its short courses, and at the same time obtain its own feedback as to their value and effectiveness.

In Sri Lanka master teachers and circuit education officers who undertake INSET are also involved in supervising the work of schools, and additional support for primary school teachers is provided through a newsletter 'Experience' which reports on the experience of other teachers thus combining feedback with follow-up. Nevertheless it is felt that follow-up at circuit level is inadequate and insufficiently systematic. Much is hoped in Malaysia of the Evaluation Unit which has recently been established in the Teacher Training Division of the Ministry of Education.

If both evaluation and follow-up, distinct though functionally related elements, are generally thought to be inadequate, there are good reasons for this notably in the acute shortage of personnel and expertise which currently exists in most countries, though this might also be advanced as a reason for allocating greater importance to evaluation. In some, the pace of change has been so fast that evaluation has been unable to keep up with educational change generally. As Ruth Wong has commented, 'Objective evaluation is difficult and time consuming. If decision making were to rest solely on the results of objective evaluation, the system might grind to a halt'.

The principal immediate need may therefore be for more systematic monitoring of the performance of teachers who have undergone in-service training, accepting considered observation as a valid method in the absence of more objective instruments. However to remedy shortages of staff, higher priority needs to be given to this activity, and closer working relationships between in-service teacher educators and supervisory personnel will need to be worked out.

Innovations Adopted

A wide range of in-service techniques is being employed in Asian Commonwealth countries. There continues to be considerable reliance upon the traditional residential course which appears to offer the advantages of more efficient use of

scarce expert staff and more sustained study experience such as may well be important for certain kinds of training.

Cost saving techniques

However, for other purposes, there is growing recognition of the value of short workshops, seminars and conferences, mounted both centrally and locally. In all countries, but particularly those which are large and possess diverse populations and environmental circumstances, the search is on for more cost effective means of reaching the teacher. Conventional forms of part-time provision are practicable in Singapore and Hong Kong but larger countries inevitably favour the teacher working near to major institutions or administrative centres.

Radio and Television

Distance techniques

The use of radio and television offers one possible solution. Radio is widely available in schools and school broadcasting is well established. These may be supplemented by broadcasts specifically for teachers as is the case in Sri Lanka and Malaysia for instance. Television is less widely used but in Hong Kong the Educational Television Section of the Education Department produces films in consultation with the Advisory Inspectorate, and televised lessons for use in schools are devised as models for teaching and are accompanied by teaching notes. In India the Satellite Instructional Television Experiment, conducted by the Indian Space Research Organisation and All India Radio with the NCERT Centre for Educational Technology, in 1975-6 brought televised training to primary teachers in 2,400 schools in six states whilst in addition 47,000 science teachers received 12 day in-service courses. The Centre of Educational Technology in Delhi currently provides intensive programmes for teachers by radio and television and can reach more than 10,000 teachers at a time. There is considerable interest in the value of such techniques but in general, technical, production and cost problems have inhibited fuller use and the potential of radio and television has perhaps nowhere been fully explored.

Correspondence cum Contact Courses

These have been most fully developed in Sri Lanka and India. In the former, the Postal Training Unit of the Ministry of Education provides three-year correspondence courses to teachers over the age of 45 who cannot attend the normal residential courses in the colleges, and also a two-year diploma course managed in conjunction with the University of Sri Lanka Faculty of Education. In both cases correspondence is supplemented by seminars held during vacations.

In India correspondence cum contact courses are provided by NCERT through its regional colleges both to secondary teachers preparing them for the teaching of new subjects, and to primary teacher educators, few of whom have ever received any special training in primary level teaching. The normal pattern followed consists of six months correspondence followed by a two-week contact programme. A similarly structured programme has been developed to supplement current pre-service programmes leading to the B.Ed. degree to help clear the backlog of untrained teachers. The standard curriculum is followed, regular classes are held in regional colleges during two successive summer vacations with correspondence courses being followed during the intervening nine months, the latter constituting 25 per cent of the total course. Teaching practice is incorporated through the use of local supervisors appointed by NCERT. Some state institutes of education and some universities provide similar programmes leading to degrees or diplomas. Administrative problems relating to the receipt and marking of assignments have been encountered, and a further problem noted is the inadequacy of feedback to students provided through current procedures. There is widespread interest throughout south-east Asia in the development of improved self-instructional materials which may substantially improve the efficiency of such training procedures by helping teachers to overcome the limitations of local reading materials and the knowledge accumulating processes to which correspondence courses tend to lend themselves. Malaysia currently proposes to improve the quality of its

special training programme for temporary teachers which has provided 24 weeks of training spread over three years with strong emphasis on vacation courses, by developing self-instructional materials, ETV programmes, and local teachers' centres to encourage weekend contact between teachers and with tutors.

Master teacher
technique

The Master Teacher technique is also of particular interest as potentially offering a cheap and efficient way of providing refresher and updating courses to large numbers of teachers. The training of teacher educators, supervisors and heads is of course one application of the technique but primarily we are referring to large scale programmes involving the preliminary training of key personnel to pass on to their fellow teachers the specific skills which they have learned in a further stage of in-service programmes. In Sri Lanka master teachers, selected from serving secondary school teachers were trained at the Curriculum Development Centre to serve as a permanent cadre of in-service trainers providing local monthly and fortnightly courses in various subject areas. At primary level, District Primary Education Committees were set up to carry out in-service education, the members of these committees having been trained at the CDC to work with Circuit Education Officers and a cadre of pilot teachers specially trained by the Primary Education Curriculum Committee to introduce new programmes into their schools. Master teachers and Circuit Education Officers not only organise training but supervise the work of the pilot teachers in the schools in co-operation with headteachers who have also received some training.

In Singapore it is envisaged that participants in the courses in instructional media production, organisation and evaluation provided by the Institute of Education, will run school based workshops for their colleagues.

In Malaysia various divisions of the Ministry of Education run a wide range of short courses following the strategy of training key personnel at national level to organise and

conduct courses at state and district levels. The approach was pioneered by the Curriculum Development Centre in Projek Khas 1969-75 in respect of primary science and mathematics, and a network of 32 local centres of excellence each with two key personnel was set up to serve as resource centres in these subjects for local teachers. The current 'back to basic skills' thrust in primary education will be promoted by means of a similar strategy.

However, in a number of countries the use of master teachers is reported to have shown severe dilution effects, and more intensive and longer courses of training for master teachers have been suggested as one means of overcoming the problem. It is also clear that there is need for more effective follow-up and support services at local level. Finally the approach has often been utilised in a top-down authoritarian manner which has not enlisted the support of teachers or generated commitment to the new knowledge and techniques communicated to them.

Teachers' Resource Centres

The use of Teachers' Resource Centres through which in-service training, follow-up and support services can be effectively integrated has evoked considerable interest. In addition to the teaching centres each specialising in particular subject fields operated by the Advisory Inspectorate in Hong Kong, to which reference has been made, there has been some development of Field Centres as in the New Territories of Hong Kong and the Peradeniya Field Study Centre in Sri Lanka which offer day and residential courses to science teachers in the teaching of science out of doors. In India, NCERT is currently seeking to establish teachers' centres for secondary school teachers and elementary school teacher educators, and decentralised Resource Centres for primary teachers. Such centres will provide valuable reinforcement to the correspondence course contact programmes by providing more adequate local study facilities. An interesting pioneering venture in Tamil Nadu was the establishing of Teachers' Homes, similar to some teachers' centres in other parts of the world which were run largely by teachers themselves to generate

a climate of innovation and a means of developing local professional leadership. However, in general, small and specialised local centres have often suffered from very modest levels of staffing and equipment, and in Malaysia there has been a decided move towards the establishment of larger regional multi-purpose centres as a more effective means of promoting decentralised curriculum development and in-service education. Four centres are currently planned, to be equipped with lavish buildings and facilities including boarding accommodation, and a specially trained staff of instructors and technicians. The first of these centres in Kuantan is expected to be operational shortly.

Mobile
in-service
education units

Mobile In-service Education Units have already proved their value in Malaysia. A mobile van equipped with a laboratory and materials to service outlying rural schools was incorporated in Projek Khas, but the most significant development has been at Temenggong Ibrahim Teachers College in Johore Bahru in respect of agricultural science. Up to 1974 a conventional programme of two-year in-service courses had been run but had been found to be too limited in scale, too expensive, ineffective in dealing with local problems, and unpopular with teachers required to leave home for long periods. In that year, tutors began to use local schools as centres for week-end workshops, an approach which has been found to have the advantages of being able to use the centre school as a working model for course purposes, of creating better rapport with teachers, and of being a better procedure for the lateral diffusion of experience between schools. The benefits to the college of improved feedback from the schools and of keeping tutors up to the mark have also been noted. The less formal methods made possible by this approach have been found overall to be more effective and costs have been successfully held down. Wider use of this technique is envisaged.

It was perhaps inevitable, given the scale of the task and the limited material and human resources available, that many programmes of in-service education have been designed centrally

and conceived of as a means whereby messages and instruction could be conveyed to field staff, whose role was more or less passively to absorb the content and to implement the directives. Widespread experience suggests that such approaches often fail to generate genuine understanding and commitment among staff often naturally inclined to prefer accustomed methods, procedures and content. Rarely it seems have they encouraged self-confidence and professional attitudes among field level staff such as experience indicates is necessary if they are to implement innovations flexibly and to involve themselves in an on-going process of qualitative improvement. There should be interest therefore in programmes of in-service education which seek to stimulate these attributes.

Curriculum
development
through
workshops

In the compensatory Education Project initiated in Malaysia in 1973 to improve language and mathematics teaching for disadvantaged primary pupils there was a deliberate effort to use a workshop procedure at which teachers and curriculum developers would work co-operatively to produce new teaching materials and evaluate them. Nine fortnightly workshops were held over a 20-week period and in the intervening periods the materials produced were tried out in the schools from which the teachers came. The aim was not merely to produce materials but for the workshops to serve a catalytic function in developing the self-confidence as well as the abilities of the teachers, to help the teachers to help themselves to help the pupils. In recent years the workshop approach has been implemented in many countries but there is some danger that the term workshop may be applied to what is really a short course, and it is clear that the 'catalyst' concept must not merely be clearly understood by organisers, but demands very skilled leadership together with considerable patience since returns are unlikely to manifest themselves speedily. One problem is of course that effective interpersonal relationships upon which such workshops depend can only readily be achieved where small numbers are involved.

National
integration
camps

Three techniques in use in India are also of interest. National Integration Camps have been used to give teachers drawn from several different states, regions and cultures an opportunity to live together and learn about each others' culture and traditions at the same time as they are introduced to new trends in primary education. The technique offers some promise of helping to break down the professional isolation from which many teachers suffer and of promoting their feeling of belonging to a wider profession.

Experimental
projects

An indirect in-service education technique is the programme of Experimental Projects sponsored by NCERT which invites ideas for research and experiment from teachers and awards grants to schools to carry out projects judged to be of real potential. Training may be provided to teachers to enable them to design the research projects which mainly take the form of action research, and resource persons usually drawn from state institutes of education are also trained in order to assist the teachers with the conduct of the projects. Whilst the scale of this programme may be limited by the availability of money and research expertise, its value in giving teachers the opportunity to learn through their own initiatives and of developing their professional self-confidence and pride is considerable. A further example of such an indirect approach to in-service education is the Seminar Reading Programme in which teachers and teacher educators are invited by NCERT to write papers based upon their own teaching and experience which are first screened by state institutes and finally judged by NCERT. Prizes are awarded in three categories; elementary teachers, secondary teachers and elementary teacher educators; and the winners are invited to lead seminars on their papers at NCERT - a small contribution perhaps but potentially a useful and inexpensive one.

Other attempts to break down professional isolation and promote lateral communication and consultation between teachers include the encouragement given to teachers to visit other schools in Sri Lanka and the steps taken in

Maharashtra State in India to bring isolated schools together in 'complexes' to promote co-operative activities and encourage teacher participation in their planning. Such programmes as these are not usually regarded as in-service training and many instances of such activities may be regarded as too trivial to report, yet they should be seen as potentially important components of professional development programmes.

School focused
INSET

Singapore reports the growing popularity in its particular circumstances of school based in-service education and has noted the danger that centralised procedures may create dependency relationships harmful to professional growth.

The Experimental Schools Project initiated by the Institute of Education in 1973 involved the adoption by the Institute of 17 primary and 2 secondary schools in which institute staff assisted teachers to conduct controlled experiments and make case studies of specific school problems. The underlying principle was that the teachers should genuinely participate in the hard work of identifying problems, devising creative solutions and implementing them, with institute staff serving a largely catalytic function. It was not the intention to generate curriculum packages for use in other schools but to promote self-development within individual schools. No special financial assistance was provided but from 1974 the Institute began to develop small teacher resource centres on a pilot basis in schools selected as having innovative minded staff, to provide a meeting place with some equipment and materials available. The project was adjudged promising though in more recent years because of other demands on institute resources the approach has been more to provide support for school based problem solving on an ad hoc request basis.

Specialised
centres for
INSET

The particular problems of developing administrative capacity have in India and Malaysia resulted in the establishment of specialised central institutions for the purpose. The main justifications for such costly institutions as NIEPA in India and MESTI in Malaysia or the proposed NIEAM in Bangladesh are that a large core staff of

specialists is necessary which can only be maintained in a continuing institution and that the training of senior administrative staff can only be effectively conducted in an institution possessing high status and 'authority'. It is also argued that incentives for school administrators to participate will be greater if courses are held in term-time whilst the vacation course option does not exist for administrators at higher levels of the system. A further advantage of centralised provision is that it may improve communication and understanding between central and field level staff, between policy makers and those responsible for its implementation. Finally such institutions should be capable of carrying out research which can be built directly into training programmes.

Where changes in administrative style are envisaged as where power-coercive approaches are giving way to more participative forms of decision-making, and where local initiatives are to be encouraged in order to achieve more effective innovation, such centres may be regarded not merely as places where conventional administrative skills may be learned but as catalytic forums where, through discussion and contact, new concepts of professional responsibility and modes of working may be more informally disseminated to permeate the administrative structure.

NIEPA, through its semi-autonomous federal position and highly qualified staff, has over many years been able to establish its status in India, whereas MESTI in Malaysia is a new institution, currently administered by the Teacher Education Division of the Ministry, which has yet to earn status. Its future success may depend on the extent to which it can develop the authority to cut across divisional boundaries and avoid having a teacher training college image attached to it. Since highly qualified and competent administrators are in short supply, a determined staff development policy whereby able men may be identified from the various branches of educational administration and receive training and respected specialist qualifications may be vital. It will also probably

be necessary to develop forms of outreach to complement residential courses, such as NIEPA with its correspondence cum contact programme for District Inspectors which already operates.

Comment

In most respects, in-service education techniques are at an early stage of development and much will depend upon the effective monitoring and evaluation of existing experiments and patterns, and upon a continuing exchange of experience such as has characterised Asian countries within and outside the Commonwealth.

Efforts are currently being directed towards breaking away from theoretical approaches, with emphasis largely on the cognitive growth of teachers, and concentrating more on the development skills, in the belief that through skill acquisition more progressive and professional attitudes will be developed. Whilst for many target groups there is a continuing need to upgrade academic knowledge, we are seeing, as in India, examples of in-service programmes which have the generation of more professional attitudes as their primary objective rather than as a very secondary objective, as in most conventional programmes. However, there is as yet no clearly agreed view of the desired degree of professionalism sought. The regional seminar held in Chiangmai in 1978 to study the training of educational personnel suggested that the role of the teacher is changing in such a way that he should perhaps no longer consider himself a professional who should be accorded freedom to experiment and undertake research but should settle for being a civil servant, a technician, a paraprofessional, and an agent of change rather than an initiator of change. This view runs counter to some degree to the kind of view more generally expressed in Commonwealth Asian countries but the debate will continue and will have very considerable implications for in-service education.

Skill training approaches may of course serve professional development or equip teachers simply for a technician role depending upon how programmes are conducted and upon how participants are treated thereafter. The Chiangmai seminar noted that in a number of countries including Sri Lanka, India and Malaysia, there is currently an attempt to rationalise teacher education by identifying and defining competencies which might appropriately be mastered in initial training or in subsequent 'layers' of in-service training. Earlier competency based approaches on lines developed in the United States evoked considerable interest but had a short lived impact owing to the more traditional nature of schooling and the societal context in Asian countries, and the recent revival of interest in defining competencies has in practice been characterised by the identification of broad functional roles rather than specific operational skills. However efforts to be more specific about the kinds of skill needed, such as were made at the Commonwealth Regional Workshop, held in Sri Lanka in 1978 in respect of educational administrators and in Project NTR (Non-Traditional Roles of Teachers) a research project conducted by INNOTECH to examine the teacher behaviour component of innovative educational programmes, will undoubtedly contribute to more efficient training, and to clearer thinking about the stage at which, and the means by which, such training should be imparted.

In spite of the tendency for teacher training systems and institutions to be among the more rigid and conservative parts of national education systems as Husen argues (in Gardner 1979), it is still widely believed that the reform of initial training will reduce the need for in-service training and should be given greater priority. Among the reforms suggested are closer association of teacher education with curriculum development and with rural and community development, and the reduction of the current fragmentation of teacher education by level and subject. Whilst the value of in-service training is regularly asserted, there remains a tendency to regard it as being concerned with making up

deficiencies in initial training, and consequently efforts to rationalise teacher education as a whole through allocating competency development to appropriate stages of career are weakened in their impact. Commonwealth countries are well aware of the futility of designing comprehensive programmes of teacher education which would exceed the existing organisational capacity, but it may well be true that thorough reform of initial training will largely depend upon the prior development of in-service training. In any case, there is as yet little evidence of initial and in-service education being designed in practice as a continuous process, largely no doubt because of the pressure of other demands upon resources.

The beginnings of what may prove to be a strong trend towards decentralisation of in-service training are to be observed in a number of countries, notably in India and Malaysia, though the need to make the best use of limited resources and to provide education on an equitable basis according to national planning criteria and priorities means that it is likely that strong central control and supervision will be maintained. Nevertheless the need for local action and local adaptation to meet differing circumstances suggests that growing decentralisation will be accompanied in certain respects by greater devolution of responsibility in the future.

There are also indications that in-service activities will, in future, involve to an increasing extent specialist staff drawn from outside the education sector in order to gear schooling more closely to community development and to the world of work. Although already in some countries this is happening in relation to initial training, the closed institutional pattern of much initial training suggests that it may be easier to promote such collaborative action during the in-service stages.

An increasingly important trend is the association of in-service education with research primarily in order that training programmes may be infused with the most up to date information and ideas as in BEERI, NCERT, NIEPA and MESTI

and in the Educational Research Establishment, which is part of the Advisory Inspectorate in Hong Kong, but also as in the Indian experimental projects programme in order that teacher research may take its place as an important aspect of in-service education. For both purposes it may be important for teachers to be exposed more thoroughly to research methods so as to be able to interpret research findings and so that their attention may be directed to those kinds of research which can be conducted at school level and which are relevant to their own work. The promotion of problem solving activities in schools such as was intended in the Singapore experimental schools project may be another technique of considerable relevance here.

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