

Part I

SUMMARY

I. EDUCATION IN A CHANGING SOCIETY

1. The continuing problem for all societies and for individuals within them is not whether to change or not, but how best to adapt to their rapidly changing environments in order to preserve an identity and ensure a continuing existence.
2. Accelerating rates of change impose new stresses and tensions and result in increasing disparities among individuals, groups and nations.
3. Strategies to control the pace and nature of change are essential if conflict is to be avoided.
4. Education both acts as an agent bringing about change and reflects changes which have already taken place. The perpetual paradox exists whereby education causes changes in society and then must itself change to meet the needs of its new creation.
5. A reappraisal of existing forms of institutionalised education could determine their possible contribution to education systems in the future.
6. Educational aims and objectives are difficult to translate into action unless they are defined with precision and in detail.
7. The aims and objectives of controlling authorities, parents, teachers and students may not always coincide. Aims and objectives, therefore, should be formulated in terms which permit their discussion and reconciliation.
8. The school environment and the form of education probably influence pupils and students as much as the curriculum content.
9. The expansion of educational provision is not always accompanied by increased opportunities for those completing courses. A rising threshold of competence can lead to disillusion and frustration when personal investment in education does not appear to pay off.
10. Governments seek to balance the developmental needs of their countries against the legitimate aspirations of the individual and the pressures of public demand. The formulation and communication of national educational objectives and strategies helps to maximise national resources and inspire a sense of national purpose.
11. The plea for relevance in education remains strong but the precise definition of relevance continues to be elusive. Persistent efforts are needed to identify community needs and to meet them in the schools and other educational institutions.
12. Future developments in curricula may lay more emphasis on the development of skills in human relationships and attitudes conducive to the acceptance of change.

13. Education in today's world can no longer be a one-shot affair. Continuing opportunities should enable each individual to adjust to new demands and new situations.
14. In seeking both to transmit the cultural heritage and prepare the new generation for an evolving society, the teacher could benefit from the support of other agencies and individuals, some of whom may not be "educational" in the conventional sense.
15. Education in the future, therefore, may draw increasingly on a wide range of community members, using the professional teacher as the organiser of educational experiences rather than the sole exponent of educational practice.
16. Teachers should realise that they may be educating in some measure for possible dissatisfaction and frustration, and should adjust their techniques to ensure the most positive approach to this problem.
17. The status of teachers has been eroded in many countries by the increasing numbers of other professionals. The teacher can maintain his status only by demonstrating a high degree of competence in his work.
18. Some of the apparent conservatism of teachers derives from their anxiety to avoid prejudicing the future of those in their charge.
19. Changing societies require educational developments which make new demands on teachers. The emergence of these multiple roles should be recognised and catered for through training and support.

II. THE ROLE OF THE TEACHER IN EDUCATIONAL DEVELOPMENT

1. A multiplicity of factors influence educational policy and practice, making it difficult to isolate the precise contribution of the teacher.
2. Constraints which may limit effective teacher participation in educational development include the poor quality of the teaching force in some countries, the rapid rate of drop-out from the profession and the lack of material resources to enable the teacher to carry out his duties efficiently.
3. The professional standing of teachers can be reinforced by the formulation of a code of professional ethics as a basis for attitudes and action.
4. Professional attitudes could lead to enhanced status and thence to improved material rewards. If teachers's associations seek to exert professional influence they may thereby stimulate the granting to their members of better conditions of service. The roles of trade union and professional association are not mutually exclusive.
5. The teacher's role may be that of initiator or interpreter of new policies and practice but without his active co-operation educational innovation is not possible.

6. The recognition of the interdependence of all those involved in the development of education can contribute to the elimination of false distinctions of status and merit.
7. Innovation may threaten the teacher's professional standing and livelihood; his involvement in the development process can help to enhance his sense of security and ensure his co-operation.
8. The full involvement of teachers and teachers' organisations in educational decision-making can help to ensure that past experience is available when plans for the future are devised.
9. Real participation in the policy making process by teachers' representatives having the ability and authority to contribute effectively to discussions enhances the standing of the profession as a whole.
10. Efficient teachers' organisations can represent teachers' interests and ensure that opportunities to participate in the development process are taken at all levels of the policy-making and planning stages of educational change.
11. Effective consultation may be prejudiced not only through "token" participation by selected nominees but also if teachers' associations fail to ensure that they reflect accurately the views of their members.
12. Special groupings of teachers may be useful for some purposes, provided that the unity of the profession is not thereby affected adversely.
13. In order to work effectively, teachers need to be aware of the wider effect of the school environment on their pupils, and have some knowledge of the elements of child development.
14. Teachers can moderate the effects of educational influences exerted from beyond the school, primarily through the mass media. Their pupils need to be guided into attitudes of critical assessment of the messages relayed by the media. By educating public opinion, teachers can encourage the controllers of the media to raise the quality of their output in order to satisfy the needs of a discriminating audience.
15. The teacher has roles both as conserver and innovator, having both to respond to change and provide his pupils with some stable basis for their conduct.
16. Teachers have an essential role to play in curriculum development, from the identification of the need, through the development and production of new curricula and materials, to preparing pupils and parents to accept necessary changes.
17. Institutional change requires effective links among the influencing agencies if it is to take place without disruption; the practising teacher (and the ex-teacher in a position of influence) can make a particular contribution to this harmonious integration and change.

18. The appropriateness and effectiveness of school buildings and furniture and the methods, materials and techniques of educational provision benefit from the full participation of teachers in their design and evaluation.
19. Enlightened assessment procedures are a necessary part of the improvement of education. Much of the blame for educational rigidity is attributed to systems of external public examinations. Internal assessment, however, is open to abuse and even where well used can cause difficulties in student/teacher relationships. But teachers can meet the charge of subjectivity, and contribute to relevant, realistic development of their pupils' curriculum by participating in the construction of syllabuses and related assessment instruments.
20. National policies need to meet national needs, and the quality of the education which they determine requires relevant criteria rather than remote "international standards".

III. THE MAKING OF THE TEACHER

1. The key to educational quality is the quality of the teaching force. This high quality can be assured only through effective training.
2. Teachers come to the profession with various motives; some have a deep sense of vocation; others hope to use teaching as a bridge to another occupation; others come as a last resort.
3. The social origins of the teaching force influence educational practice, as does the predominantly female composition of the profession in a number of countries.
4. Few objective criteria exist by which the qualities of a good teacher may be assessed. Further research could usefully be undertaken to determine such criteria.
5. Selection for teacher training can be sufficiently flexible to allow for the acceptance of students lacking particular qualifications but likely to make good teachers.
6. Follow-up studies relating selection procedures with later performance in the classroom can contribute to the development and improvement of selection methods.
7. Information concerning criteria for selection for teacher training and suitable aptitude tests could be of much benefit if made available widely; if adequate material is not readily available, projects might be developed to prepare material designed to identify the characteristics of general suitability for teaching in applicants for training places. This could form part of a wider and comprehensive investigation of the qualities, in terms of personality, skills, knowledge and attitudes, necessary for entrance into the profession, how these are best provided, where and by whom. Investigations should distinguish between characteristics which might be required for entrance to training and those which would be required of successful graduates from training.

8. No predominant pattern can be determined in the organisation of teacher training in Commonwealth countries. Research could usefully be undertaken to evaluate different organisational patterns in terms of their effectiveness in training all types of teachers. A regularly up-dated directory listing details of training and certification facilities for each Commonwealth country would be useful.
9. Where teacher preparation takes place in an integrated institution, consideration should be given to the desirability of making separate provision for those aspects of training relating specifically to the professional disciplines.
10. Common-core courses can provide for a range of workers likely to be involved in education, community development and welfare activities.
11. An essential part of the professional function of teachers' organisations is to influence and participate in the training of their members and potential members.
12. In the longer term, teachers' organisations will expect to control entry to the profession, as is the practice with other recognised professions.
13. Financial considerations may lead to teachers and para-professionals being trained to different levels for different functions, particularly in those countries which find it increasingly difficult to finance a highly qualified teaching force.
14. The role of the para-professional merits further investigation.
15. Courses are required to prepare teachers for the wider role in the community which it is hoped they will assume.
16. Pre-service training should be recognised as only the first stage in the on-going process of the professional development of the teacher.
17. Pre-service courses should be flexibly conceived to cater for differences in academic level and previous experience among students. This points to much of the training being carried out on a seminar or tutorial basis.
18. Educational studies patterned on established university courses with the object of achieving academic respectability are unlikely to be appropriate to the purpose which they intended to fulfil.
19. Students in pre-service courses profit from the inclusion in their courses of an academic study which is rigorous yet appropriate to their needs.
20. The likelihood of an overcrowded curriculum can be reduced by the introduction of modular courses in which students can select some modules on topics of personal interest to them as supplements to those modules forming the core of the course.
21. Further research could usefully be undertaken to identify the basic skills and knowledge essential to all beginning teachers.

22. Greater emphasis on the study of child development (leading to studies of adolescent and adult psychologies for those whose work is likely to be among those groups) and the nature of the learning process would help teachers to evolve suitable teaching methods. More research is needed into those areas in many countries where insufficient is known of local factors.
23. Since administrative and managerial skills are required of teachers, instruction in these techniques can usefully be included in pre-service training.
24. Further investigation to determine the merits of different arrangements for teaching practice would provide a basis for informed choices to be made.
25. The hope is frequently expressed that teachers will play increasingly responsible roles in their communities but numerous constraints limit their participation. Further investigation could seek to define means by which the new teacher may be equipped with the techniques necessary to establish himself as a catalyst, working in partnership with other professional people and making possible community activities without himself necessarily taking a leadership role.
26. Further consideration of the appropriateness of a pass/fail concept with regard to teacher qualification following pre-service training and the compilation and publication of details of alternative forms of assessment and evaluation of individual levels of understanding, attainment and potential (not related to specific curricula) could benefit all Commonwealth countries.
27. The year immediately following completion of a pre-service course is crucial for the student's development as a practising teacher. During this period continued guidance and support should be provided by his college, school and the inspectorate.
28. More research is needed into broader problems relating to teacher education. The use of small interdisciplinary, multi-national teams may be useful when comparative studies seem appropriate. (Specific areas in which research might be useful are listed in the body of this chapter.)
29. In-service training is likely to be more effective if it is developed as an integral part of continuing teacher education rather than as emergency service compensating for deficiencies in the educational system. Existing facilities require reappraisal so that resources may be redeployed in the light of the long-term benefits obtainable from in-service provision.
30. Some additional resources for in-service courses may be obtainable from teachers' organisations.
31. The image of the teacher is likely to benefit from the professional activities involved in in-service training.
32. While some teachers will be highly motivated to take in-service courses designed to specific ends, other teachers will require encouragement to participate. One means might be through the establishment of a system of qualifications based on the accumulation of credits resulting from attendance at in-service courses.

33. The location and frequency of in-service courses will depend on local circumstances. The only major criterion is that in-service provision should be provided within the reach of every teacher.
34. Countries could be assisted to develop structured systems of in-service training, articulated with pre-service provision and integrated into the overall educational system through the publication of comparative studies of projects and innovations in Commonwealth countries. These studies could survey means by which problems have been tackled, such as those of communication over long distances and in scattered communities, the use of in-service training to promote a sense of cohesion in the teaching force or the training of para-professional staff for roles in education.
35. The need for training of other members of the teaching profession, apart from those working in the institutionalised school system, should not be overlooked. Commonwealth countries would benefit were information made generally available about the selection procedures and methods by which such teachers are trained.

IV. THE TEACHER EDUCATOR

1. The teacher educator, like other educational practitioners working at levels above the primary school, has until recently been thought not to need professional training.
2. Developing countries experience a critical shortage of good teacher educators, the field not having attracted staff of a generally high standard.
3. Teacher education functions are carried out by a variety of agents, including principals and staffs of colleges and departments in universities and other institutions, together with inspectors and advisers; in-service training specialists; the producers of programme material used in teacher education; trainers of teachers for adults, extension services, literacy campaigns and non-formal education; as well as more experienced teachers giving informal advice. Not all those who function as teacher educators see themselves as such.
4. The criteria used for the selection of teacher educators tend to be confused and sometimes contradictory.
5. All teacher educators should receive induction to their work and on-going support throughout their careers. The nature of the introductory training will vary according to each individual's experience.
6. Training for teacher educators should be adapted to the function of each individual and should help to reduce the barriers separating different types of teacher educators.

7. An important component of the induction course should be an introduction to effective methods of teaching adults. Induction courses can also help the teacher educator towards professional rediscovery and regeneration.
8. Training for teacher educators should include structured in-service training.
9. The training of key personnel can be undertaken in a national or regional staff college complementing courses provided by some universities.
10. Courses of training for teacher education should anticipate future trends. As the quality of intake into teacher training improves, teacher educators will need to change the style and content of their work.
11. Higher degree studies are not necessarily appropriate forms of training for teacher educators. Some needs could perhaps be met by making it possible for each individual to undertake studies based on selections from a range of courses leading to a special professional award.
12. Means could usefully be devised by which greater cohesion can be achieved nationally among those engaged in teacher education and more effective exchanges of experience organised on a regional and international basis. The concept of a staff college may have relevance, as may improved exchange of information.
13. Divisions between different teacher education functions and the isolation of various interested groups and individuals lead to dissipation of effort and unnecessary conflicts of interest.
14. Greater expertise among teacher educators and evidence of their continuing professional interests would enhance their image.
15. The mutual respect among teacher educators may be improved by an element of interchange among those working in various areas of education.
16. Commonwealth countries could usefully undertake studies of problems and procedures in the preparation of teacher educators and exchange their findings.
17. Action-oriented research on a Commonwealth basis into the role of the teacher educator, the knowledge and skills required to carry out the role and the best means for providing these attributes could also prove a valuable study.

V. THE COSTS OF EDUCATION AND THE SUPPLY OF TEACHERS

1. In all countries education absorbs one of the highest percentages of national expenditure and is also a prime consumer of educated manpower.
2. The returns on educational expenditure are not easily assessed. The concept of education as an investment with quantifiable returns is now recognised as an over-simplification.
3. Little is known of the total costs of any educational system, each contributor being conscious mainly of his own input.
4. Any investigation and assessment of true educational costs should be accompanied by a concurrent investigation of the true costs of other services and activities. Otherwise, education may be unjustly labelled as unnecessarily expensive.
5. Greater efficiency in education may accrue from the re-deployment and optimum use of existing resources rather than a simple increase in resources.
6. Medium and long term strategic planning are essential for the economic operation of an educational system, with in-built provision for on-going moderation and periodic cross-sectional evaluation.
7. Education is labour intensive and is likely to remain so for both educational and social reasons.
8. Attempts to save expenditure by the use of less qualified teachers tend to be self-defeating. Good teachers have a multiplier effect to the benefit of the whole community.
9. Wastage from the teaching profession may not result in absolute loss. Of more concern is the high rate of turnover prevalent in under-privileged areas.
10. Some wastage can be avoided by the introduction of flexible salary structures enabling effective teachers to remain in the sort of post where they can serve best.
11. Many developing countries could reduce the burden which will develop in the future if pensions have to be paid from recurrent revenue by starting pension funds now.
12. Not more than 20 per cent of the costs of schooling are taken up by buildings and equipment. This percentage is unlikely to alter significantly.
13. The design and construction methods of educational buildings can be further developed in order to achieve a reasonable balance between functionality and cost.
14. More economic use of educational buildings and resources should be sought by the introduction of more intensive teaching periods, shift working and larger classes. Such measures, however, require

careful planning in order to minimise possible educational disadvantages.

15. Economies can often be achieved in the provision of ancillary educational buildings.
16. The use of sophisticated technologies cannot be expected to reduce unit costs of education even though they may help to improve educational quality. Attention could profitably be paid to the effective use of simpler and more traditional teaching aids.
17. The local production of books using simple techniques can improve teaching without raising costs significantly.
18. Teachers can help directly to improve the quality of education by learning the skills of textbook production.
19. Mass communication and self-education techniques can serve important instructional roles but cannot replace the general educational experience of personal teaching.
20. While in the short term economies may be effected within existing educational structures, in the longer term the structures themselves require re-examination. The possibility of integrating the roles of other authorities in the fields of social welfare and employment generation with those of education to ensure a balanced and purposeful overall provision would repay examination.
21. Surveys of the effects of malnutrition and mild handicap on educational achievement would contribute to the control of educational wastage.
22. Consideration of the restructuring of educational staff is required as the result of the development of the teacher as an organiser of learning experiences controlling a range of human and material resources.
23. Educational provision can be made only through the most effective deployment of existing resources. Efficiency and economy are not in opposition but mutually reinforcing. The key to educational growth lies in using existing resources to the best advantage and ensuring by means of continuous reappraisal that the ends sought are likely to be attained.
24. In the longer term, diverting resources towards concurrent and life-long education may help to reduce the pressure on the schools, improve the efficiency of the teacher and stimulate the need for more and better teachers throughout the educational system.

VI. COMMONWEALTH COOPERATION IN TEACHER EDUCATION

1. The broad areas of Commonwealth cooperation cover:

- a) Information exchange;
- b) Personnel exchange;
- c) Training;
- d) Research.

2. Information exchange

Information compiled and distributed, using the facilities of the Commonwealth Secretariat where possible, could usefully include directories relating to teacher education and comparative studies of the education of teachers and teacher educators. Direct exchanges of information can take place between controlling authorities, institutions and individuals by means of publications and meetings.

3. Personnel exchange

The recruitment, orientation and use of expatriate staff requires constant review.

4. Training

Commonwealth programmes might usefully include links and exchanges, staff training for teacher educators, attachments and other courses and training in management and administration.

5. Applied research in teacher education

Research in the Commonwealth context might be undertaken on a collaboration basis using small international, interdisciplinary teams coordinated by a steering committee. Selected pilot projects would lead to the refinement of operating procedures. In principle, however, comparative studies and cooperative research on a regional or pan-Commonwealth basis could be of particular value.

6. Technical cooperation

The recently established Commonwealth Fund for Technical Cooperation, designed to promote mutual assistance among Commonwealth countries, adds a further dimension to the long established and well-proven tradition of cooperation among Commonwealth countries.