

THE ROLE OF TEACHERS ORGANISATIONS IN NATIONAL DEVELOPMENT

INTRODUCTION

The presence in London of a large number of representatives from Commonwealth teachers' associations attending the XXIst World Assembly of the World Confederation of Organisations of the Teaching Profession enabled the Commonwealth Secretariat to bring together some 60 delegates and observers from 34 teachers' organisations in 22 Commonwealth countries to discuss the role of teachers' organisations in national development.

The meeting took place from 9 to 12 August 1972 at Fitzwilliam College, Cambridge. The conference was made possible by a generous grant from the Commonwealth Foundation and its success owed much to the friendly co-operation of the Master, Fellows and staff of the College.

Mr. A.D.C. Peterson, Director of the Oxford University Department of Educational Studies, was Conference Chairman and Dr. S.J. Cooke, Acting Director of the Education Division of the Commonwealth Secretariat, was Conference Secretary. The Chairmen of the two working groups, in which much of the discussion took place, were Mr. M. Carson of New Zealand and Mr. W. Senteza Kajubi of Uganda; the group rapporteurs were Mr. A. Weeks of the Oxford University Department of Educational Studies and Mr. M.C. Grayshon, School of Education, University of Nottingham. Mr. J.H. Eedle and Mr. A. Kamm of the Commonwealth Secretariat acted as report editors.

While it was hoped that the conference would be of direct and immediate value to Commonwealth teachers' organisations and their countries through the exchange of experience and the emergence of new opportunities for co-operation on a regional and pan-Commonwealth basis, the meeting was also devised in order to provide a contribution to the forthcoming Commonwealth Specialist Conference on Teacher Education planned for May 1973, the theme for which will be The Role of the Teacher in a Changing Society. For this reason the agenda for the Cambridge conference concentrated on three major issues: the role of teachers' organisations in policy-making, in educational reform and in the professional development of their members. Lead papers on these three topics were prepared by Mr. Peterson, Professor K.G. Desai, President of the Indian Association of Teacher Educators and Director of the University School of Psychology, Education and Philosophy, Gujarat University, Ahmedabad, and Mr. N.A. Brathwaite, Chief Education Officer of Grenada. A paper on the work of the Commonwealth Secretariat's Education Division was presented by Dr. Cooke.

Although the meeting was originally conceived as a single occasion designed for a specific purpose, the response from members was such that the desirability of further Commonwealth meetings of representatives of teachers' associations seems undoubted.

1. THE ROLE OF TEACHERS' ORGANISATIONS IN POLICY MAKING

Three principal aspects of decision-making were considered in detail: those relating to teaching conditions (referred to as "the trade union side" of teachers' associations' activities); the rationale for teachers' associations being involved in decisions affecting national development; and the relationship between teachers' associations and the controlling authorities of education.

Teachers' associations and teaching conditions

Teachers' organisations differ from other trades unions and professional bodies in that the working conditions of their members also affect directly the quality of the pupils and students in whom the future of society resides. An oversimplified approach to the educational system based on short-term economic considerations leads not infrequently to the provision of inadequate buildings and equipment for effective education to be possible. While industrial workers rarely have to bargain over the supply of appropriate tools for their job because employers recognise the clear link between these and their workers' output, teachers, on the other hand, are often criticised for shortcomings which are due essentially to the inadequacy of the facilities available to them. A valuable role for teachers' organisations, therefore, lies in the convincing of administrators and economists about the realities of the educational process. While the voices of individual teachers may not be heeded, the rationally presented case of a professional association can have more effect. Teaching is a labour-intensive operation, by far the largest percentage of total educational costs being taken up by salaries; it seems shortsighted, therefore, if controlling authorities seek to pare expenditure on equipment and buildings - a relatively small proportion of the total costs - in an endeavour to reduce the costs of education.

Among the principal items of equipment are books. Costs may be reduced by the purchase of books which are cheap because they have been produced in very large quantities, but these are less likely to be relevant to specific local situations and often remain in print long after they are obsolete. Unsuitable buildings, too, prejudice the work of all teachers, however well trained and dedicated. Teachers' associations can serve the interests of their pupils and the community at large by offering advice and exerting pressure in order to ensure the provision of suitable facilities to enable their members to work effectively. In some case, associations themselves might promote the writing of some needed texts. In all cases, associations should expect to be consulted on matters pertaining to educational buildings and equipment. Having provided these conditions, employers should then have sufficient confidence in the teachers to give them that freedom to work which alone ensures that learning can take place in an atmosphere of purpose and commitment.

Teachers' associations and national development planning

Teachers' associations, especially those in the developing countries, must establish their priorities. It may well be necessary for them in their early years to concentrate on the issues relating to conditions of service and tenure of their members and the provision of buildings and equipment before shifting their emphasis to wider professional matters. This said, the role of education in national development is so important that teachers' associations cannot avoid

involvement and should seek consultation and participation at all levels. It was agreed that this participation should extend beyond the narrower concepts and that Governments should be requested to consider the inclusion of representatives of teachers' associations in official delegations to Commonwealth and international meetings on educational matters.

Too many educational plans and national development plans originate from economists and other specialists with inadequate knowledge of the realities and possibilities of educational systems. The optimism of the early 1960's which saw education as an "investment in human capital" has been succeeded by the realisation, recently articulated by the World Bank, that the return on this investment cannot in fact be measured as neatly and conveniently as the economists believed a decade ago. Some costly errors have resulted from plans based too heavily on manpower projections and cost-benefit predictions.

Teachers' associations can assist both their members and their countries by grasping opportunities for the exercise of initiative, offering advice and seeking full consultation in the development process. That initiative can be rewarded is illustrated by the success of the International Baccalaureat, a two-year upper secondary course devised by teachers to be acceptable as an entrance qualification to universities in a large number of countries. Some form of Commonwealth teaching qualification, designed to facilitate the interchange of teachers, would be increasingly desirable in view of the growing mobility of professional people.

Participation in some countries does not go beyond a degree of tokenism. Teachers' associations may be invited to take part in the policy-making process but exert little real influence. Consultation may not be between parties of equal standing. Overcoming this may take time, as associations' representatives are recognised as competent to proffer advice and backed by a consensus of their members. If this acceptance is to be gained, the sole criterion for the selection of associations' representatives must be their ability to contribute to the deliberations and not the need to reward long-service or loyalty.

Teachers' associations and controlling authorities

The partnership so clearly desirable between teachers, their professional bodies and the authorities controlling education has been hardly won in some countries and not achieved to any measurable extent in others. The employer-employee relationship governs the mutual attitudes and limits confidence. A prime role for teachers' associations is to promote and encourage the professional competence of their members so that their work is recognized, their prestige enhanced and their participation on equal terms sought. Self-confidence based on a realistic appreciation by teachers of their technical ability and professional approach may well lead to the conviction of others of the value of their opinions and the soundness of their judgment. At this stage teachers may achieve that freedom of action which characterises the acceptance of a genuine partnership between them and the authorities who employ them.

The dimensions of this freedom will be established by trial and error. Education is often declared to be an agent of social change by the same voices which deplore "subversive" teaching, and teachers are branded as essentially conservative by a public which exerts strong implicit pressure against change. Within the educational sphere, it must be admitted, impediments to change may be encountered at many points - university entrance qualifications,

traditionally-minded teachers' college staffs, inspectors, advisers and head teachers. Conservative teachers, too, undoubtedly exist and teachers' associations not infrequently discover themselves to be in the van of progress, expounding innovative ideas ahead of many of their individual members. Teachers' organisations have proved effective instruments for the dissemination of new ideas by maintaining close and continuing contact with their members, often making use of teachers' centres and workshops, in-service courses and publications, and in some countries acting in co-operation with local and central educational authorities. It was agreed that regional groupings of associations could usefully contribute to the exchange of ideas through publications, meetings and workshops.

Complacency and undue sensitivity to criticism are likely to be self-defeating. If teachers' associations are to be recognised by educational authorities as capable of acting as full partners in the planning and implementation of educational activities they must be prepared to make a continuous appraisal of their motives, structures and functions. Teachers' organisations, for example, should seek to improve the expertise of their members by assembling and disseminating information about relevant research projects; in some cases it might be appropriate for research to be sponsored by the associations, and for research projects to be undertaken on occasion by teachers themselves. As one contribution to this area, it was suggested that the Commonwealth Secretariat might survey recent research findings of particular interest to teachers' organisations and publicise the register of research which it produces every two years.

Such a development of teachers' organisations into genuinely professional bodies representative of the generality of teachers and the guardians of standards should be reflected in a growing acceptance of teachers' representatives as equals by the controlling authorities and a growing conviction that teachers should have discretion to teach in the way which they see most appropriate to their circumstances. The need seems to be established for the formulation of a code of ethics by which teachers would conduct themselves, although the question of enforcing effective sanctions against those who offended against the code raised extremely difficult problems. Nevertheless, the existence of such a code would give some guidance to teachers regarding the means by which those in their charge might be encouraged to adopt attitudes of constructive criticism towards their society. Such encouragement to discuss contemporary issues in a positive manner might help to overcome some of the current disillusion of young people with "irrelevant" educational content. Teachers' organisations might seek to enter into a continuing dialogue with their government in order to agree on the direction of anticipated social change, so enabling teachers to gear their teaching appropriately and to ensure that decisions represent a consensus of opinion and attract support and co-operation which might be less enthusiastic were teachers' representatives not party to them.

Teachers' organisations and political commitment

Individual teachers have their own political commitment but it was generally agreed that teachers' organisations could probably function most effectively by remaining apart from formal association with any particular political grouping. This detachment would make it possible for members to be recruited from the whole political spectrum and for the association to exert continuous pressures in support of declared principles and objectives on whichever political grouping happened to be in power at the time. Although

teachers' organisations might avoid a formal linking to a political group it cannot be expected that they can avoid a political involvement. Changes in educational policies and educational structures are essentially the results of political decisions, sometimes arrived at for reasons other than strictly educational. The "power base" lies in the controlling political group, and if the teaching profession is to exert influence at the point of maximum impact it must seek to make its case at the power base.

2. THE ROLE OF TEACHERS' ORGANISATIONS IN EDUCATIONAL REFORM

As the debate continues on the forms of education appropriate to contemporary conditions and the provision which is possible in terms of political and economic realities, it becomes evident that teachers' organisations have a potentially crucial role to play in areas such as policy-making and planning, curricula and materials, examinations, standards and educational provision for special groups. At the same time associations must reappraise their own aims, structures and functions to ensure that they are fitted for their changing role and able to represent their members adequately in the evolving situation. Associations should consider, for example, how far they can move from their established positions and extend their coverage to include those engaged in educational activities hitherto beyond their catchment area, in specialised and higher forms of education and educational activities regarded until now as on the fringe of formal, institutionalised schooling for children and young people. Articulation of the educational system implies the desirability of articulation of the organisations representing those working in the widest range of educational activities. In this connection it was suggested that the Commonwealth Secretariat might undertake a survey, in association with the WCOTP, Unesco and other international organisations where appropriate, of existing teachers' organisations in Commonwealth countries to establish the coverage of the organisations and the relationships which they have succeeded in developing with the controlling authorities of education, noting particularly the means by which satisfactory systems of partnership have evolved.

Educational policy and planning

It was agreed that in considering this topic planning should be interpreted as the means by which policy is put into effect.

Teachers' associations, it was emphasised, should endeavour to establish their right to be fully consulted at all levels of the policy-making and planning stages of educational change because once policy is decided and made public it is usually too late to put forward suggestions for alterations and amendment. Teachers' associations can influence policy-making in several ways, directly and indirectly. They can, for example, be highly effective in influencing public opinion by making known the associations' views on particular topics and publishing information relative to current issues. Associations, too, can work through their members, bearing in mind that teachers play multiple roles in their communities - they are not only teachers but also parents, taxpayers, electors and members of societies and interest-groups. (Sometimes, it may be noted, these roles are in conflict; what the individual demands as a teacher may not be what he wishes to pay for as a taxpayer!)

While teachers' associations may operate most effectively as non-political, non-sectarian organisations they cannot avoid involvement in political issues and should recognise as major functions the presentation of considered views to politicians concerned with educational matters and ensuring that all their members are fully informed about these views. To be effective in this way, teachers' associations must be recognised as being sufficiently responsible, professional and expert to merit consultation and consideration. Once this stage begins to be reached, the teaching profession can reasonably expect to start on an upward spiral of mutually reinforcing consequences: because they are recognised as meriting consultation the status of teachers should rise; because of their enhanced status their views will be increasingly sought and valued. Little purpose can be served by a claim to higher status before it becomes apparent to the authorities and public that the contribution of teachers and their associations to the well-being of their societies is such as to merit an increased regard.

The meeting deplored the perpetuation of some generalised myths concerning teachers - their assumed lack of enterprise, lack of wider experience of the world, lack of response to the need for change, their being "men among boys but boys among men" - and noted that when educational matters are considered, it was both to the credit of the profession and something of a disadvantage that a high proportion of politicians (and in the developing countries, senior administrators) have had experience as teachers. A major concern for teachers' organisations should be making it clear to the controlling authorities that teachers are emerging from the stage at which paternalism sufficed and are now seeking full partnership in the development of policies which affect their lives and work. As a corollary, teachers' organisations should also seek to speed up the process by which paternal authoritarianism evolved into recognised partnership, for it was abundantly clear that the new generations of teachers entering the profession would not be satisfied with less than a comprehensive tripartite partnership of controlling authority, teachers and community, devoted to the best interests of the whole community.

In the context of educational planning it was considered that teachers' organisations could usefully play a much more effective role than had been accorded to them thus far, especially by relating the proposals of economists and administrators to the practical considerations of the educational process. Such advice would by no means necessarily be obstructive or negative but could on the contrary help to ensure that the maximum effective use was made of the available resources. Teachers' organisations had a particular duty to support the educational needs of specially deprived groups of which their members had first-hand knowledge: such groups would vary from country to country but might include girls, social, ethnic and immigrant minorities and the physically and mentally handicapped.

Curriculum change

In a number of Commonwealth countries teachers' organisations are already closely associated with curriculum development and syllabus construction and it was agreed that such involvement was an essential component of an organisation's activities. In those countries where curriculum development is the responsibility of the controlling authority, teachers' associations should attempt to convince that authority of the invaluable contribution to this work which can be made by representatives of those who will eventually be required to carry any reforms into effect.

Fears were expressed of the undesirable indoctrination of young people exposed to partisan textbooks, yet it was acknowledged that this sort of influence could not be entirely avoided. One activity of the teacher continues to be the transmission of accepted standards and values from the older to the younger generations and the dividing line between this and undesirable indoctrination is not always clear. Obvious bias can be easily recognised - in the choice of adjectives in history texts, in the distribution of space among selected topics, and so on - but underlying assumptions, bias which no longer stands out as such, unbalanced presentation by omission, are much more difficult to identify and teachers' associations have a valuable role to play here. Considered views on unsatisfactory prescribed texts (preferably when they are still in draft form) may be put to the controlling authorities: on occasions it may be appropriate for teachers' organisations themselves to commission the production of specimen texts which meet the agreed criteria of their members. Teachers' associations should also seek membership of and close liaison with National Book Development Councils.

As part of curriculum change, teachers' organisations should seek representation on curriculum and syllabus committees, co-operating where necessary with subject associations. (It was noted that the perpetuation of subject associations with unduly narrow terms of reference could in some measure affect movements towards integrated curricula without firm subject divisions. Where subject panels are constituted within general teachers' organisations a redistribution of panels to meet the changing need is that much easier to accomplish).

Concern was expressed at the continuing constraints on curriculum change imposed by traditional examining systems. It was generally agreed that the ultimate control of school examinations should be with teachers and that teachers' organisations were an obvious point of reference in this control. This said, however, a wide variety of consequential problems arise. Alternatives to large-scale systems of external examining are not without their disadvantages. Continuous assessment, cumulative records, student profiles, dissertations, and other possibilities, have shown in recent years that teacher-controlled assessment has some undesirable side-effects, including effects on the student-teacher relationship and the exposure of the teacher to accusations of unjustified subjective decisions. The desire to maintain overall standards, too, may call into being extremely complicated, costly and time-consuming systems of cross-moderation. And at the end of the line stand the next higher level institutions, potential employers and others who demand measurements of attainment and predictions of future performance presented in a form which they can understand and which they can use for competitive selection. The function which the teacher has assumed of grading the output from his schools and colleges probably exercises more constraints on his freedom to experiment and his desire to innovate than any other single factor. Teachers' organisations seem to have three major roles to play in this connection: to seek full participation in existing examination systems in order to ensure that they are the best possible of their kind; to encourage research and experiment into a wide range of possible alternatives; and to educate public opinion to the recognition that the grading, selection and predictive processes could profitably pass from the schools and colleges out of which the students come, to the institutions and employers who seek to choose an intake suitable for their specific purposes.

Teachers' organisations and the mass media

The meeting agreed that the mass media exerted an increasing influence on the attitudes, knowledge and awareness of people of all ages; in the case of many children television was already the dominant influence. This being so, teachers should devise means by which to exert pressure on the controllers of the mass media and relate the media more closely to the purposes of education. It was essential that young people should be guided into attitudes of critical assessment of the message relayed by the media and should be helped to erect a defence against gullibility in the form of the capacity to analyse a situation and form a rational judgement based on common sense, experience and an enquiring mind. Teachers' organisations can usefully play their part in this area as in others by seeking to educate public opinion and so encourage the providers of radio, television, the cinema, newspapers, magazines and other media to raise the quality of their output to satisfy the needs of a more discriminating audience. While the attempts of individuals to bring about change might have little success in the face of powerful interests in the media, teachers' associations could expect more return for their efforts, for in many countries their members form the group who are in the closest contact with that section of the population which has the greatest uncommitted purchasing power - the young.

General

The consensus of the meeting was that, while Professor Desai's lead paper on Teachers' Organisations and Educational Reform had succeeded in its intention of provoking discussion and comment, its overall picture of the teacher and teachers' organisations was unduly pessimistic. Despite the very real problems and shortcomings of the teaching profession in many countries, much had been achieved and much more was possible. The honest recognition of past failings should direct teachers' attention to the potential role of strong, united and representative professional associations in the development of improved educational structures and content, continuously responding to the changing needs of a dynamic society.

3. THE ROLE OF TEACHERS' ORGANISATIONS IN THE PROFESSIONAL DEVELOPMENT OF THEIR MEMBERS

The major problem facing teachers' organisations in many member countries of the Commonwealth centres on the presence within the profession of teachers with inadequate education and little or no professional training. While this situation exists, the credibility of teachers' organisations as representatives of a professional force worthy of respect and consideration will be extremely difficult to establish. In some countries, too, often for understandable historical reasons, teachers' organisations have directed their interests heavily towards the "trade union" aspects (terms and conditions of service, rights and duties of teachers, working conditions) rather than towards the professional aspects - promoting and developing the highest levels of competence among their members to the ultimate benefit of the young people entrusted to their care and of the society at large. The reasons for the present situation are easily understood: the dilution of the teaching profession with poorly qualified staff during periods of rapid expansion, inadequate official provision of training facilities and the minimal funds available to teachers' organisations precluding them from assuming themselves the responsibility for providing in-service training and upgrading courses.

Status of teachers

As has been indicated earlier, status may be more easily improved by participation than by protest. Increased participation should attract improved status which will itself encourage fuller participation. Nevertheless, in many countries status for most occupations is linked closely to the material rewards of their members and teachers' associations cannot overlook this aspect; they should accept as part of their function that of facilitating the improvement of their members' professional competence in order to merit higher rewards. Status is awarded by public opinion: it must be won, it cannot be claimed.

The search for status has proved a divisive factor in the teaching profession, particular groups tending to dissociate themselves from the general body of the profession in an attempt to make apparent their special claim to higher public recognition. The lack of success of such moves implies that teachers' organisations should rather seek to unify all branches of the profession, vertically and horizontally (i.e. those working at different levels and in different branches of education) and implement programmes for the achievement of realistic status levels through a demonstration of professional skills and public service. The sheer size of the teaching force makes it extremely unlikely that teachers can ever be regarded in the same way as those much smaller numbers practising in other professional areas - of medicine or law, for example - but the size of the teaching profession should also mean that its representative organisations should have a considerable influence on matters of public concern, so achieving an alternative but equally valid form of status in the community and nation.

There are, however, certain recognised criteria of a profession which are not always met in the teaching profession: one, that of being primarily a body of self-employed individuals taking fees for services, is largely impossible for teachers and is probably decreasingly true for doctors, lawyers or others. Two major criteria, however, could be considered as primary aims of teachers' organisations: participation in the control of entry to the profession and in the determination of acceptable systems of training

The teacher and the community

Over the years the teacher's special role in his community as the only educated member identified with the ordinary people has been eroded as mass education has spread, as specialisms have developed and as the distinction between the traditional leaders and led has become less clear. Even in the rural areas of poorer countries the teacher now shares his mystique with agricultural and health extension workers, literacy campaigners and the transistor radio. Teachers in rural areas, too, tend to be the younger or less well qualified, so that although they are in a more favourable position than those in towns to assume a leading role, they are often the least able to do so. Not infrequently these teachers have to spend considerable time in the preparation of their school work and have little spare time for outside pursuits. While salaries and status within the profession are linked to the ranking and size of the school rather than the merits of the teacher and the real demands of his assignment this situation is likely to persist. In the urban areas the teacher cannot rely on his occupation alone to bring him recognition as a community leader. Contemporary disillusion with the results of formal education, on the contrary, tends to be reflected in a lack of public respect and interest in the work of the school and in the teacher as its agent. The teacher can help to generate confidence in his professional

work if he makes it clear through his activities within the community that he is alive to major issues, concerned as an individual for the well-being of his charges in their environment, and competent to play a responsible role himself in areas of public concern. For this reason the current trend of teachers to decline to participate in community activities may prove deleterious to their professional work, however much more time it gives them to prepare for it. An involvement in community work, too, can provide that feedback which is essential for effective future planning. Long-range educational outcomes can be evaluated only after students have left school for some years. A first-hand knowledge of what takes place in the lives of his ex-pupils provides the only true basis for an assessment of the quality of the teacher's performance.

The contribution of teachers' organisations might be in the support of teachers working in difficult areas and the establishment of realistic rewards which take into account the total contribution expected of the teacher by the community. Associations, too, might help to identify and make known possibilities for schools to play a community role. As a corollary to this, teachers' organisations should point the need for teachers to be prepared suitably for their community role and trained accordingly.

The paradox of the teacher in his relation to the community among which he works is that he complains often that he is expected to do too much when he is regarded as a natural leader yet regrets his loss of status when the demands slacken. The solution may lie in the teacher establishing a new role for himself as a catalyst, making possible community activities without himself necessarily being identified as a declared leader. Leadership thus becomes dispersed through the community.

Teachers' organisations and professional training

As an essential part of their professional function, teachers' organisations should influence and participate in training for their members and potential members, whether this training is initial or in-service, institutional or informal, statutory or voluntary. In order to avoid subsequent problems of recognition for attendance at these courses the co-operation of employing authorities should be sought. Useful courses may in many cases be organised on a modest scale by teachers themselves supported by the association's personnel, especially where they are not working in large towns or cities. As a concomitant to this, organisations should expect in the long-term to control entry to the profession (see page 13 and Recommendation 25).

a) Initial training

The effectiveness of existing forms of pre-service training gives rise to serious concern in many countries. The traditional type of course is often an ill-assorted amalgam of academic upgrading and professional introduction. While subscribing to the general needs of teacher training to include the development of academic attitudes, a knowledge of child development, a sound knowledge of the subject area to be taught and practical experience under observation and supervision, prospective teachers should also be helped to develop an awareness of social problems likely to affect their lives and work. It was suggested that the Commonwealth Secretariat might usefully collect and disseminate information on this aspect of teacher

training. Consideration should be given to the co-ordination of initial training programmes for both primary and secondary school teachers, using a common core curriculum before specialisation. This would help to break down long established barriers in the profession which originate very often at the stage of initial training. Special attention, too, should be paid to the need to ensure that teachers beginning their professional careers are adequately orientated to their teaching duties by supervision and advice.

Considerable discussion took place as to whether all teachers must be trained to the same level. In many countries the recruitment of a fully trained teaching force would cause considerably financial embarrassment to the providers of education and could affect very seriously the expansion of education facilities. The role of the para-professional and the place of the untrained teacher were agreed to be matters to be established by teachers' organisations in consultation with the controlling authorities in the light of prevailing local conditions.

It was, however, generally agreed that in areas where there has to be reliance on untrained teachers, associations should accept these untrained teachers on condition that they are subject to an organised and finite course of training. Associations should, with governments and other interested parties, involve themselves in this training. This appeared to be a field in which overseas assistance and finance might well be channelled, and in which associations in particular should offer mutual assistance to each other.

b) In-service training

In-service training may be designed to improve teachers' qualifications, to give experience in new methods and techniques, to provide specialism in particular fields (such as the education of minorities or the handicapped) and may sometimes best be given in the form of attachments rather than structured courses. Consideration should be given, too, to the use of the mass media for in-service training programmes and the promulgation of matters of educational interest to both teachers and public at large. Because of the problems mentioned above (page 15) relating to the financial implications of highly qualified teachers, teachers' organisations may have to concentrate particularly on the retraining and specialising functions of in-service training. Courses should as far as possible form part of an overall programme and not be ad hoc occasions. A matter of much concern is the likely response of teachers to attendance at courses which bring no financial reward; while personal satisfaction and professional pride might be evoked, additional increments would be a powerful incentive. On the other hand, employing authorities must be convinced that such courses provide increased efficiency.

Further consideration might be given to the possibility of accumulating "credits" towards eventual recognition for incremental purposes through attendance at a number of short

courses and attachments in more than one country. The means by which to assess the cumulative value of such courses and attachments is a matter of increasing concern in many developing countries whose teachers are invited to participate under short-term award schemes such as the new British Study Fellowship Scheme. The reluctance of teachers to undertake such courses and attachments might be modified by the establishment of a recognised award, perhaps a Commonwealth Diploma in Educational Studies, obtained by means of a series of approved "credits".

As teaching standards and qualifications rise, so teachers' associations should insist on provision being made for the retraining of teachers, rather than allow effective but lower-qualified members to be lost to the profession. Associations should participate as far as practicable in providing upgrading courses despite the financial problems already mentioned relating to increased salary costs of a fully-trained profession. The whole area of in-service training provision for untrained teachers was considered to be of considerable importance and it was agreed to recommend that the Commonwealth Secretariat be asked to collect and circulate information regarding current in-service programmes for untrained teachers organised by teachers' associations, governments and other agencies. It was further recommended that the Commonwealth Secretariat, where requested, should assist teachers' associations in organising in-service training courses for developing countries, where possible on a regional basis.

c) Teachers' organisations and the new teacher

Teachers' organisations, in consultation with the institutions which train and educate teachers, should make provision for programmes designed to acquaint future teachers with the organisation and function of teacher associations.

d) Teacher-trainers

The meeting was unanimous in stressing that teacher trainers must be specifically prepared for this role and should undergo periodical in-service training to keep them abreast of developing practices.

e) Promotion of innovation

It was considered that teachers' organisations could lend much encouragement to teachers involved in innovative practices by publicising their efforts in the associations' newsletters and journals. Associations might also sponsor local or regional competitions similar to the Guinness Awards Scheme for Science and Mathematics in order to stimulate interest, reward endeavour and publicise results. The establishment of Teachers' Centres was seen as another means by which teachers' associations might help their members professionally.

The professional objectives of teachers organisations

The final paragraphs of the paper presented by Mr. Brathwaite were considered to summarise admirably the aims of teachers' associations in this vital area of the professional development of their members:

" As true professionals we must strive to attain the highest standards which should be reflected in the quality of the products of the educational system and in behaviour patterns indicative of attitudes of commitment, pride and an awareness of a changing role.

" In the final analysis, the success that we achieve and the level of professional status which we enjoy might be determined to a greater extent by factors which are not necessarily external to the profession."

4. INFORMATION EXCHANGE WITH THE COMMONWEALTH SECRETARIAT

It was noted that the Commonwealth Secretariat, an intergovernmental organisation, existed to serve the interests equally of all Commonwealth member countries. In order to carry out its clearing house function, the Secretariat's Education Division relied on the co-operation of both official and non-official bodies to supply information about educational development and innovation which could then be widely disseminated among those to whom it might be of interest and benefit. In order to bring teachers' associations into the orbit of the Education Division's information activities, it was agreed to request that the addresses of all Commonwealth national teachers' organisations should be included in the Education Division's mailing list.

SUMMARY OF MAIN POINTS AND RECOMMENDATIONS

Believing that teachers' organisations should play a greater part in the determination of educational policy and in the preparation and certification of teachers because, as representing practising teachers,

- (i) they are deeply concerned for the quality of education.
- (ii) they have, more than any other body, direct experience of the current day to day situation in the schools and colleges;
- (iii) no educational reform is likely to be effective without the full co-operation of the teachers whom they represent,

the Conference agreed to the following main conclusions and recommendations:

Teaching conditions

- 1. Teachers' associations should offer advice and exert pressure in order to ensure the provision of suitable facilities to enable their members to work effectively
- 2. Teachers' associations should establish clear priorities, determining at every stage in their development how far their efforts should be concentrated on securing improved conditions for their members and how far they can concentrate on issues primarily concerned with the educational process

Participation

- 3. Governments should be requested to consider the inclusion in their delegations to Commonwealth conferences on educational matters of representatives appointed by teachers' organisations
- 4. If teachers' associations are to win and retain confidence as full partners in the policy-making process, the sole criterion for the selection of representatives should be their potential ability to make a full contribution to the bodies to which they are nominated
- 5. A prime role for teachers' associations is to promote and encourage the professional competence of their members so that their worth is recognised, their prestige enhanced and their participation on equal terms sought
- 6. Teachers' associations should seek to enter into a continuing dialogue with their governments to agree on the direction of anticipated social change

Information exchange

- 7. Regional groupings of associations could usefully contribute to the exchange of ideas through publications, meetings and workshops

8. Teachers' associations should seek to improve the expertise of their members by assembling and disseminating information about relevant research projects: some research might be sponsored by associations and some undertaken by teachers
9. The Commonwealth Secretariat should survey recent research findings of particular interest to teachers' organisations and publicise more widely its existing Register of Educational Research

Educational reform

10. Associations should reappraise their own aims, structures and functions to ensure that they can respond fully to evolving situations
11. Associations should consider whether they should extend their membership and enter into co-operative arrangements with other organisations in order to bring together all those engaged in educational activities at all levels

Relations with controlling authorities

12. The Commonwealth Secretariat, in consultation with WCOTP, UNESCO and other international organisations where appropriate, should sponsor a survey of the ways in which teachers' organisations in the Commonwealth have achieved partnership, the difficulties they have encountered, the help they would welcome from other organisations, and the help they themselves could give

Policy-making and planning

13. Teachers' associations should endeavour to establish their right to be fully consulted at all levels of the policy-making and planning stages of educational change
14. Teachers' associations have a particular role to play in relating the proposals of economists and administrators to the practical considerations of the education process
15. Associations should support the educational needs of specially deprived groups; these groups will vary among countries but might include girls, social, ethnic and immigrant minorities and the handicapped

Curriculum change

16. Teachers' associations should be closely associated with curriculum development and syllabus construction

17. Teachers' associations should appraise textbooks and where appropriate sponsor the production of suitable texts. Associations should establish close links with National Book Development Councils
18. Where subject panels are part of the overall teachers' organisation, adaptation to meet the needs of changing subject boundaries is facilitated

Examinations

19. The ultimate control of school examinations should lie with teachers
20. Teachers' associations have three major roles to play in connection with examinations: to ensure through full participation that existing examination systems are the best possible of their kind; to encourage research and development of techniques of selection, testing, measurement and prediction; and to educate public opinion to a more enlightened view of the grading process

The mass media

21. Teachers should devise means by which to exert pressure on the controllers of the mass media and relate the media more closely to educational purposes
22. Teachers' associations can contribute to this pressure by educating public opinion to the realities and possibilities of the mass media

Status of teachers

23. Status may be more easily won by participation than by protest
24. Teachers' organisations should seek to unify the profession vertically and horizontally
25. Teachers' organisations should aim for full participation in the control of the entry to the profession and the determination of acceptable systems of training

The teacher and community

26. Teachers' organisations should consider how best support might be given to teachers working in difficult areas and how appropriate rewards might be calculated
27. Involvement in community work enables a teacher to evaluate the results of his work with his ex-pupils and provides valuable data for effective future planning

28. Associations might help to identify and make known possibilities for schools to play a community role
29. Associations should emphasise the need for teachers to be prepared suitably for their work as community members. This may be best achieved by teachers acting as catalysts rather than leaders

Teachers' organisations and professional training

30. Teacher's organisations should influence and participate in all forms of training for their members and potential members, wherever possible following consultation with the employing authorities
31. The effectiveness of existing forms of pre-service training occasions much concern. Whilst subscribing to the general needs of teacher training, outlined as:
 - a) the development of academic attitudes;
 - b) knowledge of child development;
 - c) sound knowledge of the subject area;
 - d) observation and supervised teaching practice,developing an awareness of the social problems of the community should form an important part of the initial training of teachers. The Commonwealth Secretariat should disseminate information on this aspect of teacher-training
32. Consideration should be given to the provision of a basic common training for both primary and secondary teachers. This would help to break down long established barriers in the profession which originate very often at the stage of initial training
33. Special attention should be paid to the need to ensure that teachers beginning their professional careers should be adequately oriented to their teaching duties by supervision and advice
34. The role of the para-professional and the place of the untrained teacher should be established by teachers' organisations in consultation with the controlling authorities in the light of prevailing local conditions
35. In areas where there has to be reliance on untrained teachers, associations should accept these untrained teachers on condition that they are subject to an organised and finite course of training. Associations should, with governments and other interested parties, involve themselves in this training
36. Consideration should be given to the use of the mass media for in-service training programmes and the promulgation of matters of educational interest to both teachers and the public at large

37. Further consideration should be given to the concept of recognition for incremental purposes of attendance at a number of short courses in more than one country
38. As teaching standards and qualifications rise, teachers' associations should insist on provision being made for the retraining of less qualified teachers, rather than allow them to be lost to the profession. Associations should participate as far as practicable in providing upgrading courses
39. The Commonwealth Secretariat should assemble and circulate information regarding current in-service programmes for untrained teachers organised by teachers' associations, governments and other agencies
40. The Commonwealth Secretariat, where requested, should assist teachers' associations in organising in-service training courses for developing countries, where possible on a regional basis
41. Teachers' organisations, in consultation with the institutions which train and educate teachers, should make provision for programmes designed to acquaint future teachers with the organisation and function of teacher associations
42. Teacher trainers must be specifically prepared for their role and should undergo periodical in-service training to keep them abreast of developing practices
43. Teachers' associations could encourage their members involved in innovative practices through publicity (including the associations' own newsletters and journals), the organisation of competitions and the establishment of Teachers' Centres
44. In order to bring teachers' associations into the orbit of the Commonwealth Secretariat Education Division's information activities it was agreed to request that the addresses of all Commonwealth national teachers' organisations should be included in the Education Division's mailing list