In-Service Education of Teachers

in the Commonwealth

Commonwealth Secretariat

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Asia (A.R. Thompson)

THE FUTURE OF INSET IN THE COMMONWEALTH

Preface

In the last decade, in-service education of teachers (INSET) has come to be inextricably interwoven with the whole process of teacher education and to be seen by more and more countries, not as an optional extra, but as an essential element in the development and maintenance of an effective teaching force. The different kinds of emphasis placed on INSET by member countries and the variety of innovations in its implementation adopted, provide an interesting commentary on Commonwealth-wide efforts to produce teaching in sufficient numbers, and with the necessary skills to meet the pressing demands of today's education. To do so within the constraints of severely limited education budgets, may well be considered one of the greatest challenges of our time.

During the past few years, the Commonwealth Secretariat has responded to various Ministerial recommendations on the in-service education of teachers by conducting a series of regional workshops on different aspects and publishing a handbook on the subject. The present publication, recommended at the Eighth Commonwealth Education Conference in Colombo 1980, is an attempt to draw together the information gathered from the programme of regional workshops and from current studies in in-service teacher education. Through this publication it is hoped to bring to the notice of member countries how far and in what ways INSET has progressed in the Commonwealth and, by sharing this information, to indicate what can be achieved by INSET and alert them to some of its dangers.

The Secretariat has been assisted in the task of drawing all this information together by the Department of Overseas Studies of the University of Bristol School of Education and, we wish to thank them for their assistance. While the Secretariat is not responsible for the full

accuracy of the information supplied or the views expressed, I should like to commend to all who are working in this field this survey as an important step in Commonwealth co-operation.

Rex E. O. Akpofure
Director, Education Division

Introduction

Commonwealth countries differ widely in terms of their geography, demography, political and economic frameworks, and development situations. They vary widely also in terms of their education systems and strategies. They share, however, a substantial and growing concern for major reform in the procedures by which they train education personnel. Most are seeking to expand education systems rapidly and cheaply in the interests of national development, political cohesion and social justice.

Some of the older Commonwealth countries face very different problems arising from the need to contract education systems in line with demographic trends. However continuing economic difficulties and consequently limited resources have resulted in demands for greater accountability and cost effectiveness of provision, in which respect their position is increasingly similar to that of new countries.

New patterns of teaching

Existing patterns of teacher training involving the use of expensive residential courses of initial training constitute in a number of countries a serious bottleneck and these countries have in consequence been compelled to employ large numbers of teachers who are considered to possess inadequate personal education and professional training. The proportion of underqualified teachers has shown a rising trend during the last decade, demanding exceptional and innovatory responses.

Dissatisfaction with the scale, quality and efficiency of existing education systems is compounded by the conviction in many countries that major shifts in the nature and function of schooling are necessary if these systems are to meet the needs of their changing societies most effectively. In a very real sense even trained teachers have been rendered out of date and 'underqualified' by changing educational ideas and development strategies.

Training for new roles

New roles both within and outside the classroom are being proposed for the teacher for which current initial training does not prepare them and for which it is increasingly believed once and for all training at the beginning of their professional careers can never adequately prepare them. These new roles may, in some countries, require them to transform themselves from instructors to co-ordinators of learning activity, in discovery learning situations or in the use of new techniques such as those pioneered in Project Impact intended largely to cope with considerably increased pupil-teacher ratios. In some countries it is intended that they involve themselves more fully in community education both by re orientating the content and the methodology of classroom work with young people and by making the school a vigorous participant in the life of the community it serves. Non-formal approaches to adult education and the need to promote self-reliant forms of community development, to be fused in a relationship of mutual reinforcement with the school, appear to demand that the teacher serve as a change agent outside the walls of the school.

Training for new tasks

The urgent need to prepare teachers to cope more effectively with the problems of disadvantaged groups within both urban and rural areas and including both women and the handicapped, has been urged by international seminars whilst it has simultaneously been argued that education needs to be brought into closer relationship with the world of work through curricular and organisational reform which will prepare young people more realistically for the fields of employment likely to be open to them and to meet the changing demands of a technological age. Whilst we only identify in broad terms the directions which educational change will take in the coming decades, there is little doubt that educational change will be a continuing process presenting new and often unconventional challenges to teachers throughout their careers.

Training professionals

An important theme in the current debate is the contention that teacher education has in the past been too isolated from the realities not merely of the schools but more significantly of community

life and development needs. It has recruited its students from the schools, processed them through a further stage of schooling, and returned them to the schools from which they came in a closed cycle more suited to the perpetuation of existing practice than to changing it. Young teachers have been sheltered from experience of the often harsh world outside their classrooms yet have been charged with responsibility for preparing their pupils for life in that world. They have often tended to fall into the work patterns of their older colleagues, to adopt the circumscribed conceptions of the educational process which have characterised many school systems, and to regard themselves as a disadvantaged and isolated group of civil servants rather than as professionals sharing with others the task of social transformation. Insensitive administrative systems and remote, directive and inspectorial hierarchies have sometimes contributed to low standards of morale and commitment. Yet it is increasingly being urged that qualitative educational change must depend largely upon the quality of the teaching force, that such changes as are envisaged can only be brought about successfully where serving teachers are ready and able not merely to implement the plans of their superiors but to adapt and complement these through on-going incremental and self-initiated change.

Need for administrative competence

At the same time there is growing recognition of the fact that past attempts to reform education systems have been impeded not merely by the limited competence and flexibility of teaching staff but also by deficiencies in stocks of managerial expertise at all levels of educational administration. The experience of Sri Lanka, where it has been found necessary to retrace the steps taken in the far-reaching educational reforms of 1972 because a burden of change was imposed upon the school system that it has not been able to absorb, has parallels in other Commonwealth countries. The need to provide adequate training for staff promoted to higher levels of responsibility for which their original training has not prepared them has long been recognised but in recent years has acquired a new urgency. It has further been recognised that the modes of operation

of current administrative systems are usually geared primarily to maintaining rather than to changing the existing patterns of education and may therefore impede successful innovation. There may therefore be an additional dimension of need in staff development, to equip administrative and planning staff with new perceptions of their role and new skills relating to this role, rather than merely to upgrade traditional skills.

Motivation

The transformation of education is recognised to necessitate a transformation of education staff of all kinds and at all levels. Yet it is also being urged that the quality of such staff depends not merely upon their knowledge and skill, but also upon the degree of their motivation to utilise this knowledge and skill and upon the extent of the opportunity realistically available to them to do so. Consequently qualitative improvement demands consideration of a wide range of factors relating to the selection and utilisation as well as to the training of education staff, the provision of adequate incentives in the form perhaps of status, career progression, financial remuneration and professional belonging-identity, and the creation of genuine opportunity through the provision of support services, adequate resources, and, perhaps most important of all, opportunities to participate in the making of decisions affecting their work.

The reform of training processes and particularly the provision of in-service opportunities to sharpen existing and develop new skills is a vital component of the process but must be seen in this wider context since improvements in training procedures alone, as past experience has demonstrated, are unlikely to be sufficient to bring about the transformation sought.

Defining INSET

For the purposes of this study in-service education of teachers (INSET) is to be defined as the whole range of activities by which serving teachers and other categories of educationist within formal school systems may extend and develop their personal education, professional competence, and general understanding of the role which they and

the schools are expected to play in their changing societies. INSET further includes the means whereby a teacher's personal needs and aspirations may be met as well as those of the system in which he or she serves.

Structure of the survey

The study is based primarily upon recently published and readily available material, including official reports submitted to international conferences and seminars as well as research studies. It is not intended to present a comprehensive country by country survey but rather to provide a more useful, analytic and regional perspective. Regional surveys are therefore presented for African and Asian Commonwealth countries. A regional approach is also retained for the Caribbean and Pacific countries but here it was thought valuable to include a wider perspective, that of island communities which might provide fuller insight into their common problems. In dealing with the older Commonwealth countries it was found helpful to group them together as countries regionally dispersed but sharing social and developmental characteristics which differentiate them significantly from newer Commonwealth countries in general.

Each regional survey seeks first of all to analyse current provision and trends according to a number of key issues revealed as both important and common in the preliminary stages of the study. These include an examination of the various purposes for which in-service education is being provided and of the relative priority accorded to these purposes and to INSET generally in different regions. It is argued that where resources are limited it is of the greatest importance that these be allocated where most needed and that commonly this is impeded by lack of clarity in determining purposes and priorities. Systematic planning of INSET provision may also be reflected in financial allocations or impeded by the absence of adequate financial data; regional surveys will therefore also take this factor into account. Fourthly the studies will look at the question of responsibility for and control and co-ordination of INSET, to examine how and how successfully the problems of co-ordination and planning are being

Purpose

Priority

Costs

Responsibility control and co-ordination

tackled where commonly INSET is provided by a wide range of agencies to a wide range of clienteles for a variety of purposes. Fifthly, experience in a number of countries suggests that particular attention needs to be paid to the question of how

Motivation of teachers

teachers may be motivated to take up INSET opportunities effectively, and how they may be involved more effectively in the management and provision of their own in-service training and how the personal needs of the teacher may be reconciled effectively with system needs. Finally attention

Evaluation and follow-up

must be paid to evaluation and follow-up, to examine the extent to which we are able to build on to our own experience and take advantage of the experience of others.

Innovations

The second major aspect of each regional survey will seek to draw attention more directly to more innovative approaches to INSET adopted by various countries. Whilst the scale of this publication prohibits the inclusion of detailed case studies, it will seek to present sufficient information to suggest to those responsible for INSET where instances of innovatory approaches have been adopted which may be relevant to the needs and circumstances of other education systems.

Inservice Education of Teachers in the Old Commonwealth

THE UNITED KINGDOM

Background to INSET

A distinctive feature of the British educational system is that it operates on a basis of shared responsibility between central government, Local Education Authorities (LEAs), and the teaching profession. This 'partnership' is often referred to by the Department of Education and Science as a 'national system locally administered' (DES 1978). One outcome of this system is that national policies and priorities sometimes vary between the four countries which make up the United Kingdom as do local policies and priorities. This applies no less to INSET than to other aspects of education.

Nevertheless major developments in INSET in recent years have been broadly similar in England, Wales, Scotland and Northern Ireland. As most of the available literature relates to England and Wales the emphasis in this survey is however upon developments in these two countries.

Purposes of INSET

There appear to be three main reasons for the recent growth and commitment to INSET: first, that it is inherently important that teachers, of all people, should continue with their personal and professional education: second, that the rapid, intensive, and fundamental nature of present day change whether it be technological, economic, cultural, social, or political, makes it imperative for the education system in general and teachers in particular to review and modify teaching methods and curricula: and third, that for widely prevalent demographic reasons, the

demand for new teachers is dropping sharply and the INSET needs of a stable teaching force are especially important (Bolam 1978).

In the White Paper of December 1972, which followed the publication of the James Report, the government proposed a significant expansion in both the induction and in-service education of teachers in schools:

(a) All teachers were to be entitled to full-time release for in-service purposes for periods equivalent to a minimum of one term in every seven years of service - eventually however this was to be increased to one term in every five years of service. Opportunities were to be preserved however, to allow some teachers to attend in-service activities lasting longer than three months.

(b) The first steps in implementing this policy were to begin in the school year 1974-75, and thereafter were to continue progressively so as to reach a target of three per cent of the total teaching force being released at any one time by 1981.

(c) All first year teachers were by 1975-76 to receive added help during their first (induction) year of teaching, including release from teaching duties for in-service education for not less than one-fifth of their time.

The worsening economic crisis has however prevented the full implementation of these policies although some initial steps have been taken and INSET participation rates are encouraging. A recent DES enquiry into teacher participation in INSET in England and Wales concluded that in maintained nursery, primary, secondary, and special schools about ninety per cent of teachers taking up first full-time permanent appointments in 1978-79 were involved in some sort of induction programme, and teacher participation in in-service activities exceeded the numbers of teachers in regular service (DES 1980).

Priorities of INSET

Although INSET needs are likely to be many and varied, the following appear at the present time to be applicable to most of the U.K. and require prompt attention.

(a) The need to equip headteachers with the skills and expertise necessary to help them cope with the increasingly complex task of headship. (It should perhaps also be noted here that there is little in-service provision available specifically for other senior educationists, such as LEA administrators and advisers).

(b) The need to devise appropriate activities which will help schools to cope with the impact of falling rolls. These include equipping some teachers, especially in secondary schools, to teach more than one subject, or to retrain to teach another subject, to equip increasing numbers of teachers in primary schools to teach more than one age range of children within the same class, and to help sustain the morale and interest of teachers during a period of limited promotion prospects.

(c) The need to assist schools in obtaining maximum benefit from new technology such as the introduction of microcomputers.

(d) The need to ensure that there are sufficient teachers available to teach shortage subjects such as crafts, physics, and mathematics in secondary schools.

Costs of INSET

The cost of INSET consists of a number of items, which include:

(a) The salaries of teachers released for in-service purposes in school time.

(b) Expenditure on the provision of activities. This includes such items as the salaries of organisers and tutors, and where appropriate their travelling expenses, and administrative costs.

(c) Financial support to teachers, for example, full or part payment of tuition fees, travelling, and subsistence.

(d) Expenditure on LEA advisory services and LEA administrative costs (Bolam and Porter 1976).

At present, payment for (a), (c), (d) and part of (b) is met by LEAs. Each LEA however, is free to determine what proportion of its total income (which is largely drawn from local rates and the government's rate support grant) is to be spent on INSET and, within that, the distribution of that sum among the various forms of INSET. Certain elements of the expenditure, for instance 79 per cent of the salaries of teachers released for the equivalent of full-time courses of four weeks or more, are at present shared among all LEAs through the expenditure pool for advanced further education. Of the total LEA expenditure on INSET in England and Wales during 1978-79, the salary costs of released teachers accounted for more than one-half, the expenses of teachers and the salaries and expenses of advisers and officers one-third, and the actual provision of training and other costs the remaining one-fifth (DES 1980).

Excluding LEA activities and after taking account of income from tuition fees, the cost of the provision of other activities is met in a number of ways:

(a) In the case of University activities, it comes from general university funds derived from the University Grants Committee annual grants. Decisions on resources allocated to activities for teachers are a matter for the authorities of individual institutions and vary from one university to another.

(b) In voluntary (direct grant) institutions of higher education such as Church of England and Roman Catholic colleges of higher education, funds come from the DES as part of the cost of maintaining the institutions.

(c) In institutions maintained by LEAs such as polytechnics, colleges of higher education, and colleges of further education, funds are provided by the maintaining LEA which is able to charge the costs of approved courses lasting four weeks or more (full-time or the equivalent part-time) to the expenditure pool.

Arising from the above, a number of significant features are discernable in relation to the total cost of INSET in the U.K.

(a) The total cost is shared by a number of agencies although the major cost falls upon LEAs.

(b) Within LEAs and institutions of higher education, demands for resources for INSET have to compete against demands for other services, although it should be remembered that colleges of higher education are staffed so that the equivalent of two-ninths of their teacher training staff can be devoted to INSET. Thus, the resources available for INSET vary from county to county.

(c) There is little earmarked money for INSET from central government funds other than that provided by the DES for Regional Courses (see page 13).

Because resources for INSET are vulnerable to other competing claims, there have been demands for earmarked grants from central government, but because of local authority opposition to earmarked grants of any sort, the likelihood of this happening remains remote. Furthermore, if demands for INSET continue to lose out to other claims, it is possible that demands will grow for alternative cheaper forms of INSET. Whilst there may be some sense in this, steps will need to be taken to ensure that cheapness does not become the overriding consideration at the expense of quality.

Responsibility control and co-ordination of INSET

Overseas visitors might find themselves surprised at the fragmented nature of INSET provision in the U.K. and at the number of providing agencies. It has been estimated that, nationally, more than 500 agencies are involved (Willey and Maddison 1978), while in just one area of England covering the counties of Oxfordshire and Buckinghamshire over 40 organisations act partly or exclusively as providers (Henderson et al 1975). The major providers however include the following:

Local Education Authorities

The vast majority of LEAs, some 104 in England and Wales, see it as their duty as employers to provide INSET for teachers working in their schools, and most do this through two channels, namely teachers' centres (discussed below) and LEA advisers or inspectors.

The number and function of advisers vary considerably between LEAs, but a recent study (Bolam et al 1976) showed that 93 per cent of advisers were involved in one way or another with INSET. This involvement mainly takes the form of organising activities, particularly those that take the form of evening meetings and day conferences on a wide variety of practical issues, and participating in consultancy work.

The study also rightly points out that there are distinct advantages in having advisory teams involved in INSET, for, by virtue of their close involvement with teachers in schools on the one hand, and with LEA administration on the other, they are likely to be best informed as to needs of teachers and schools. Furthermore, they are also likely to be in as good a position as any to follow up in-service work. That said, however, pressure of other duties does not always allow them sufficient time for this.

Colleges of Higher Education

Other than in Scotland, most of these institutions are relatively new to the provision of INSET; consequently, their role is discussed below as an example of a recent innovation.

Universities

Most universities through their schools or institutes of education have been involved in INSET for many years. Their main contribution has been and remains, the provision of a wide range of part-time and full-time courses leading to awards such as advanced diplomas, B.Ed. and M.Ed. degrees, although some such as London and Bristol also provide a variety of non-award bearing activities. Two recent developments however are beginning to affect the traditional pattern of university involvement in the award bearing field, and demand adjustments on their part. First, in some areas of the U.K. the monopoly of the universities is being challenged by the emergence of colleges of higher education and polytechnics as major providers, and secondly, because of the lack of opportunities for staff of schools to move to teacher training establishments on the scale that they used to, there is increasing demand by LEAs and teachers for the content of award bearing courses to be more directly related to the needs of schools.

The Department of Education and Science

The DES makes three types of contribution to INSET. First, Her Majesty's Inspectorate, numbering about 450 across England and Wales influence schools and colleges during their regular visits and through their contributions to INSET activities organised by other agencies. Secondly, HMIs organise short full-time courses on a national basis. Thirdly, they participate in the provision of DES regional courses which have been influential in encouraging joint planning between the major providers and in encouraging courses of an innovative nature. The national programme during recent years has reflected the emphasis of central publications such as the Bullock Report 'A Language for Life' (DES 1975) and the Warnock Report 'Special Educational Needs' (DES 1978), while outside the national programme HMIs have initiated various courses and conferences to stimulate professional debate on a number of issues arising from their surveys and discussion documents. Up to ten per cent of HMIs' time can be devoted to specific INSET activities (Perry 1980).

Schools

Until recently, the vast majority of INSET provision took the form of courses, conferences, workshops, etc., being held at centres away from the school and attended by individual teachers. During recent years however, more provision has been focused upon the needs of individual schools, and some schools have become in part their own providers. This development is further discussed below.

Comment

It will be noted from this list that professional associations are not major providers of INSET in the U.K. Thsy are important however, in promoting the cause of INSET through their representatives on local and national committees, and through the publication of policy documents.

It is almost impossible to obtain up-to-date accurate data as to the volume of INSET provision provided by each of the main agencies; Bradley (OECD 1978), referring to a DES study conducted in 1970 shows that in 1967 LEAs and universities provided 33½ per cent each, the former colleges of education contributed 15 per cent and the remainder was shared between the DES, subject and professional associations and other bodies. Although the percentages may have changed, LEAs universities, and colleges between them still provide the bulk of the provision. Bradley also shows that the overwhelming concentration then as now, was upon short courses, while the universities and colleges then as now had a virtual monopoly of courses lasting longer than fourteen days.

There are obvious strengths and weaknesses in having a number of in-service providing agencies who between them can offer a wide ranging package of activities. It means, for example, that no one agency is allowed to dominate what is provided; therefore, in many parts of the U.K. shools and teachers are free to choose from a varied menu and to seek support from a number of agencies in order to meet their needs. It ought

also to be possible for many needs to be met. On the other hand, over provision of some activities and under provision of others continues, as does competition between providing agencies for students.

In seeking to rectify this situation though, the suggestion which has been made that each of the major agencies be associated with specific types of activity may not be as beneficial as it first appears, nor should any co-ordination machinery be so tight that it stifles initiative and prevents immediate response to short term needs. In the U.K. where each of the providing agencies values its freedom, a better approach would seem to lie in the setting up of machinery whereby a spirit of co-operation is generated so that co-ordination is achieved without coercion and hostility.

The White Paper of December 1972 envisaged that new regional machinery would be established for the promotion, co-ordination and supervision of teacher education but lack of agreement among the interested parties as to the role and membership of regional committees has so far delayed their establishment, although some LEAs have taken the initiative in appointing in-service co-ordinators and setting up local in-service consultative committees. At national level the proposal of the White Paper that a national committee for England and Wales be established to advise the government on the discharge of its central responsibilities for teacher supply and training led to the formation in 1973 of the Advisory Committee for the Supply and Training of Teachers (ACSTT) on which LEAs, teaching profession and the training institutions are represented. ACSTT has produced a number of helpful discussion documents though its role remains a limited one.

Motivation of teachers

Participation in INSET in the United Kingdom is voluntary, which results in some teachers being regular participants but others not. As Bolam and Porter (op cit) rightly point out, those who do participate are probably encouraged to do so by one or more of three incentives namely, the

intrinsic merits of a particular activity, academic awards, and possible improved career prospects. A fourth possible incentive - financial gain - does not appear to be a major feature. Of the various activities which teachers can participate in, short activities offer neither financial gain nor academic award, but they may offer improved career prospects in two senses. First, the fact that a short activity has been attended can be included in a teacher's curriculum vitae, and secondly attendance at LEA short activities sometimes brings teachers into contact with LEA advisers whom they may perceive to be influential in the hunt for promotion. Most of the longer activities, lasting one year full-time or two and three years part-time, normally lead to advanced qualifications such as B.Ed. degrees. Although some teachers receive an addition to their salary if they obtain one of these awards, the main incentive appears to be the possession of the award itself and the prospect of promotion that goes with it.

To offset these incentives there are a number of factors which can deter a teacher from participating in INSET. These include the fact that the majority of INSET takes place during evenings, weekends, and vacation periods presenting an obvious deterrent to less motivated teachers and married women with families; attendance at some activities involves travelling expenses and tuition fees, and although most LEAs try to make some contribution towards these, it is seldom sufficient to reimburse the full cost that falls upon teachers; because of falling rolls and the current economic situation, promotion prospects are far more limited than they used to be. Thus, despite the encouraging response to INSET opportunities, the fact remains that many teachers do not participate in INSET or their participation is of a very limited kind.

In order to encourage greater teacher participation, some LEAs now allow schools to close for two to three days per year for INSET purposes, thereby hoping to involve every member of staff from a school. There have also been suggestions in the educational press and elsewhere,

that up to five days compulsory INSET should be included in a teacher's contract of service as in in Sweden. As laudable as these developments and suggestions are, however, it needs to be stressed that they have important implications for the quality of INSET, not least the fact that any compulsion would mean that the provision of INSET would have to be seen by those participating as worthwhile and relevant and of the highest quality.

Evaluation and follow-up

At a time when attempts are being made to make the education service more accountable, it is not unreasonable to ask whether the provision of INSET justifies the expense involved, particularly in terms of improving teacher and pupil performance in the classroom. This inevitably raises the question of evaluating INSET activities and although there has been increasing discussion about this in the U.K. during recent years, the extent of evaluation has been limited. As part of a fact finding study undertaken for the DES four years ago (Taylor 1980), it was concluded that the main means of evaluation were as follows, and there is no reason to believe that the situation has changed much since then.

(a) The distribution of questionnaires to teacher participants either during or at the end of an activity, or both, often asking them to rate various aspects of a course or programme of activities.

(b) Examination and continuous assessment techniques - particularly in the case of award bearing programmes.

(c) Informal subjective assessment of classroom effect by LEA advisory staff and, to a lesser extent, by college and university tutors and others who regularly visit schools.

(d) Reports from course organisers and tutors.

(e) Evaluation conferences or meetings.

(f) Occasionally, the appointment of part-time or full-time evaluators using more sophisticated techniques.

Although most of these means are relatively easy to arrange, and although they can sometimes produce helpful process data and 'soft' product data, they can only make a very limited contribution to assessing the impact of INSET upon what goes on in the classroom.

Because of the time and cost involved few external evaluation studies are likely to be undertaken in the forseeable future, but it should and ought to be possible for course organisers and tutors to undertake more limited but nevertheless informative self-evaluation studies, particularly in relation to process. To assist in this, an OECD study (Bolam) suggests that the following would be helpful:

(a) The appropriateness of formal self-evaluation agents and procedures (for example, the appointment of professional tutors, LEA co-ordinators and the setting up of units and committees) should be reviewed at each system level - whether school, providing agency, LEA or national.

(b) Relatively simple and easy-to-use self-evaluation procedures should be developed. These will need to build upon existing practice in schools, colleges and LEAs, and be further refined by drawing upon the methods of professional researchers.

(c) Key people like professional tutors and INSET co-ordinators should be given the opportunity to attend short practical evaluation training courses.

Innovations Adopted

Distance techniques

The use of radio and television in schools has a substantial history in Britain. However the movement in the 1950s and 1960s to extend

educational opportunities saw considerable development of distance techniques which have come to play an important role in INSET.

Television and Radio

The British Broadcasting Corporation (BBC), the various independent television companies, and in some instances local radio stations each broadcast radio and television programmes each year, some of which can be described as indirect and others as direct INSET. Of the indirect type, a large number of radio and television programmes are transmitted to schools and colleges throughout the U.K. each week. Although programmes of this type are designed for use by teachers in teaching their pupils, an evaluation study carried out in 1974 (Bolam op cit) drew some important conclusions about the value of them to teachers as an INSET experience. Amongst the conclusions were:

(a) Teachers appreciate having access to up-to-date information, to curricula developments, and in some cases to the methods used by other teachers who have been commissioned to assist in the production of broadcast materials.

(b) Rethinking on the part of teachers, individually and in groups, as to how they might best use broadcasts increasingly involved them in consideration of the whole education process within the classroom and the school. Furthermore, the use of broadcasts by a teacher within the context of class aims and school objectives, whether working individually or as a member of a team, creates an in-service training situation within the school, the natural and most effective centre for it.

Although evidence of their success is hard to come by, some notable examples of programmes of the direct type have included one designed to help teachers to deal with the problems of raising the compulsory school leaving age from fifteen

to sixteen years, another designed to assist teachers in examining some of the problems and issues related to teaching nine to thirteen year olds, and more recently one designed to assist teachers of young children in stimulating language development during the crucial early years.

The Open University

The Open University was established by Royal Charter in 1969 mainly with the intention of providing 'second chance' opportunities for those adults who for a variety of reasons had hitherto been prevented from following a course of higher education. It is an independent, autonomous institution supported by government funds, which is authorised to confer its own awards which until recently had been mainly first and higher degrees, particularly the former. However, as the University becomes more involved with the provision of 'continuing education', an increasing number of 'non degree' courses leading to the award of diplomas and certificates or no award at all are being offered.

Undergraduate studies are based upon a credit system, six credits being necessary for the award of an ordinary B.A. degree and eight credits for an honours degree. A credit is awarded on the successful completion of a one-year course of study demanding about four hundred study hours, and a maximum of two such courses can be taken in any one year. Courses not leading to degrees vary in length from a few weeks to more than one year, and some carry credit within the degree structure.

The vast majority of Open University students are mature students studying on a part-time basis. In the case of most courses there are no entry requirements, students being accepted on a 'first come first serve' basis. Students' time is spent at home working on specially prepared correspondence material supplemented by television and radio broadcasts. In addition, they can attend local study centres for individual and group tutorials and discussions

or to see and hear broadcasts that they may have missed. Some courses also require attendance at summer schools for one week or more. Self administered tests and written assignments are included, the latter being marked by local tutors appointed on a part-time basis. These are combined with a final examination to obtain a credit.

Since its opening, the University has been a great attraction. In 1968 there were 71,000 students registered of whom 61,000 were on the undergraduate programme, 9,000 on the post-experience programme, and 500 registered for a higher degree. Since 1971 when teaching began, 136 courses have been presented of which some 117 are in the undergraduate programme and over 20 in the post-experience programme (Raynor 1980).

Although the number of teachers applying for OU courses has declined from 35.9 per cent of total applications in 1970 to 21.2 per cent in 1978, they still form a sizeable percentage of the total. Amongst its attractions to teachers has been the opportunity to obtain a degree at a time when teaching is moving towards being an all graduate profession in the U.K., and the fact that the OU has been prepared to exempt them from up to three credits by virtue of their possession of a teachers' certificate. Success has brought returns in some instances in the form of improved salary and promotion chances. Allied to these attractions has been the quality of some of the courses, especially in terms of their relevance to school and classroom practice.

Hitherto, the courses taken by teachers have been provided by all six university faculties with the Faculty of Educational Studies providing the majority. In keeping with the increasing attention being given to the need for more 'continuing education' however, the University has now established a Delegacy of Continuing Education with an INSET 'line of development' within it. As indicated earlier, the University is no newcomer to the provision of 'post experience' courses for teachers having for example pioneered a very successful school focused course relating 'reading development'. This latest development

however will hopefully increase its contribution to INSET particularly in terms of school focused and classroom based provision without having to withdraw teachers from school.

Comment

The advantages of using a distance teaching approach to INSET can perhaps be best summarised as follows. First, if teachers are sufficiently motivated, it should enable more of them to participate, especially those working in rural areas or those who for other reasons cannot attend existing activities. Secondly, the uniqueness of the teaching approach may be better suited to achieve certain purposes than other more conventional approaches. Thirdly, costs should be reduced. In the latter case it has been estimated that despite the fact that fees are paid by OU students (sometimes reimbursed by LEAs) the cost per student is only one-third of the cost of a student at a conventional university. Furthermore, after the initial investment has been made to produce courses, costs ought to reduce as student numbers grow.

Some possible limitations of distance teaching ought however to be highlighted. These include the fact that it is less appropriate for some activities than others. For example, it would seem to be a useful approach for purposes of updating subject matter, informing teachers of the relevance for their teaching of recent research studies, or helping them gain additional certificates, diplomas or degrees in certain subjects. However, it could be an inappropriate approach to preparing teachers to teach art and craft subjects, or to equipping headteachers with certain management skills which ideally require them to work at specific tasks with fellow heads. Secondly, the teaching materials need to be carefully prepared and presented, given that they are likely to be studied by teachers with differing backgrounds, differing levels of ability and differing expectations. Thirdly, the amount of face to face contact between tutors and students is likely to be very limited even if, as with the OU, some courses

have a summer school element built into them, and local study centres are set up where students can meet their tutors and other students for limited periods. And finally, there has hitherto been a lack of research into the effectiveness of this mode of teaching, so while it has promise, it needs to be approached with care.

Involvement of Colleges of Higher Education in INSET

In recent years there has been gradual acceptance of the need for greater integration between initial and in-service teacher education which had been virtually non-existent, and consequently of the idea that any institution involved in initial training should also be involved in in-service training. The reorganisation of teacher education which took place from 1975 resulted in the closure of some colleges of education, the merger of some with universities and polytechnics, and the transformation of most of the remainder into colleges of further and higher education. To meet the increased need for INSET provision and to offset a substantial reduction in the scale of initial training, those colleges retaining a teacher training role were allowed to allocate two-ninths of their staffing to INSET activities. Although prior to reorganisation all Scottish Colleges of Education had a substantial commitment to INSET, this had not applied to most English and Welsh colleges and this recent development therefore constitutes a considerable innovation.

The problems facing the colleges have however been considerable:

(a) The commitment to INSET emerged at the same time as many of the colleges have been diversifying into other forms of higher education. This has resulted in a number of major changes during a short period of time, often into areas of work in which many members of staff have little experience.

(b) Staff morale has often been low as a result of reorganisation.

(c) Staff suitable for participating in INSET are often those who are also required for other duties.

(d) It has not always been easy to enter a field where other providers, for example, teachers' centres, LEA advisory staff, and universities are already well established.

(e) Suspicion on the part of teachers and advisory staff that college staff are out of touch with schools.

To their credit, many colleges have overcome these problems by engaging effectively in INSET.

In recognition of the importance of this new aspect of their work, some colleges have appointed a senior member of staff to act as in-service co-ordinator. Although the duties of co-ordinators vary, most are responsible for helping to identify needs, identifying staff to participate in INSET, liaising with other INSET agencies, keeping in close touch with schools and LEAs, and being responsible for organising college programmes. Other initiatives which some have taken include a reorganisation of college committees so that INSET receives appropriate attention and resources; ensuring that LEA advisory staff, teachers, and HMI are represented on appropriate committees; the appointment of new staff with INSET responsibilities; and arranging for the retraining of some staff so that they can make a contribution to INSET.

Most colleges have mainly concentrated upon provision of part-time degree or diploma courses, many of which have however broken new ground in that they are based upon a school-focused philosophy which asserts that advanced study should build upon the experience of participating teachers, relate very directly to classroom situations and needs, and provide greater opportunities for 'try out' and 'feed back' activities by participants. Some colleges are also playing an important part in providing retraining programmes to help overcome the continuing shortage

of specialist secondary school teachers in such areas as science and mathematics. There has been a considerable development of short course provision designed to meet specific local and regional needs, whilst the growth of less formal school based and school focused activities is contributing substantially both to the capacity of the colleges to provide consultancy and support services to schools and to increasingly co-operative working between colleges and schools. Encouraging links, sometimes involving job exchanges between teachers and college lecturers for short periods have been created and are leading to growing mutual understanding and confidence.

Comment

There are, however, still a number of difficulties associated with this development. For example, college financing tends to be based upon full-time students on taught courses, but future development of INSET, for instance a growth in consultancy, is likely to require a different deployment of staff and funding. Many members of staff who are required for INSET are those who are required for other college activities as well, hence some have very heavy workloads, while others are under-employed. Because of economic cutbacks, there is not the turnover of staff that there used to be, consequently there is a distinct danger that the contribution of the colleges to INSET in the future will be determined by existing expertise which could become outdated as the needs of the educational system change.

Finally, there is the ever present problem of duplication of provision particularly in the award bearing field where, as the demand for in-service B.Ed. courses begins to decline, colleges are beginning to provide courses leading to M.Ed. degrees, a field which has hitherto been mainly the preserve of the universities.

Teachers' Centres

Although envisaged in the McNair Report of 1944, Teachers' Centres were the outcome of two significant developments which occurred during the

1960s. The first was the introduction of a number of innovations into the school system including teacher-controlled local examinations in secondary schools, a spurt in the move towards a comprehensive system of secondary schools, and the beginnings of 'centrally produced' curriculum development materials. All resulted in the need for teachers to be adequately equipped and supported in order to prepare to cope with these new demands. The second emanated from the Schools Council which had a particular interest in curriculum development and which in 1967 produced Working Paper No. 10 which encouraged LEAs to establish teachers' centres whose functions the Council saw as:

> (a) To give teachers a setting within which new objectives can be discussed and defined, and new ideas relating to content and methods in a variety of subjects can also be discussed.
>
> (b) To contribute to the evaluation of centrally produced curriculum materials before they are finally produced, and to feedback comments, criticisms, and suggestions for improvements.
>
> (c) To keep teachers informed about research and development in progress so that they can prepare themselves to appraise and modify according to their own estimation of individual and local needs the materials which may eventually become available.

The Working Paper concluded however, by stating that 'the motive power for curriculum development should come primarily from local groups of teachers accessible to one another, and that there should be effective and close collaboration between teachers and all those who are able to offer co-operation'.

As a result, many LEAs set up centres so that within a ten-year period over six hundred had been established throughout the United Kingdom. As befits the English educational

system, though, there has been no uniform development of centres so that each has developed in a different way depending upon such factors as the needs of local schools and teachers, geographical location, the particular interests of the centre leader (the vast majority of whom have had no training for this job) and the level of support provided by the LEA. Despite these differences, some common factors are discernable.

Some LEAs have tended to set up numerous small centres within easy reach of the teachers they serve, and with a minimum of supporting staff and resources, so that the onus of most of the work falls upon the warden, if there is one, and those teachers who use the centre. These centres are usually housed in shared premises or small disused schools. Other LEAs have chosen to set up much larger centralised centres with full supporting professional, secretarial, technical and domestic staff, and with extensive library and workshop facilities. Such centres carry much heavier responsibilities both for policy and organisation of curriculum development and INSET. Centres of this kind are frequently found in urban areas and tend to be based in spacious and elegant old buildings with facilities for catering and recreation.

Centres undertake a wide range of activities. For most centres, the provision of INSET courses and conferences make up a major part of their programme. In some areas LEAs conduct all of their activities through the centres; in others, LEA advisers have their own centres. In areas with no separate advisers' centre, the teachers' centre leader is often closely involved with the Chief Adviser in planning extensive programmes. Most of the courses and conferences are mounted with the direct needs of teachers and schools in mind, and thus tend to be orientated towards the practical, and relevant day to day problems that teachers face in their classroom. In some instances, however, award bearing courses leading to advanced diplomas and B.Ed. degrees are also mounted at the centres by outside agencies.

A second form of INSET activity has been the involvement of most centres, though to varying degrees, in national and local curriculum development work. Involvement in national projects can be generated either from the 'centre' or 'grass roots'. For instance, some centres have been involved with national projects because of LEA co-operation with the Project team, while others have been involved because the published materials attracted the interest of local teachers. Involvement in local curriculum development work can be initiated by individual teachers, groups of teachers, or LEA advisers deciding to produce their own materials, in which case local centres may well be able to help by providing consultancy services, a variety of back-up services, and by acting as a link between the developer(s) and other teachers.

Teacher working groups are formed for a variety of purposes, but more recently the trend towards greater accountability has prompted many LEA advisers, with the help of centre leaders, to set up groups of teachers to produce county guidelines particularly in areas such as mathematics, language development, and science. The role of the centre leader in the formation and continuation of working groups, be they adviser or teacher initiated, seems to be a key one in helping to ensure that momentum is sustained, and that groups do not quickly disintegrate.

The vast majority of centres provide or can arrange for a variety of reference materials, for example, books, tapes, slides, maps, film-strips, films, reading schemes, science and mathematics kits and curriculum materials from different projects to be available for teachers. Centre leaders are also approached by teachers for both professional and personal advice, and some make important contributions to in-school working parties and committees.

Attendance at centres varies, but available evidence suggests that nationally some 20 per cent of teachers participate in centre activities. The majority of these however are from primary schools, and this tends to be reflected in the

kinds of activities offered. Some secondary teachers tend to obtain part or all of their professional support from colleagues, or to look towards local subject associations or colleges and universities when wishing to update their subject knowledge.

Comment

Although in some areas of the United Kingdom the initial enthusiasm which greeted the setting up of teachers' centres has been maintained and excellent work is being undertaken, in other areas this is not so. In part, the loss of enthusiasm where it has occurred has been due to factors outside the control of LEAs and the centres themselves. These include the rejection by teachers of many of the curriculum packages produced centrally by the Schools Council for reasons which are summarised by Prescott (1976), and hence a weakening in what in many cases was to be one of the main areas of work for centres. Secondly, because of lack of time, enthusiasm, expertise, or incentive, teachers have not been as active as it was once hoped in producing their own curriculum materials for which centres were to act as a base. Thirdly, due to growing economic difficulties, a growing number of centres have been starved of resources, hence limiting the variety of professional support services that they have been able to provide for teachers and schools.

That said, however, some blame must also be directed towards LEAs and the centres themselves. When setting up centres, some LEAs gave, and have continued to give, careful consideration to important questions such as the function of centres, their relationship to LEA advisory staff and other support agencies such as universities and colleges, the role and status of centre leaders and steering committees, and the extent to which centres should be free to develop as the leader and his committee think fit. Other LEAs have not done this, with the result that some centres are inhibited in what they do, others sit uneasily between their LEA owners on the one hand and other INSET providers on the other, and some

leaders find that they are answerable to many masters. As a result, these centres have not been able to respond as rapidly or decisively as they ought to the needs of teachers and schools, and have subsequently lost support. The current pursuit of economies poses a potent threat to their effective survival.

Management Training Centres

The professional development of senior members of staff of schools, for example, heads of primary schools, and head deputies, and heads of departments in secondary schools is becoming increasingly important if they are to be adequately equipped with the necessary skills and expertise which will enable them to cope with the new demands and pressures that are, and will continue to face them in the forseeable future arising from such developments as falling rolls, less mobility amongst staff, diminishing budgets, and moves for schools to be held more accountable for what they do.

Unlike some European countries such as Sweden and France where carefully planned national training programmes have been introduced for heads and deputies of schools, no national programme exists in the United Kingdom. Rather, in-service provision exclusively for senior members of staff of schools is left to the initiative of the major providing agencies, some of whom are more active in this field than others.

Two initiatives have occurred during the last decade however, which are at variance with the approach described above in that they have resulted in the setting up of establishments which specialise wholly or partly in the training of senior members of schools or those aspiring to such posts.

North West Educational Management Centre

The North West Educational Management Centre is situated near Warrington in Lancashire. It was set up in September 1972, by a consortium of 17 LEAs in the North West of England who between them are responsible for 3,000 primary and 750 secondary schools. Thus it is independent of

any one institution or LEA, but through it, a regional approach is adopted to providing in-service education and training for heads and deputies of secondary schools, for heads of primary schools and for other senior members of the education service.

The Centre's particular concern is with the philosophy of primary and secondary education, and with the management, organisation, and administration of schools. It tries to meet this concern by offering to staff nominated by their LEAs study conferences and other activities relating to contemporary and relevant current issues of the day. For example, topics include the role of schools in society, academic and social organisation and management of the school, curriculum development, the management of innovation and staff development, evaluation and accountability. No certificates are awarded.

The Centre is controlled by a steering committee representing the regional consortium, but the directing staff of the Centre have all had extensive experience as heads. They are supported by a team of visiting lecturers and by a panel of practicising heads who act as tutor consultants. The latter are closely associated with the planning of course programmes; they also assist with the preparation of teaching material, and act as tutors of discussion groups when required.

In addition to initiating in-service activities, the Centre offers a consultancy service to schools in the region, and a number of Fellowships to heads of schools. Fellows are nominated by LEAs and spend a substantial period of sabbatical leave at the Centre pursuing their own particular field of study, and offering both consultative and tutorial help to the Centre's programme of conferences and courses.

Arguments in support of a regional approach in the U.K., rather than the setting up of a national staff college or initiatives by single LEAs are seen by Esp (1980) to be as follows: A national staff college would not fit the size

of the U.K. problem nor the differing needs arising from regional variations. It would also be difficult to sustain follow-up and there is a risk that a national institution would soon become remote from the real needs of schools. A single LEA approach could be uneconomic and might become parochial in outlook. Those who have been involved with the North West Centre for some years claim that:

(a) it enables LEAs to make maximum use of the limited resources that they have available for the professional development of senior members of staff

(b) it enables them (particularly the smaller ones) to call upon a range of expertise and experience which would not otherwise be available to them if they acted alone, and

(c) through the Regional Steering Committee, the LEAs are able to recommend changes in the content and pattern of courses and offer assessment of their value.

In this case, a regional approach also justifies the appointment of a full-time directory staff, although many part-time tutors are also used. The close involvement of LEAs in the selection procedure also encourages them to devise a personal development programme for heads who are already in charge of schools and for others who have been identified as being ready for further responsibility.

Regional Management Centres

Regional Management Centres of which there are 12 originated in the early 1970s and represent a major initiative from the further education sector in the field of management education. Each of the centres has responsibilities for developing the provision of management education in its region not merely for the education service, but also for senior people in industry, commerce, and a range of public services. Most attempt to do this by:

(a) Providing for individual development through the provision of long courses.

(b) Providing appropriate centre-based and in-company courses.

(c) Ascertaining the management education and development needs of individual managers and of organisations in both the private and public sectors.

(d) Engaging in relevant research and consultancy.

The extent to which each of the centres caters for the needs of senior members of staff of schools and LEA administrators varies, but between them they offer those involved in education a variety of support services including non-award bearing courses and conferences, courses leading to advanced diplomas and higher degrees, research facilities leading to higher degrees, and consultancies in the field of educational management.

The fact that some members of their teaching staff contribute to more than one of the centres' areas of interest can have advantages for schools, in that some of the management and innovation techniques and strategies hitherto applicable to industrial organisations have been introduced to teachers for use in schools.

Comment

It is difficult, as yet, to assess the impact that Management Centres have had upon improving the skills and expertise of senior members of staff of schools and LEA administrators, but they are a clear recognition that management expertise is essential if senior members of the education service are to cope with the increasing demands of their posts. They are also a recognition that there are advantages to be gained from a pooling of resources whether it be on a regional basis or some other pattern, and that those who are responsible for planning and tutoring activities of this nature need ample time to

do this if they are to produce structured and relevant management programmes. This is in sharp contrast to many other INSET programmes in the U.K. which are often planned and taught by people who have many other duties to perform as well.

School focused INSET

As noted earlier, until recently, the vast majority of INSET activiteis in the U.K. were held away from the school and were attended by individual teachers. Increasingly, however, the subjective assessment of many of those involved in INSET has suggested that, while for some purposes the external activity may appear appropriate, it may not be effective. Henderson (1980) suggests this may be the result of a mis-match between the needs of teachers (whether personal needs or those arising from the school context in which they teach) and the content of activities, and more generally the inability of many teachers to use new knowledge and skills which they have acquired because of their failure to influence what happens in school. This may be due to lack of status, lack of resources, lack of feedback mechanisms, or some combination of these.

Recognition of the limitations of external activity has caused some new styles and approaches to be introduced, including school based INSET. this involves more INSET taking place within the school itself and is normally aimed at the whole staff, of the school, department, or other appropriate group. It can be organised by the staff themselves, or by an outside agency upon request, or by both working together.

The main arguments which are put forward in support of this development are that the analysis of needs is easier, the activities which are mounted can be closely matched to needs, and by involving the whole staff or groups of staff, barriers to implementation are lowered or perhaps disappear altogether. While there appears to be some strength in these arguments, it needs to be pointed out that school based INSET also has its limitations. For example, if a school draws exclusively upon its own resources there is

danger of parochialism developing. Secondly, it presumes, sometimes wrongly, that schools are capable of assessing their own needs. Thirdly, there are obvious limitations as to what any school can do by itself, especially smaller schools even with the help of outside agencies.

More recent thinking has brought together elements of the external approach and of the school based approach under the heading of school focused INSET. According to Bolam and Baker (1978) "the distinguishing characteristic of school focused INSET is that it is targeted on the needs of particular schools or groups within a school. thus the actual activity may take place on-site and, equally important, may be internally provided by school staff or externally provided by an outside agency such as a college or university". The school focused concept thus recognises that the headteacher and staff have an important part to play in planning and executing a school's INSET programme, but that others, for example, teachers' centres, colleges of higher education, and LEA advisory staff also have an important role, although not all parties will necessarily be involved on the same occasion. As with school based INSET, therefore, on some occasions schools will be able to plan a programme without outside help, but on others outside help will be needed.

The essence of a school focused INSET programme is that it should meet the needs of the school as an institution. These include, but in sum amount to more than, the needs of individual members of school staff. Thus, the nature of school focused INSET provision may be wide ranging, and could include some needs being met within the school through staff conferences and curriculum development activities, while other needs may be met by individual members of staff attending outside courses, or by members of staff visiting other schools, or by obtaining the services of an outside consultant to work with one teacher or a small group of teachers.

In theory, as Henderson also points out, the school focused approach is supposed to combine the advantages and minimise the disadvantages

of the wholly external and the school based approaches in that, if INSET activities are developed from a school's identified needs, the mismatch often found with external activities can be avoided. As a result classroom/school implementation becomes much more probable, since all staff or groups of staff are engaged in planning from the start, and account can be taken of the constraints of human and physical resources which the school has available to it. The combination of on-the-job and off-the-job INSET can also help to avoid the dangers of parochialism and take advantage of the potentialities of the different settings. Furthermore, the involvement of teachers with teacher trainers, LEA advisory staff and others in both the planning and execution of an INSET programme ought to offer the best opportunity of meeting the legitimate, even if sometimes conflicting needs of the individual teachers, the school, the LEA and the wider national context.

Comment

Despite the initial enthusiasm which has greeted this approach, it needs to be stressed that the development of school focused INSET is still in its early stages, consequently no firm decisions about its worth can be made. However, the findings of one of the few major INSET evaluation studies undertaken so far in the U.K., indicate that the benefits to both the providing agencies and schools appear to justify efforts to increase this type of INSET activity. The study also concludes, however, that school focused and school based INSET pose several problems. One of these concerns the costs and logistics of provision for employers and INSET providing agencies. Another, is that teachers' hopes of quick solutions to almost any problem can be unduly raised if school focused INSET is not presented with caution. A third is that once schools have submitted their programmes they usually want a quick and positive response which may not be easy to provide (Baker 1980).

Careful attention also needs to be given to the sort of machinery to be established (if any) within schools in order that they can satisfactorily identify needs, and ensure that suitable outside expertise can be located when required.

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AUSTRALIA, CANADA, AND NEW ZEALAND

Background to INSET

This review of INSET in Australia, Canada and New Zealand is mainly based upon several reports and case studies which were compiled as part of a major project carried out by the Centre for Education Research and Innovation (CERI) at the Organisation for Economic Co-operation and Development (OECD) in Paris. Publications which are part of this project are marked with an asterisk in the bibliography.

Purposes of INSET

The OECD study revealed that the term INSET was frequently used to mean different things even by people from the same country: there was, in other words, no agreement about the precise nature or definition of INSET. The final report concluded that "INSET is defined as those education and training activities engaged in by primary and secondary school teachers and principals, following their initial professional certification, and intended mainly or exclusively to improve their professional knowledge, skills and attitudes in order that they can educate children more effectively." (Bolam 1981).

This definition was adopted because it appeared to reflect the main purposes to which INSET was actually being used, especially by governments and employing authorities. This is not to say that other definitions are without merit. Indeed, in order to provide a tool for analysing the purposes of any particular INSET policy or course, five possible main purposes can be distinguished:

(a) Improving the job performance skills of the whole school staff or of groups of staff (e.g. a school focused INSET programme).

(b) Improving the job performance skills of an individual teacher (e.g. an induction programme for a beginning teacher).

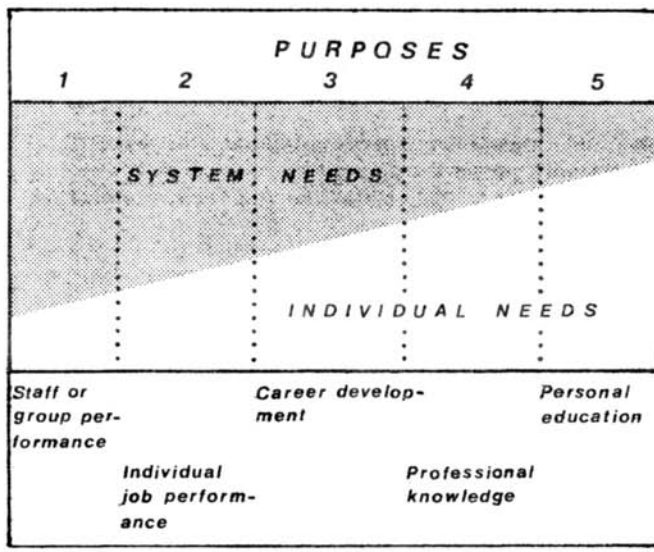
(c) Extending the experience of an individual teacher for career development or promotion purposes (e.g. a leader-training course).

(d) Developing the professional knowledge and understanding of an individual teacher (e.g. a Master's degree in educational studies).

(e) Extending the personal or general education of an individual (e.g. a Master's degree course not in education or a subject related to teaching).

Underlying this range of purposes is a potential conflict between the needs of individual teachers and those of employing authorities, as illustrated in Diagram 1.

Diagram 1: System and Individual Needs and the Purpose of INSET



Experience indicates that in most countries, including Australia, Canada and New Zealand, Purpose 1 is seen as most likely to satisfy the requirements of the government or employing authorities for meeting their needs, but least likely to meet the needs of individual teachers for self-fulfilment. On the other hand Purpose 5 is seen as most likely to satisfy the needs of the individual teacher but least likely to meet the needs of the system. Of course, in any one INSET programme the distinction will not be easily made because of overlapping goals, but it is nonetheless useful to distinguish between the primary or major purpose of an INSET course and its incidental outcomes. In general, it seems clear from the various reports including those from Australia, Canada and New Zealand that personal education, i.e. Purpose 5 is generally seen as an, albeit beneficial, incidental aim by both teachers and employers. Both teachers and employers support Purposes 1 and 2. Teachers support and attend INSET courses for career development (Purpose 3). The universities and professional teacher associations support the provision of professional knowledge for understanding (Purpose 4) and personal education (Purpose 5). Interestingly, teachers often attend INSET courses designed to improve professional knowledge (Purpose 4) in the hope that it will help them to achieve promotion (Purpose 3).

Priorities of INSET

The following educational problems and tasks, all of which have direct implications for INSET priorities, were frequently identified in the OECD study:

(a) The curricular problems associated with the needs of the 13-16 age group.

(b) The needs of special school populations, such as immigrant groups, multi-ethnic communities and disadvantaged rural communities.

(c) The needs associated with particular subjects, notably science and mathematics, and student groups, notably those with special educational needs (i.e. variants on the main-streaming problem).

(d) The new demands on teachers caused by the radically changing nature of school-community relationships, for example:

- Relations between education and working life

- Renewed community demands for accountability related to educational standards and assessment.

(e) The curricular and organisational consequences of declining enrolments.

(f) The strategic need to provide adequate INSET for those with internal school management responsibilities.

(Bolam 1978, p.46)

All of them are relevant to Australia, Canada and New Zealand though, naturally they take different forms in each country. To take (b) as an example, in Canada the needs of teachers working on Indian reservations are pressing, in Australia it is teachers of Aborigines and, in the cities, teachers of the many European immigrants' children who take priority; in New Zealand priority may be given to teachers of Maori and Pacific Island children.

Costs of INSET

One of the most important yet difficult aspects of INSET is that of obtaining reliable information about costs. Yet, if existing INSET resources are to be used sensibly, some reasonably clear account of the relative costs of different methods and approaches is essential. It appears to be the case that several countries have reached the stage of clarifying the major components in the total costs; this in itself represents a great step forward.

This is well illustrated in Australia where, the injection of Federal funds led to a massive increase in INSET at the state and regional levels and to a consequent concern over costs. Cameron (1978, p.21) distinguishes between four major types of recurrent costs and the average distribution of these for short courses and workshops:

(a) Assembly costs which include accommodation and travel costs.

(b) Replacement costs, which are for providing replacement or substitute teachers for participating teachers (60-65%).

(c) Clerical staff and the costs of general office supplies and postage (10-12%).

(d) Organisation costs, which cover lecturers' fees, materials and equipment for specific courses (8-12%).

Nevertheless, and perhaps surprisingly, there has been much less progress clarifying costing concepts than one might have expected. Two main reasons are suggested for this: first, the lack of agreement on definitions of in-service activities leads to confused cost analysis and, second, the many and varied providing agencies often adopt different cost and financing arrangements.

Underlying such costing and financial questions are basic ones about who pays and should pay for INSET in both terms of money and time. The bulk of in-service takes place in the teachers' own time rather than in school or employer time. This raises the vitally important question of the extent to which an education system should systematically ensure that employees obtain adequate refreshment and renewal during their careers. Moreover, it also raises questions about the nature of teachers' contracts and status within any one country. Should the contract include, for example, an element of in-service training as a right? In both Australia and New Zealand recent reports have recommended that teachers should receive a specified amount of time, i.e. five days every year and one term every seven years specifically for in-service training. The James Report in England recommended that three per cent of the teaching force should be on secondment for in-service training at any one time. The value judgements

which underlie these recommendations are somewhat unclear but, nonetheless, the recommendations do raise important policy issues for all countries.

Responsibility, control and co-ordination

The situation with respect to responsibility for and control and co-ordination of INSET varies between the three countries and even between different states and provinces within them.

Australia

In Australia, education is mainly a state concern in both primary and secondary sectors although the Catholic and independent sectors remain strong. Thus, almost 80 per cent of all school enrolments in the period 1976-78 were into government schools, 17 per cent were to Catholic schools and the remaining 4 per cent were to independent schools of various kinds. Each of the six state systems of primary and secondary education in Australia is administered by a Department of the State Government headed by the Director General responsible to a Minister of the Crown. These six state systems are quite highly centralised and integrated although in recent years a number of moves towards decentralisation have been made. In addition, there are two separate systems for the Australian capital territory and the Northern territory each of which is now the responsibility of the Federal Government. Moreover, despite the fact that schooling is the constitutional responsibility of the various states, there has been a considerable expansion of the role of the Federal Government in all education at all levels since the establishment of the Australian Schools Commission in 1973.

Initial teacher education is in many ways similar to the English and Scottish systems and consists of three and four year certificate degree courses at state colleges and universities. Primary teachers continue to obtain their qualification mainly from non-university institutions whereas the reverse is true of secondary teachers. Prior to 1973 the following weaknesses and deficiencies were widely thought to be characteristic of INSET provision in Australia:

(a) Lack of overall resources (e.g. personnel, materials and time).

(b) Unevenness of provision throughout the various states.

(c) Unevenness of provision and opportunities for urban as opposed to rural teachers.

(d) An absence of professional incentives and rewards.

(e) An overall absence of clear cut policies and co-ordination arrangements.

(f) An absence of research and strategic thinking about policy needs and resources.

(g) Limited consultation by administrators and course organisers of the teachers whom the courses were intended to serve.

(h) Lack of research and evaluation into INSET programmes.

The purpose of the Schools Commission's initiatives in INSET was to remedy these deficiences by specifically funding qualitative and quantitative improvements in INSET across the whole country. This it did by providing funds to stimulate teacher as well as employer initiated INSET at state and local levels. This method of funding made possible the introduction of Education Centres and various forms of school focused INSET.

Recently, a major national enquiry (Auchmuty 1980) and several state level enquiries (e.g. Vickery 1980) have been carried out into teacher education and INSET has figured prominently in the various reports. For example, the national report recommended that each teacher should receive five days INSET each year and should be eligible for one term's release for INSET every seven years.

Canada

Canada is an enormous but sparsely populated country which is twice as large as the whole of Europe. Its population of 23½ million is concentrated in large cities with the rest dispersed in smaller towns and rural areas. Each of the ten provinces holds virtually exclusive responsibility for education and, under the 1867 British North America Act, operates quite autonomously from the Federal Government. Inevitably there are significant differences between provinces in some aspects of educational policy although there is considerable commonality of interest in the expansion of in-service activities as a means of implementing each province's curriculum guidelines.

Canadian teachers have access to a wide range of opportunities for INSET in each province. Each provincial Ministry of Education offers a number of courses to update teachers on curriculum development, experimental programmes and new pedagogical programmes, etc. In each province, in-service activities are also organised by regional administrative units and local school boards. Many provinces offer a specified number of days set aside as 'pupil-free' days and local and regional units often use these to mount workshops and other INSET activities. The extent of this small scale INSET activity is considerable, but it is very difficult to describe and quantify; nevertheless, it is very significant. So too, is the INSET provided by universities and, unusually, by teachers' professional organisations.

It is difficult to give other than a general description of INSET in Canada because of the essentially province-based nature of the system. It is, however, evident that there is a widespread and growing awareness of, and demand for INSET. For example, in May 1979 a national conference was organised in Vancouver to explore the contribution that INSET could make to school improvement during a period of declining enrolments and economic retrenchment (Wideen et al 1979).

New Zealand

In New Zealand in 1976 there were 19,300 primary teachers and 10,500 secondary teachers within the State education system. There was a wide range of provision for in-service education. These opportunities ranged from having a year's leave on full pay to complete a degree to attendance at a local course or a school based in-service day.

New Zealand's centralised education system has meant that the Department of Education plays a major role in providing INSET. At national level, an advisory committee on in-service training was established in 1961 with the major function of receiving suggestions from various group representatives for courses to be provided each year at the three national residential centres. At local district senior inspectors for both primary and secondary schools are responsible for in-service education in their districts. Education is accepted as an academic discipline in its own right and thus INSET of an academic nature is provided by the universities through specialist courses in education, administration, educational psychology and guidance.

Teachers and teacher organisations are represented on INSET planning committees at national, regional and local levels. The teacher organisations also have their own Refresher Course Committee and are therefore used to planning their own and central department courses. They also provide chairmen, speakers, discussion group leaders and demonstrators for their own INSET courses. The role of teachers' colleges in INSET over the past 20 years has been limited. Staff have been used as lecturers but increasingly, with the falling demand for teachers, it is evident that there are potential INSET provision resources in the colleges.

According to one writer, the strengths of the New Zealand system are that "The Department of Education, while not yet having made the clear statement of policy, has a major commitment to

the continuing education of teachers through calling its own extensive provision of courses, its policy of releasing teachers in school time, supplying relief teachers for the vacancy occurring in the classrooms; its financial support for academic study in the university and professional study and experience through in-service activities."

Since that paragraph was written, a major enquiry has been instituted and in the report which followed, in-service training and the induction of beginning teachers received considerable prominence. The essence of its proposals was that teacher education should be planned as a 'continual process from initial preparation through induction and onto in-service training with the co-operation and resources and organisation that this implies' (Hill 1979).

Comment

To sum up briefly, the New Zealand system is centralised but has a great deal of teacher representation; in Australia, the Schools Commission funding has strengthened moves towards decentralisation to local levels; in Canada, the provincial governments are powerful but INSET varies considerably between school districts, and teachers' professional associations are significant providers of INSET.

However, there is widespread agreement that more effective INSET could be achieved if the participating teachers were to contribute collaboratively to decisions about INSET policies and programmes at all stages - planning implementation and follow-up. Thus procedures for collaboration are being introduced at several levels:

(a) The individual teacher, in consultation with a 'professional tutor' and within a school policy framework.

(b) The department or functional group, in consultation with a professional tutor and the school's professional development committee.

(c) The school, in consultation with the local or district authority's advisers or consultants and its advisory group on INSET, on which teachers and providers are represented.

(d) Area groups of schools, in consultation with advisers and INSET consultative groups.

(e) The local or district authority, in consultation with its own INSET consultative group.

(f) At national level, the government in consultation with its national consultative group.

(g) The providing agency, in consultation with a consultative group.

(h) The programme and course organisers, in consultation with the participants.

A key policy issue is whether non-professionals should be represented at any of these levels and stages. What of non-teaching staff, parents and other community representatives for example? Australia is particularly prominent in encouraging them to participate in education centre governance and programmes.

Motivation of teachers

The final section of this chapter describes some recent developments in providing motivation and incentives for teachers to engage in INSET by encouraging them to participate in decision making at all stages of the process. Hence, little is said about it here.

In all three countries, INSET can be directly linked to the possibility of promotion and this can obviously act as a motivating factor. Perhaps more important, however, is the provision of time and replacement staff for teachers who pursue INSET. Time, or the lack of it, emerged as being of crucial importance since most INSET takes place in the teacher's own time, after school. Anything that can be done to free

teachers to attend is bound to raise the participation rate considerably.

Evaluation and follow-up

Similar trends in the evaluation of INSET are evident in all three countries. With the growth in commitment to INSET, has come a series of questions about evaluation which usually stem from one or both of two issues. First, there is a desire that INSET should offer value for money, which we may call the concern for programme accountability. Second, there is a desire to improve the quality of INSET, which we may call the concern for programme improvement. Both have direct implications for the purposes, nature and methodology of evaluation.

Quite understandably, the principal and fundamental concern of those who have to provide the resources for INSET is whether it brings value for money. Ideally, they would like 'hard' information about the effects of a particular INSET programme on teacher performance and, even better, on pupil or student performance. In practice, it is extremely difficult to provide this type of product or outcome information. Most evaluations have asked teachers to make a follow-up judgement, say a month afterwards, about the impact of the course. When these self-reports have been checked independently, however, their reliability is shown to be questionable.

It is technically possible to obtain convincing 'product' data about effectiveness if some form of competency measurement approach is adopted, but experience indicates that it is rarely feasible to use such sophisticated instruments and evaluation designs because they are expensive and because the course being evaluated is usually not amenable to a behavioural approach.

Alternative methodologies, which are often known as 'illuminative evaluation', have found increasing favour with researchers but their results do not always satisfy politicians. Ideally, a mixed evaluation strategy should be employed, relating the design and instruments to

the specific problem on hand but this is usually an expensive approach. In any case, there is widespread agreement that the evaluator and funding body representative should discuss possible evaluation methods thoroughly before agreeing on any particular strategy.

Follow-up to external or centre-based INSET presents problems in all systems, including the three under study here. Although the various providing agencies all express good intentions, it is generally the case that little systematic follow-up occurs although impressionistic evidence suggests that advisory or inspectorial staff associated with the employing authority are often able to follow-up more consistently. It is partly because of this problem that such interest has been expressed in school focused INSET.

Innovations Adopted

Education Centres and Teachers' Centres

Since the 1960s a number of developed countries have introduced a variety of types of teacher centre. It is generally agreed that the idea originated in England and Wales during the 1960s, but it has subsequently been adapted and modified by several other countries to meet their own particular circumstances. This adaptation process is very evident in the three countries under consideration.

New Zealand

In New Zealand, the Taranaki Education Centre is one of three established in 1979 by the Department of Education as a pilot scheme to provide additional in-service support for teachers. The Centre is concerned with pre-school, primary, secondary and tertiary teachers in both the private and state sector schools. It is also concerned with police, traffic, and fire education officers, and adult education teachers. It provides a variety of services including servicing courses with personnel and equipment, mounting courses at the request of groups of teachers, providing individual

assistance to teachers' groups and school based courses, and providing an umbrella for subject specialist groups like the History Teachers' Association.

The Centre is controlled by a management committee on which sit teacher representatives. It is staffed by a director, who is on release from his permanent job as a primary school principal, an experienced teacher, who acts as an audio-visual technician, and a secretary. It is financed by the Department of Education in Wellington.

One example of the Centre's approach to in-service was the 'TV in Schools' course which was designed by the staff of one school to train their own teachers in the use of Porta Pack television equipment. The Centre facilitated the identification and hiring of a college lecturer to act as a resource person. The course was advertised throughout the schools in Taranaki although membership was restricted to 25 people.

The Centre has also made a significant contribution to school focused in-service training by providing resources for individual teachers and groups of teachers. This has taken the form of two staff members who act as professional consultants to teachers. Teachers and representatives of the teacher organisations regarded the main new contribution from the Centre as being its resource centre function. This is considerably facilitated by the use of the telephone by teachers to obtain help and information from Centre staff.

Canada

In Canada the decision as to whether or not to establish a teachers' centre is essentially a provincial and school district one since there is no federal or national initiative on teacher centres. In this respect, the policy and practice on teacher centres is exactly the same as the practice on other aspects of education as was indicated above. Thus general statements cannot

easily be made about Canadian centres although it is clear that there are relatively few of them in the country.

One of the major activities of the Atlantic Provinces amalgam of in-service providing agencies, was to establish teacher centres with three main qualities. First, the centre had to be housed in a neutral building where teachers could meet away from school and the formal atmosphere of the central authority offices. Second, teachers themselves had to decide on the activities and not the school boards or administrators. Third, the activities had to be generated from the concerns of the local school and community. The centres had to generate their own sources of funds; in particular they had to obtain a financial commitment from teachers and teacher associations. Once again we may note a rather unusual feature of the Canadian system: that teachers themselves, either as individuals or through their professional organisations, are expected to contribute money as well as time to the furtherance of their INSET. An evaluation report argues that the only successful teachers' centres to emerge in the Atlantic Provinces scheme were those on which teachers, school boards and Departments of Education were engaged positively in a collaborative and co-operative effort.

Australia

A significantly new perspective on teachers' centres can be obtained by studying experience in Australia where they were established as a direct consequence of the Schools' Commission policy initiatives and funding strategy in 1973. Although there is a variety of centres there are two main types: education centres, which are funded directly by the Schools' Commission under the teacher initiated in-service education part of the teacher development programme, and teachers' centres, which are part of each state's education service. Since 1973, 32 education centres have been established by the Schools' Commission. It has argued that there are a number of reasons for establishing teacher centres: first, that the

continuing professional development of teachers should largely be the responsibility of teachers themselves; second, that decentralisation of decision making would require broader perspectives from teachers than those of their own classrooms and schools but, nevertheless, the teachers themselves were in the best position to know what they need in terms of help and support; finally, and extremely significantly, the Commission has argued that centres which were under the control of teachers could assist in the development of community education if the teachers were prepared to take the initiative.

As one example, we may consider the Fremantle Centre which is known as a Community Education Centre. It became operative in January 1975 under the instigation of a group of individuals with a particular interest in the more innovative approaches to education. The Centre acts as a media resource centre and is equipped with an audio studio, a dark room, a print shop, an open primary school for teaching mothers and a theatre suitable for both films and stage productions. It has a management committee and five full-time and five part-time staff.

Apart from its education activities it seeks to involve the community with such courses as 'The Media and the Public', 'The Forces Affecting Our Lives', and 'Disabilities and Social Handicaps'. The theatre is in heavy demand and the Centre broadcasts over one of the local radio stations for half an hour each Tuesday. Its programmes are produced by its own staff who may, for example, describe the work of the Centre to interested listeners.

There can be little doubt that teachers' centres and education centres are potentially of great value to the education service. Each country must adapt existing models or devise its own approach but two key questions will, in any case, have to be answered: how much control will teachers have over the work of the Centre and to what extent will the community be involved?

Advisory teachers

In several countries, authorities at all levels have begun to appoint advisory teachers who, although they may be linked with the local and national inspectorate, do not have any formal inspectorial functions. Thus, the tensions that arise when one person has to exercise both an advisory and inspectorial role as experienced by local authority advisers in the U.K. (Bolam et al 1979), are minimised if not entirely avoided.

Australia

In Victoria, Australia, a small team was formed to visit schools and help teachers to develop and improve their mathematics programmes. Initially the Mathematics Project Team consisted of three teachers, each of whom had at least three years experience. A circular was sent to all technical schools in the State informing them that an in-service maths team had been formed and inviting them to submit applications for its services. The intention was that the team would visit the schools to assist teachers develop maths programmes that were specifically relevant to the particular needs of their own students, and also to overcome problems of superficial treatment associated with short visits to schools. Initially, the schools' response was poor, but the team used the time to familiarise themselves with the techniques and curricula operating in the various maths departments and to work out their own role.

They then selected maths programmes that had been used successfully by teachers to provide sample materials for their own work in schools. When they responded to applications from schools, they were particularly concerned to ensure that the whole department was behind the initiative and that the teachers themselves could decide whether they wanted further contact with the team after the initial contact. This approach was based upon the view that effective innovation is a 'grass roots' phenomenon.

The team worked in various ways: long term demonstration and development visits; short visits at regular intervals; follow-up visits; and establishing links between schools. It seems clear

that they worked extremely successfully. By the middle of 1977, 69 schools had approached them for assistance, and they were working with about 58 schools. The formal evaluation indicated that about 48 schools had changed their teaching as a result of this intervention.

New Zealand

In New Zealand, each education district has a group of advisers to provide on-the-job support for their teachers in their own classrooms and the official statement of their functions is to help the young and inexperienced teachers with school organisation and methods of teaching. The adviser moves along a group of small country schools giving them each practical demonstsrations. He is a guide and counsellor bringing the teachers in these schools professional and technical aid which, in the larger schools, is given by the experienced head teachers. Apart from help with teaching methods and individual problems, he gives guidance on school administration, relations with the employing board, the role of specialist, the formal relationship with the committee and the district organisation of the infant department, disposition of teacher time, minimal apparatus in reading, suitable supplementary reading material and other activities.

There are 20 advisers to rural schools spread over ten education board districts. The team is led by the district senior inspector, but the adviser generally has considerable freedom to work in the way that he or she feels most appropriate. The advisers have to have experience in a variety of techniques and schools and although the adviser grade is not a career grade, nonetheless, it does attract young and enthusiastic teachers.

Forest, 1979, describes in some detail the work of one individual adviser whom he calls Pat'. Pat is responsible for a total of 181 teachers in 71 schools which are spread evenly, and most of which are within half-an-hour's travelling time of a large country town. However, Pat himself is faced with three hours travel to

reach schools in the North-Eastern region and one and a half hours to reach those in the East. His daily travelling mileage is 50 miles. Sometimes he has to stay at an overnight base. Pat thinks that the most effective way of helping teachers is to give them guidance specifically designed to meet the needs of their particular situations. He plans his monthly visits in advance, within the following framework of priorities:

(a) Visiting newly appointed principals.

(b) Visiting teachers in response to requests for assistance.

(c) Visiting newly appointed assistants.

(d) Visiting teachers to build up on ideas initiated on a previous visit or an in-service course.

Crisis calls receive top priority. Otherwise, several weeks in advance of a visit, he notifies the teacher so that the principal and the teacher can carry out some preparatory work involving the identification of their own needs in a preliminary fashion and notify Pat of what will be required of him so that he can arrive prepared. During his visits, Pat may be involved in the following activities:

(a) Clarifying with individual teachers issues related to their own work, assisting them with interpreting the central handbooks and syllabuses; helping formulate plans of work for children and motivating the teachers to professional reading and study.

(b) Working with children to assist the teacher or to demonstrate a particular technique.

(c) Demonstrating particular teaching aids and equipment.

(d) Giving personal counselling to teachers.

(e) Speaking at staff meetings.

Visits can span three successive days, depending on the needs of the particular school. In the course of one month a typical pattern of work for Pat would be two days directing in-service courses, five days working in his office and sixteen days in schools.

Pat believes that his successful relationships with teachers depend upon him being prepared to listen sensitively and to demonstrate his concern for that teacher's welfare and his respect for his or her views. He sees himself as questioning the teachers to guide their thinking in searching for solutions, informing them of other options, demonstrating alternative approaches, encouraging them to modify his suggestions to suit their own situation and assisting in their evaluation of outcomes. Fundamentally, he believes that a successful relationship is influenced by the development of a climate of acceptance and the development of a self-image and of self-esteem by the teacher and the recognition by all involved of individual differences.

INSET for special groups of teachers

Naturally much of the successful INSET going on in the three countries is directed at specific teacher groups. In this sub-section we consider three such groups: beginning teachers, maths teachers and primary teachers.

Beginning Teachers

The James Report proved to be influential far beyond England and Wales, and it has made a particular impact in New Zealand and Australia by highlighting the importance of the first year of teaching.

In Australia, Tisher (1980) argues that the almost overnight change in responsibility from being a student teacher to a fully-fledged classroom teacher is a major one. From being students responsible only to themselves for their own learning, beginning teachers have to face up to the responsibilities of being in charge of numerous pupils from the first working day. Research in the U.K. and Australia indicates

that the first year of teaching can be a very traumatic one for some beginning teachers. The reactions of such teachers include "A disenchantment with pre-service programmes, a temporary jettisoning of some educational ideals such as the encouragement of individual, self-propelled learning in pupils, and a tendency to resort to lecturing in class. New pupils and their principals admit that there are a number of things that new teachers manage less than adequately, for example, teaching immigrants, slow learners and groups with a wide ability range. There is also a prevalent belief among principals that beginning teachers are not finished products at the conclusion of their pre-service education, and that they can still learn more from others, including experienced colleagues. It is no wonder, then, that state employing authorities, local education authorities, teachers' centres, principals' organisations and teacher associations have evinced concern about the quality of new recruits to teaching and with how they've managed during their first year, as well as with the type of professional support they receive as they learn to cope with their new jobs" (Tisher 1980).

In several countries national and state resources have been made available to improve the mode of new teachers' entry to teaching. The terms 'teacher induction' or 'induction of beginning teachers' are generally used to refer to this entry and of the planned support the new teachers receive as that occurs. Induction is widely acknowledged to be a crucial stage in the overall process of professional development of teachers and therefore should not be left to chance. Research in Australia has identified the following activities which are provided to aid the new teachers' entry to teaching:

(a) The provision of information about the system and the school.

(b) Prior visits to schools and orientation programmes.

(c) A reduced teaching load.

(d) School based meetings for beginners teachers and other new staff.

(e) Personal tutoring by an experienced colleague in the school.

(f) Certain employer-organised activities like conferences with advisers, the opportunity to visit other schools and external in-service courses specifically aimed at beginning teachers.

This evidence from Australia can be supported by recent research in the U.K. which concluded that systematic induction of this kind is valuable in helping new teachers to become more effective more quickly in their new schools (Bolam, Baker and McMahon 1979).

Maths Teachers

The Canadian PERMAMA Project was a collaborative enterprise between the Quebec Ministry of Education and the University of Quebec. It was a new INSET project created specifically to upgrade and update secondary mathematics teachers across the Province. It enabled the teachers to enrol in a programme of university studies leading to a degree while remaining on-the-job in their own schools; yet the scheme covered the vast territory of the Province. The first course was given in February 1972 and enrolled about 1,700 students. Because the programme led to a university degree, the overall administrative arrangements had to conform to the general regulations for higher education in the Province and to the regulations of the University of Quebec.

Initially, the programme consisted of 20 courses, each developed by writing teams composed of mathematicians. The course package included materials, a series of TV tapes and evaluation materials. Seventy centres were established to cover the Province and students from a given region met weekly for a three hour session at the local centre with a group leader and put in an

additional six hours of homework. The significant event in the evolution of PERMAMA was the creation in October 1972 of the Tele University as a branch of the University of Quebec. PERMAMA became attached to the Tele University as one of its official projects in June 1973.

One of the unique features of the PERMAMA Project is the way in which it has evolved as a result of internal and external evaluation and criticism. A major review was carried out in 1974 to take account of the following major criticisms of the initial model: the high drop out rate of students, the inappropriate content, the linearity of the programme, the dissatisfaction of the students and the lack of impact on classroom practice. The review committee recommended re-designing the model to take account of these criticisms and, in particular, to modify the programme so that it would have an impact on classroom teaching, to emphasise changing teacher attitudes and to increase the relationship between the PERMAMA courses and the mathematics programmes in use in secondary schools.

In rebuilding and re-designing PERMAMA, the project staff contrasted two conceptions of school learning. The first, a traditional conception, emphasised the role of the teacher as intermediary between the student and the universe of knowledge as favoured by the school system. It was assumed that this conception was the dominant conception of university academics particularly in relation to mathematics. In contrast, the PERMAMA staff proposed another conception of learning in which the key idea was that of learning as a dynamic interactive process of exchanges between the learner and his environment with the learner at the centre of that development. In this latter conception, the chief agent of teaching and learning is not the teacher as the transmitter of knowledge but the learner as a constructor of knowledge. The PERMAMA team sought to implement this radically different conception of learning and set out as a fundamental objective of the project to have it adopted by secondary mathematics teachers. Staff

describe the main characteristics of the revised model as including continuous in-service training closely tied to the teachers' professional functions. It involves self-learning within a team approach, but uses a personalised learning programme, directed in consultation with colleagues and the central staff.

The PERMAMA Project has been successful but, like all innovations, has had its problems. It has been included here to demonstrate that problems can be used as the building blocks for successful revision and that, even though a project may finally be dropped, this does not mean that important lessons cannot be learned from it for future use.

Re-training Primary Teachers

In New Zealand, an Education Act was introduced in 1975 to provide for the re-training courses for primary teachers. Until then a number of trained teachers, mainly women who had been out of the service for more than three years, were able to obtain new posts in the teaching service without re-training. However, doubts were expressed about the competence of some of these teachers because the system had been changing so rapidly. The 1975 Act made re-training a prerequisite for re-appointment to a permanent position in the state primary school sector. Thus teachers who had not been employed within the previous three years now had to take some re-training.

The course that they were required to complete lasted for three months and consisted of the following three components:

(a) Three study assignments set by the Advanced Study Section for Teachers' Unit attached to a correspondence school, supplemented by two workshop sessions which were to be arranged by the district senior inspector of primary schools on a local basis.

(b) A minimum of 75 hours of teaching practice and observation in schools which were nominated by the district senior inspector.

(c) Nine two-hour classes.

In 1976, 500 teachers enrolled for the re-training course and all but 44 completed it satisfactorily. The teachers were evaluated on a simple satisfactory/unsatisfactory classification. This system was instituted with the agreement of the primary teachers' professional association.

The reaction of participating teachers varied considerably. Those who had been out of teaching for a long period generally appreciated the chance to up-date their knowledge and re-orientate themselves to classroom teaching and they were very enthusiastic members of the courses. However, those teachers who had been out of teaching for a shorter period and especially those who during this time had undertaken some substitute teaching felt that it was unecessary for them to take any re-training at all. They criticised the assignment and the discussion topics and saw little point in preparing lessons when they themselves had been teaching as relieving teachers during the past three years. These criticisms were recognised as valid and it was agreed that those with substantial substitute teaching experience during the preceding three years and who were deemed to be efficient teachers could be excused attendance at the course.

A more intractable criticism came from a group who felt that the scheme discriminated against women and this problem has not yet been resolved. Those teachers living in remote rural areas also found problems, and the scheme has been modified to their needs. The basic problem was that of a shortage of teachers in rural areas and thus a shortage of re-training possibilities.

After two years of operation, the evaluation, (Forrest 1980) indicated that:

(a) The needs of the system require a programme that highlights the fundamental curricular and pedagogical issues.

(b) Teachers returning to the service need to orient their thinking to a situation that has changed rapidly.

(c) Teachers want practical suggestions and help with new content, new methods and organisation within schools.

(d) There must be sufficient flexibiltiy in the provision to meet the needs of individual teachers and their particular circumstances.

School focused INSET

A major development that has occurred in recent years can be described as school focused or school based in-service training. The reasons behind this development are numerous and varied but, essentially, they arise from teachers' disenchantment and disappointment with traditional course-based models of INSET in which individuals are withdrawn from the school to attend a course but, when they return to school, find they are unable to implement the ideas and skills that they have acquired on the course. A related but more positive factor is that in several countries there has been a tradition of decentralised curriculum planning, as in the U.K. or a move towards decentralised school based curriculum development as in Australia. In both cases, the challenges and problems of maintaining and developing the curriculum at school level have prompted teachers to demand more relevant and practical INSET. A third reason, implicit in both the first two, is that traditional course-based models of INSET are frequently too generalised and theoretical to be relevant to the immediate and specific practical problems faced by teachers in their own classrooms and schools. These criticisms have led to the exploration of alternative modes of INSET some of which are described in the cases below.

Forrest (1980), described a range of approaches to school focused INSET, two of which

have already been discussed: the re-training of primary teachers and the ways in which advisory teachers work in a consultancy mode with rural teachers in their classrooms. In addition, he described an example of school-based INSET for secondary schools in Auckland. The Auckland region is divided into seven areas, each containing between 11 and 18 secondary schools. A central committee co-ordinates the work of the seven regional committees each of which decides on their priorities for courses and runs 15 courses per year in response to school requests. Most of these courses are of one day's duration and are school based. The emphasis on teacher planning for the courses in order to meet the needs of local teachers has also led to some courses being more directly school focused, though few of them actually deal with the needs of any single school and thus, strictly speaking, do not qualify as school focused courses. Such programmes have been received enthusiastically by teachers although there have been some criticisms of the unavailability of courses and of lack of time to do them justice.

Ingvarson (1980), who carried out a substantial and extremely valuable survey of school focused INSET in Austrlia, says that the Schools Commission in-service programme was largely responsible for promoting the concept of teacher-initiated and school focused INSET, though each state has moved in somewhat different ways. For example, in Queensland a whole school withdrawal programme was established in 1974. Each school in the State was relieved from teaching responsibilities for a week-long staff development programme, and the staff were replaced by a team of in-service teachers and an acting principal. Over 200 school participated in this programme during 1979.

Ingvarson describes six cases of school focused INSET. The first of these, the project team approach to mathematics, has already been described. The second involved an intensive week-long consultancy by 24 external consultants for the 20 staff of an independent school. These external consultants provided demonstration

lessons and advice on the theme of creative education. According to the evaluators of the programme, the overall reaction of teachers to the course was critical. Although they were in favour of the programme in principle, they thought it had not met their expectations because the consultants provided them with experiences and techniques with which they were already familiar, and because there was insufficient time allowance for teachers to discuss courses and techniques individually with the consultants.

The third case was of a process of school planning in the Australian Capital Territory of Canberra and its satellite towns. Here too, it is important to recognise that the innovation could not have occurred outside the policy framework of the ACT which, from the outset, deliberately encouraged school based curriculum development and relatively autonomous schools. The school planning conferences arose out of a need for discussion and planning on school aims, policy procedures and pedagogical and curricula concerns. Guidelines were drawn up by the ACT schools authority and required details of the pre-planning procedures, a statement of aims and objectives and the educational principles on which these were based, organisational details of participants form of budgeting, etc., and a justification of the request for a school-time conference plus evidence of endorsement by the community and parents of the need for such a conference. An important feature of this programme was the involvement of community representatives from the outset. By the end of the year, 40 schools had submitted proposals for such conferences and for the subsequent school focused INSET. According to Ingvarson school planning conferences have tended to become increasingly specialised as time has gone on, becoming more oriented towards the curriculum and particular subjects. He concludes that the approach had worked well in at least 30 of the 40 schools but that there were a large number of implementation problems still to be adequately stated let alone resolved.

His fourth case study was of the use of organisation development as an intervention technique in Victoria State schools. Organisation development is a technique which has its roots in the United States (vide Schmuck et al 1977), and is designed to equip teachers and principals with problem-solving and decision-making skills so that they can handle meetings and communication with each other and with parents more effectively. Ingvarson explores the problems of transplanting the technique from America to the very different setting of Australia and concludes that it did not work especially effectively and that it was rather expensive. However, those responsible for the intervention have expressed disagreement with his views.

The fifth case study is of parent participation in school decision-making in Victoria, where an in-service adviser was appointed in order to stimulate parent and community involvement in decision-making in schools. This adviser describes several of the projects which she has tackled, one of which involved a survey of parent opinion in one school to obtain their views on the ways in which the school was operating. She also established networks of parents in order to equip them better to participate in decision-making.

Finally, Ingvarson describes some classroom based developmental research projects in which the researchers are teachers rather than university researchers. Once again, the basic technique was that formulated by the Schools Commission: schools and teachers were invited to submit proposals for small-scale research projects. In the event 50 submissions were received from groups of teachers from all types of schools, although primary schools were under-represented and each group of teachers received approximately £1,000 for projects which included home economics, pre-reading skills, and language development. The teachers were given short training courses in research methods and then carried out their programme. Ingvarson highlights some of the difficulties they encountered and suggests ways in which these might be overcome.

Writing in a Canadian context, Fullan (1980) outlined a framework for school focused in-service based upon a view of the relationship between curriculum implementation and staff development. He used the fact that in most Canadian provinces the curriculum is highly centralised as a basis for arriving at the following conclusions: first, that INSET should have a project or programme focus and within this it should be intensive and out-going; second, it should be linked to school building or organisation development efforts; third, it should be directed simultaneously at school specific curriculum developments over time; finally, and above all, it should be based upon a school level plan and upon a school district plan which integrates these various school level plans. Fullan then went on to consider four cases, all of which are firmly rooted in the Canadian context of centralised curriculum guidelines.

The first case study involved district-wide INSET in the Province of British Columbia. The Director of Instruction for one school district had developed an in-service programme to accomplish district-wide priorities. The principals played a key role in deciding upon and co-ordinating in-service activities in the district and the schools, and so in-service workshops were provided to equip them with the knowledge and skills needed to implement new curriculum programmes and to extend this to their own in-service programmes for teachers.

The second case study was of a collaborative working relationship between a school district in Ontario and the Province's Master of Education (M.Ed.) programme at the University. The primary purpose was to improve classroom practice and student performance within the framework of the implementation of provincial curriculum guidelines. The M.Ed. programme was closely related to these curriculum guidelines and involved work with teachers and principals over a period of time in order to implement them. It was essentially an M.Ed. course in curriculum management and implementation but, instead of taking theory as its focus, it concentrated on resolving particular school problems.

The third case study was of school based INSET in a small school district in Nova Scotia, Eastern Canada. The school district consisted of 23 schools, 12,500 pupils, and 600 teachers, and had developed more intensive school based INSET around particular schools. It thus cut across single subject areas. One example was an open-planned elementary school, and a second concerned the lack of motivation and achievement and drop-out problem in rural, junior and senior high schools. In both cases, staff initiated and planned the topics and based this planning on a survey of needs assessment by the teachers. There were many opportunities for interactions and communications between the various teachers, for example, meetings, in-service days, and daily consultation with reading specialists; there was administrative support in the school and from the central office which took the form of both finance and release time; finally, there was adequate feedback through consultation and reviews and follow-ups.

The fourth Canadian case concerned the Atlantic Provinces project which has already been briefly described above. Fullan focuses upon the Lighthouse Learning Programme, one of the features of which was an attempt to bring teachers together as resources for each other. It devised alternatives to the normal one or two day in-service courses which rarely had follow-up possibilities and, instead, developed the use of accessible resource or expert people, i.e. the teachers themselves who were always available. Programmes focused on six areas of work: teacher centres, outdoor education, local studies, curriculum development, information provision and open access study. Although the programme was reasonably successful, it was mainly so in small or medium sized school districts; successful school-focused in-service programmes in large urban secondary schools were more difficult to locate.

Professional incentives

It is evident from experience in many developed countries that teacher participation in decision-making and provision of in-service has become an important incentive, and possibly a pre-requisite, for teacher co-operation.

In New Zealand, teachers and teacher organisations are represented on departmental in-service planning committees at local, regional and national levels. Teacher organisations have their own teacher refresher course committees and, in addition, there is a National Advisory Committee on In-service Training on which these organisations are represented. The teachers' Refresher Course Committee has a sub-committee of teachers arranging in-service courses to meet requests from other teachers. These activities are financed by the Department of Education, yet there is no departmental representative on the Committte. The Committee assumes responsibility for administering residential courses, usually of one week's duration, normally held during the long summer holidays and attended by approximately 800 teachers annually.

Teachers not only plan their own departmental courses, they also chair meetings, act as speakers, discussion group leaders and class demonstrators in their own in-service education. For secondary teachers in particular, the subject associations make a major contribution throughout New Zealand. Courses are provided by these associations at the request of their members and regular meetings of general professional interest are organised. Normally these professional associations meetings are held at a local teachers' college or secondary school at nominal cost to those organisations.

In Australia great importance has been attached to the involvement of teachers in the review, planning, implementation and evaluation of INSET. For example, in the State of Victoria, the Victorian In-service Education Committee was established in 1973. It was set up by the State Director of General Education, the Chairman of Independent Schools of Victoria and the Director of Catholic Education and with a significant number of teacher representatives. Its functions include the co-ordination of all regional in-service agencies, the general determination of in-service policy and the administration of funds. In addition to these State level organisations, there are 11 regional INSET committees

covering the whole State. Each of these regional committees include representatives from the State administration and from the teachers in State, Independent and Catholic schools. The number of regional activities in 1975 for example, was approximately five times that initiated at State level, reflecting a marked tendency towards decentralisation.

Subject associations have always been a considerable force in the provision of INSET, particularly with respect to short courses, but Schools Commission funds have enabled them to mount even more ambitious programmes. Subject associations are in a good position to assess teacher needs within their own subject and to devise appropriate courses, and they have played a major part initiating and responding to changes of syllabus content as a result of external examination changes. They also organise major national conferences: for example, the Australian Association of Mathematics Teachers holds a biennial conference at which more than 300 teachers participate. Some national conferences are now preceded by lengthy studies in which subject association members survey developments and needs across the State. Short courses, held out of school hours and relating directly to subject content and teaching methods are, however, the most common type of INSET offered by subject associations.

The extent to which the Schools Commission's commitment to teacher involvement in the planning and implementation of in-service has actually been achieved was studied in an evaluation report. Batten (1979) stresses that it is extremely difficult to implement the principles of teacher involvement. Individual teacher initiatives for Schools Commission funds, for example, were rated and it was much more likely that courses would be initiated at state or regional level or by school principals. Teachers in New South Wales for example, said "You seldom get a teacher who wants to run a course", and "I don't know any classroom teacher who has initiated a course, although I know principals who have initiated courses and got teachers to organise them".

Batten concludes that teachers are reluctant to assume responsibility for instigating INSET and the main reason given by teachers for this reluctance is that they simply do not have the time. Nevertheless, in Australia, ways of achieving the important goals of teacher involvement and participation are being seriously and systematically tackled.

In Canada, Fullan (1979) also concludes that many studies have indicated that lack of time and energy for participating in professional development is a fundamental barrier to success. He considers the implications of the findings of much research that teachers should participate in planning their own in-service activities, and has this to say. "Many school districts in Canada and elsewhere now have local professional development committees composed of teachers doing just that. The problem is twofold: the participation of teachers as representatives often does little to increase the commitment of rank and file teachers. Our related problem concerns a lack of skill in co-operative decision making, lack of time for collaboration, the lack of a conceptual framework to plan and organise activities, all of which are identified by teachers in other role groups. Moreover, surveys of needs do not really capture either the meaning of teacher needs or particularly how to address them."

Thus, here too, we find that it is not enough to aspire to professional involvement and participating: problems of implementation have to be very systematically tackled.

An interesting example of how a professional association can contribute directly to INSET is provided in one province, British Columbia, where the Teachers' Federation (BCTF) runs a regular programme of professional development activities. The 1980 programme included a wide range of courses. One called 'Communicating with Parents' dealt with strategies to improve parent-teacher meetings by providing teachers with communication and conferencing skills. A second course aimed at improving basic communication skills, included workshops on communication skills in talking and

listening, activities including paraphrasing, describing behaviour, and feelings and skills to improve personal relations. A third course focused on the management of stress in schools and was intended for the whole staff of any one school. It was described as experiential workshop for teachers who are interested in learning more about personal and professional stress and about strategies for managing it; it offered information to increase understanding of stress and its effects, techniques to identify sources of stress, strategies to alleviate or significantly change stressful situations and practical techniques for stress management. A fourth course was called the 'Self-Directing Professional' and was designed to assist teachers establish a collegial and supportive environment within their own schools in order to become more self-directing in their competence and influence. By the end of the workshop each participant was expected to be able to carry out a professional development needs assessment, examine the issues relating to job satisfaction, study how to become more influential and self-directing, explore various goal attainment styles, write a personal self-contract, and establish collegial teams for follow-up and support. Other courses focused on the organisation and management of groups in secondary schools or tackled social issues such as child abuse, and racialism in schools.

An important feature of these BCTF courses is that the trainers or tutors are practising teachers who have been specially selected and trained by the BCTF to act as workshop leaders and facilitators. There are no costs to the participating teachers since the whole programme is funded by the BCTF who pay all travel and accommodation costs. The underlying values of the BCTF's programme are that its primary goals assist teachers by providing continuing education services that improve the quality of their teaching, encourage participation by teachers on a voluntary basis and make teacher needs and preferences the starting point of all activities.

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Inservice Education of Teachers in the New Commonwealth

AFRICA

Background to INSET

Purposes of INSET

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

Initial Certification of Unqualified Teachers

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

Upgrading

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

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

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

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

Retraining for New Roles

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

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

Refresher and Curriculum Courses

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

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

Priorities of INSET

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

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

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

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

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

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

Costs of INSET

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

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

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

Responsibility, control and co-ordination

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

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

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

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

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

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

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

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

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

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

Motivation of teachers

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

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

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

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

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

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

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

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

Evaluation and follow-up

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

Innovations Adopted

Initial training of unqualified serving teachers

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

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

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

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

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

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

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

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

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

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

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

Upgrading of qualified teachers

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

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

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

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

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

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

Retraining teachers for new roles

Training Headteachers to Train Teachers

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

Training Teachers of the Handicapped

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

Training Teacher Trainers

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

Training Teachers' Centre Leaders

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

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

Training Evaluators and Curriculum Developers

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

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

Training Teachers for Community Development

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

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

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

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

Refresher and curriculum related INSET

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

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

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

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

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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 distinguising 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 responsibiltiy 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 Manilla, 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 coventional 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 possibe 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 and 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-Tradional 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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Background to INSET

Quite apart from the wide geographical separation of these island communities, there is naturally a wide disparity of size, development, population, resources and history. These variations are evident even within the Caribbean area. In terms of size of territory, population and resources, islands like Jamaica and Trinidad obviously have educational priorities and problems of a different order to the much smaller islands who are their neighbours in the Commonwealth. Whilst such differences as there are in the Caribbean tend to relate more to size and complexity than to essential differences of language and culture, in the Pacific there are also significant ethnic and cultural differences (particularly between those of Melanesian and Polynesian culture) between some of the island territories.

It may however be possible to identify certain general similarities. The problems of education in these territories are characteristically those of most Third World countries in the early stages of development: inadequate or low quality facilities and under-qualified or untrained teachers, over-crowded schools, lack of training resources, often exacerbated by poor quality equipment, out of date or irrelevant text books and examination curricula, creating a seemingly inescapable cycle of deprivation. Secondly, there is in most island territories a feeling of community and identity which gives them a sense of purpose and national pride. Thirdly, however, there is in the very essence of the smaller island territories, a significantly distinct characteristic which is not merely one of scale, but of nature: a sense of differentness and isolation (which is not to say insularity) which makes them not merely physically but psychologically remote, and which reflects and transcends their geographical isolation.

Fourthly, the size of such countries alone often constitutes or contributes fundamentally to the essence of their problems; for they cannot by themselves provide a sufficiently strong population or economic base for educational and social development. They are often excessively dependent on the provision of or access to facilities outside their own community and often outside their own region.

Purposes of INSET

In the Commonwealth island and contiguous territories the main role of in-service teacher education is one of meeting basic needs in an economic way. The main priority is the provision and maintenance of a trained teaching force, still lacking in many territories, and the equipping of previously trained teachers with the skills and knowledge necessary to enable them to cope with the rising demands of the curriculum and the most urgent pressures of rapidly increasing numbers and rising expectations against a background of rapidly changing social and economic circumstances. An emphasis in the Grenada and Guyana in-service teacher education programmes, as in many other islands, is towards the service to the community that a well trained teaching force could and should render.

Priorities of INSET

In developing INSET activities in these regions, the highest priority has been given to the enormous task of providing training and qualifications to the very large numbers of untrained and underqualified teachers. Early UNESCO studies commented that in-service training of serving teachers makes greater demands on students than conventional pre-service methods (Final report of Expert Committee on teacher education: UNESCO 1967). It was essential, there, that the best available staff be recruited for the conduct of in-service courses and that adequate tutorial guidance be available to students ("Better Teachers" UNESCO 1970). This was confirmed by the IIEP Case Study quoted in the latter publication which led the UNESCO team to conclude that governments which remain attached to the traditional and excessively academic requirements laid down by law for pre-service training colleges and which oblige adult teachers to undergo such

training by catching up would undoubtedly be successful in certificating their unqualified teachers; they might well fail, however, in realising the appropriate approach to adult education and in achieving any immediate and substantial improvement in the classroom situation (UNESCO 1970).

As a small island's chief education officer pointed out some years ago, there are still some advantages in the pupil-teacher system, in a small community context, which are often overlooked: loyalty to the school at which the teacher had been a pupil, greater commitment to teaching and therefore a lower wastage rate, and a more ready willingness to identify with the community. These lessons have undoubtedly been learned by those engaged in INSET in many islands as is apparent from a number of initiatives reported below.

Costs of INSET

Financial allocations and costs in respect of INSET are difficult to quantify accurately though reference will be made to costs in respect of some specific INSET activities below. This difficulty is not confined to INSET. In Papua New Guinea in 1978, it was concluded that there was at that time no way of estimating reasonably accurately the total financial investment in education.

The cost of training is obviously of considerable concern to administrators of systems backed by very limited resources and is often a major determinant of the priority accorded to various approaches to staff development. Of necessity, many island communities have to rely on outside support to a greater or lesser extent, yet resource constraints may affect the extent to which external training opportunities may be utilised. The rising cost of fees and maintenance for overseas study is compounded by the resources of staff and finance needed to release staff for training. These constraints have pointed to the desirability of providing local training opportunities and to the potential advantages of in-service modes of training.

It would be wrong however to suppose that developments in local training are a consequence simply of cost considerations. As the Minister of Education in Barbados commented at the Commonwealth Workshop in 1977, "In-service training in the country in which the teaching is to be done, besides helping to stretch the budget by lowering the unit cost of training, has the social benefit that it trains persons to deal with on-the-spot situations, particularly when full use is made of local trainers familiar with the problems".

The most adventurous and ambitious in-service training programme described in this part of our study (Grenada), places its major emphasis on school based training not only because it is cheaper, nor even because it is the only way to increase the quantity and improve the quality of trained teacher output, but much more because it is felt to be more appropriate and more effective. It is a curious irony that similar conclusions are being reached by more 'developed' systems.

Responsibility, control and co-ordination

The main responsibility for providing local INSET programmes rests with the ministries of education which have fewer problems of co-ordination than their counterparts in larger countries and educational systems. One of the few advantages of the smallness of many of these island communities is the proximity of the central authority to the base level of school and classroom activity. Furthermore, it is a heartening feature of many small island communities that the teachers' unions have responded positively to the challenges posed by their difficult situation. As the Minister of Education in Barbados, the Hon. L. R. Tull, states at the Caribbean Commonwealth Workshop in 1977: "Teachers Unions in the Caribbean have been paying increasing attention to the training of their members, and the Ministries of Education no longer seem to be taking a lone stand in this respect. It is but fitting that the Teacher Trade Unions should be fully involved and should share this interest". Subject associations frequently fulfil this role in the absence of teacher unions, as well as

supplementing the normal INSET provision made by unions, ministries, institutes and colleges. The Caribbean Commonwealth Regional Workshop specifically recommended in 1977 that where teachers' or subject associations did not exist they should be created, and teachers' unions should assume responsibility for providing advisory support services for their members and should not allow negotiating activities to outweigh other considerations.

Notwithstanding the importance of such local initiatives, however, there is clearly an important role to be played, and one which is being played most effectively, through regional institutions and programmes. Indeed, the most striking single common feature of in-service teacher education and training between the Caribbean area and the Pacific Commonwealth islands is the significant, indeed vital, contribution made by the regional tertiary institutions, and their readiness to involve themselves in training modestly qualified education staff and catering for unsophisticated levels of skill needs. R. N. Murray, then Director of the Institute of Education of the University of the West Indis (UWI), described the situation in the Caribbean as follows: "For a small government to provide itself with even a fraction of the personnel necessary to study, plan and manage innovation, it would mean multiplying the cost of administration by a factor varying between two and ten. In fact, even if there were funds to do this, people of the right experience to carry out the work would hardly be enough to go around. The only recourse therefore is to create a central pool of skills from which each territory may draw to supplement its own. The Institute (of Education) tries to provide some of these skills and to act as a base for others" (Caribbean Quarterly Vol. 13 No. 4).

Since those words were uttered in 1969, the number of students in the Eastern Caribbean studying for a professional qualification has almost doubled and the percentage of untrained staff has generally fallen. A considerable contribution to these advances was made in the

early years by the in-service programme of the UWI, and teachers' colleges have been established in the contributory islands which did not previously possess one. Far from inhibiting local growth, therefore, the Institute has acted as a catalyst, stimulating the expansion of local resources and educational enterprise.

During the last academic year discussions have taken place in the Institute of Education of the UWI at Cave Hill, Barbados, on the establishment of a Joint Board for teacher education for the whole of the Eastern Caribbean, and on a joint UWI/USAID project aimed at the improvement of the primary school curriculum and at enabling the UWI to expand and extend its activities in improving educational systems in the Eastern Caribbean. The in-service training work of the UWI, however, is reflected in the number of consultancies, planning meetings, workshops and seminars in which its staff has participated with local educationists throughout the region. A great part of this work has, in recent years, been concerned with the Caribbean maths project and with syllabus and evaluation developments for the new Caribbean Examinations Council (CXC) created in the mid-1970s.

It is most significant and encouraging that similar developments have more recently been initiated in the Pacific region where the University of the South Pacific (USP) is basing its provision for in-service teacher education in the region partly on the Regional Standing Committee for Teacher Education model of the UWI and is undertaking a similar role to that of the UWI in supporting and sustaining teacher education in most, if not all, the islands in the region. Macquarie University, in Australia, is also involved in this work, as is the University of Papua New Guinea. Discussions are now being conducted with the USP to establish a regional task force for educational development with a firmly based organisation to provide regional help for regional needs (USP Report of Institute of Education 1980).

Both the Caribbean and the Pacific region benefit from aid provided by more developed Commonwealth partners, Britain and Canada in the former and Britain, Australia and New Zealand in the latter, in addition to aid provided by other friendly governments, including the United States. The South Pacific has the added advantage, however, of a stronger range of non-governmental regional agencies, many of whom provide a great deal of support for educational activities and in particular make weighty contributions to enable regional co-operation and exchange to flourish. It does seem that, in the South Pacific, more of this effort is directed towards in-service opportunities within the region, using the region's own resources, than is the case elsewhere, and this may be one of the concomitants of the very scattered nature of the island communities themselves. Perhaps, in the case of small islands, more comes to mean better, rather than worse, in terms of their readiness to collaborate with one another.

The motivation of teachers

Recruitment into teaching suffers in many island communities from the greater attractiveness for the small pool of highly educated personnel of more prestigious professions, medicine, law, politics and administration. It is further true that, as elsewhere, teaching services are important providers of skilled personnel for a wide variety of other forms of employment and particularly the public service. The brain drain which occurs is often of the more able and better qualified teachers seeking higher remuneration and status.

There is no doubt that low status is a traditional consequence of the prestige attached to academic qualifications (particularly those obtained overseas) and a consequent devaluing of professional training. As a result, in-service activities are often despised as having only limited application to the "job" and as not producing marketable qualifications outside of teaching. Differential status within the teaching profession, notably between primary and secondary teachers and between teachers in prestige colleges and those in the general system,

also contribute to low self-esteem and poor motivation for professional development.

Although there are large numbers of teachers who remain committed to teaching, it would be unrealistic to assume that their continuing devotion and often self-sacrifice will alone provide sufficient motivation for effective INSET. UNESCO, reporting on a particularly successful INSET activity, commented that there are several factors involved: the incentive of payment made to trainees, the certificate issued at the end of the course, the fact that the content of the course is practical and above that the majority of trainees soon become convinced of the value of the course and its close connection with their teaching duties (Better Teachers, 1970, p. 165).

In general, however, incentives must be provided, not merely in terms of personal satisfaction or pride in the achievement of a particular level of professional competence, but particularly in professional/promotional advancement, and this must be reflected either in incremental or salary scale progress. Most of the territories surveyed do in fact give incremental recognition for in-service qualifications but frequently do so only for courses leading to formal certification of one kind or another. Many of them only give increments for courses lasting for a year, and since many, if not most, in-service activities are part time and/or of reasonably short duration, it seems likely that many of these activities will fail to qualify for formal incremental recognition. There is, clearly, a point beyond which the desire for personal professional improvement is insufficient to guarantee a full commitment to further in-service activities unless teachers can see that it benefits them in more tangible terms. A way to avoid this disenchantment may well be to ensure that the teachers themselves participate in the design and the planning of INSET provision, perhaps taking more responsibility for it through professional or subject organisations, and the establishment of teacher run centres. An encouraging example of this is the way in which

the Teachers' Union H.Q. in one island territory has developed into a kind of teachers' resource centre and this is no doubt not unique. Perhaps, also, the location of more INSET in schools, and their incorporation into the normal school time-table is another way of ensuring voluntary participation in INSET activities.

Evaluation and follow-up

Evaluation and follow-up are perhaps the least encouraging or satisfying aspects of INSET in the regions under discussion. There is very little evidence of evaluation actually taking place, except on a user reaction basis: if the type of development expected or hoped for fails to materialise, if the users (or recipients) vote with their feet or merely 'switch off', there is no doubt some kind of rough and ready evaluation will take place.

Whether this leads to some productive follow-up or re-examination of the procedures adopted is open to considerable doubt, although the evaluation of the INSET programme in Jamaica does show that not all lessons are left unlearned and that people are prepared to examine their own mistakes. The fact that this is being undertaken by the university is an encouraging sign, but the results of this have yet to materialise. The participation of both user and provider is required in a self-evaluating process which enables mistakes to be remedied and results to be measured.

Innovations Adopted

1. In the Caribbean

Barbados

Being one of the larger islands in the regions, particularly in terms of population, and certainly one of the most developed in terms of schooling and educational provision, Barbados already has a more developed school system, a larger and better qualified teaching force and a stronger educational tradition than most of the islands

of the Eastern Caribbean. Added to this it has the advantage of being the site of one of the three campuses of the regional University, with a well staffed and experienced School and Institute of Education. Because of this, its teaching staff and students have access to a far wider range of courses and facilities than those of the smaller islands. Its economic strength also enables it to make a very much larger provision of funds for in-service education. The cost of replacement while teachers are on full-time or part-time study leave alone amounts to three million Barbados dollars (US$ 1.5 m.) whilst the annual cost of in-service programmes in 1980-81 amounted to over 2.7 million Barbados dollars for a population of approximately a quarter of a million. Despite this, and despite the introduction of an induction course of a four-week college attachment for 115 inexperienced primary teachers followed by a preliminary in-service course of one-years's duration for 120 commencing teachers, there is a backlog of teachers awaiting training in most areas of teacher training. These preliminary in-service courses are a prerequisite for entry to the in-service college certificate programme being provided for a further 260 teachers. In this context it is easy to appreciate how acute is the problem in less favourably placed islands.

UWI in-service courses

In addition to this basic provision for teacher training, the UWI in Barbados affords opportunities for professional development of some 30 Barbadians each year through its In-service Diploma Programme for graduates, the Certificate Course in Educational Administration and Management, and the two-year B.Ed. course for persons holding or likely to hold positions of administrative and professional responsibility.

Other agencies

There are also a number of vacation courses in the Easter and Summer holidays, which several hundred teachers attend, and which are organised by the Ministry, the staff or Erdiston College, the University School of Education and other agencies, including teachers' subject associations, the National Sports Council and the National Curriculum Development Council. Like the University,

Erdiston College also provides training facilities for the less well provided islands in the sub-region and currently has six students from other territories, three from the British Virgin Islands and three from Montserrat. Erdiston practises a form of micro-teaching practice for its students on the primary programme, during which first year students teach pupils from three classes in the Erdiston Model School for four weeks; the students are divided into sub-groups, as are the pupils in each class, so that each sub-group of students teaches a small sub-group of 8-12 pupils in each of the three curriculum areas they are studying. Each student is observed by a tutor and the other members of the sub-group, and is able to participate in a group evaluation soon after the lesson ends.

Belize

Belize is part of the mainland of Central America. As such, it is natural, for example, for Spanish to play a much larger part in the curriculum and for in-service activities in that subject to look towards South and Central American countries for support. This is also true, to a lesser degree, in Trinidad and even Barbados, where the Venezuelan Government has assisted with the in-service training of language teachers. Belize has depended, until now, very heavily on external aid sources for its educational capital development. Indeed, in the 1977-79 Economic Plan, it was envisaged that two-thirds of capital projects would be funded from external sources.

The Training College

With the opening of its new Training College it was able to increase its expected annual output of trained teachers to 100 and increase the proportion of trained teachers from 43 per cent to over 56 per cent. It also began to extend its school broadcasting to include professional help to teachers. Nevertheless, it still expects to have to recruit from overseas despite increasing the number of university scholarships available to those eligible for entrance and who show interest in returning to serve the people.

The University Centre

A University Centre has been completed in Belize City which will be able to provide some of the training currently provided abroad, and the Extra Mural Department of the University of the West Indies provides a number of courses which are followed by teachers wishing to gain the necessary qualifications for further study.

National Teachers' Union in-service courses

With Canadian assistance the National Teachers' Union, as in many other islands, also organises for its members summer training courses of four weeks duration in a number of curriculum areas which have included Social Studies, Language, Arts, Geography, Maths and Science. Another similarity with Trinidad is the existence of a number of denominational schools, run by the churches. The managers of these organise in-service training days for their teachers. A significant proportion of primary school teachers are pupil teachers with no training, or are secondary school leavers with only a three-week familiarisation course. Many take several years before they qualify for entry to the Teachers College via the in-service programme. Thus it will be readily appreciated that Belize feels the need for a more coherent induction programme. Currently the college's three-year programme concludes with a final year of internship spent entirely teaching in schools.

Curriculum in-service courses

The Ministry provides a series of in-service workshops in various curriculum areas, and summer courses to prepare teachers for various teachers' examinations leading to the "First Teacher Second Class" and "First Class Teacher" status.

Grenada

Training teacher partners

In Grenada where 68 per cent of teachers are still untrained, an encouraging new development has emerged in the institution of the "teacher partner". The Government has introduced an accelerated programme of intensive large scale in-service training which, it is hoped, will ensure that the entire teaching force will be trained within the space of a few years. Teachers are variously graded as temporary, student, probationer or certificated, according to their level

of general education, and require four G.C.E 'O' Level passes to qualify for entry to the teacher training college. Prior to this point, responsibility for their training lay with the principals of the primary and all age schools, assisted by fortnightly classes taught by education officers and college tutors in teaching methods for core subjects, held in six centres across the islands. The Ministry of Education also organised vacation courses, as did the Grenada Union of Teachers in collaboration with the Canadian Teachers' Federation.

The Government concluded, on the basis of 'O' Level results obtained in 1978, 1979 and 1980, that the level of achievement in basic subjects was too low and this had to be attributed largely to low levels of training. To train more than 600 teachers by the normal college method would take over 20 years, and if allowance were made for wastage it would require another 15 years to fill the gaps left by leakage from the teaching profession.

The cost element is also a significant consideration. The total budget for education was around EC$13m. in 1981. It would cost the Grenada Government EC$17.5m. at current costs to train their untrained teachers through the college programme, whereas the INSET programme envisaged will cost approximately EC$3.7m.

The new programme aims at producing by 1983 the trained teachers needed in Grenada to raise the level of classroom competence, to increase the level of achievement of children simultaneously and, thereafter, to develop a common curriculum using standardized textbooks and methodologies. It also aims to build up a stock of material appropriate to the training of teachers in countries whose situation and experience are similar to that of Grenada; and more generally, to develop and raise the level of pedagogy, to establish teaching as a serious profession and to erase the image that it is an activity where people enter to get some money and to pass time until another more lucrative opportunity presents itself. The programme is very much the kind of

undertaking envisaged by the Commonwealth Regional Workshop on INSET in 1977 in that it has genuinely regional significance.

The demands on the teacher-trainees are considerable - one day per week, five hours daily for six weeks in the long vacations, examinations every six months, three subject areas to be studied in each year with certain obligatory courses and a practical area of study as well as supervised practical teaching. A particularly satisfying element of their evaluation process is the use of continuous assessment. The examination requirements are those of the UWI, but the Ministry of Education is negotiating with UWI to reverse the proportions of the certificate based on examination and coursework assignments from 60:40 to 40:60 respectively. Students who satisfactorily complete the course but fail to qualify for the UWI certificate because they do not hold four 'O' Level passes including English Language or the CXC General Certificate will receive a local certificate, but will still be paid at the qualified teacher rate. During the course, each successful teacher will receive an additional increment and in year 2 Certificated II teachers will be promoted to Certificated I. The minimum point of entry is two 'O' Levels but students will be expected to obtain their requisite 'O' Levels during the course, and the outline programme promised that provision would be made to ensure that they can in fact do so. There are 12 full-time and at least six part-time staff for the programme and extra provision is made to ensure the supervision of classes during the study days when the students will leave their classrooms. It is expected that each "teacher partner" (the qualified third) will supervise two students, assisted by tutors.

In accordance with the recommendation of the Caribbean Regional Workshop (1977), there is a single co-ordinating body for the in-service course and provision for regular consultation and feedback, which would include representation from a wide range of community as well as professional organisations involved.

It is argued that, far from the course being a cheap substitute for full-time training in the Teachers' College, the amount of time involved will be at least equal to that normally provided, whilst the practical side and its supervision will be far superior in both quantity and quality. An agreed practice-teaching assessment procedure will be used, incorporating a standardised instrument of evaluation, measuring teacher behaviours, agreed with the UWI. "Teacher partners" and their principals will receive EC$350 per annum for their contributions, although the principals will play a supportive rather than a supervisory role.

Guyana

In-service Teacher Training Programme

The aims of the In-service Teacher Training Programme (ITTP) in Guyana are no less, ambitious in terms of national and professional significance, and even more demanding in terms of teacher time. Although the programme lasts only two years instead of three, the total number of hours devoted to it is in the region of 2000 hours whereas the Grenada provision is of the order of 1250 hours. The main reason for the difference of time allocated appears to be a particularly heavy commitment to subject teaching and the academic element in the student/teacher's curriculum. Supervision of teaching is expected to extend over three hours on four days of the week and student teachers are expected to attend three hours of lectures after school from 4.30 - 7.30 p.m. four days a week 'Monday - Thursday) as well as a three-week vacation course at the end of the first year.

Although the Programme has been in operation since 1963, the recently revised programme is a re-alignment to meet current demands, emphasise attitude change and re-education, and urges teachers to keep on constantly learning, interpreting, and testing ideas while adjusting themselves to meet the challenges of change in society in Guyana and elsewhere (ITTP Brochure 1980). As in the case of Grenada, it appears that the programme has a marked commitment to the national social and economic goals. The

staffing is appropriately generous: for 259 students at present engaged on the course there are 30 lecturers and 4 supervisory staff, one at principal and three at deputy principal level (superintendents). There are professional training courses also of two years duration for specialist teachers of agricultural science, home economics and industrial arts.

Jamaica

Jamaica has the largest population of all the Commonwealth islands of the Caribbean with 30 per cent of that population living in urban areas. Its school population is so large that it has proved necessary to use the shift system in many secondary schools, and the island faces acute teacher shortages (4,500 at the last estimate). It is however also the largest centre of training resources in the region.

UWI School of Education

It possesses by far the largest campus of the University of the West Indies at Mona, the School of Education of which accounts for about 10 per cent of the total student body. Full and part-time courses leading to the Certificate and Post-graduate Diploma in Education, M.A., M.Ed. and Ph.D. degrees are offered as is an in-service B.Ed. degree for serving teachers.

Nevertheless, the teaching force in Jamaica will continue to include a substantial proportion of unqualified teachers for some years to come, and training provision will find it difficult to make up ground in view of the extent of the wastage among qualified teachers. Some 15 per cent of the graduate teachers in secondary schools in 1978/79 had left teaching for other occupations by the end of that year. The need for INSET is consequently great and demands coherent and co-operative programmes involving the Ministry of Education and the teacher training colleges as well as the University.

Joint Board of Teacher Education

In consequence colleges have been integrated within a unified training system under the overall control of a single body - the Joint Board

of Teacher Education (JBTE) which is linked to the UWI Institute of Education in Jamaica and has the responsibility for establishing and monitoring standards as well as being the certifying body in teacher education. Although the colleges thereby received financial support from the Ministry, which became responsible for the overall administration and financing of the various training institutions, they also lost their individual autonomy, having to report to the Ministry in a much more direct way than previously, with responsibility for both academic and professional standards being transferred from the individual colleges to the Joint Board (i.e. to the University). One sad by-product of this loss of autonomy was the difficulty encountered by innovative colleges coming into conflict with the natural desire of the controlling body to standardize between colleges. Faced with the choice of retreat or advance, Mico College (the oldest training institution in the Caribbean - 1834) decided to innovate. It did so in a variety of ways during the middle and late 1970s at the same time as the Jamaica Ministry of Education launched its in-service teacher education thrust (ISTET).

In-Service Teacher Education Thrust Programme

The ISTET programme which was completed in 1979 was intended as a crash programme to qualify and train 2000 previously untrained and unqualified teachers. However, it cannot be said to have been a success story as the target figure of 2000 never looked like being reached or even approached. Recruitment fell below 50 per cent of expectation, and the report of the evaluation undertaken by Professor Reid of the UWI School of Education in Mona, indicated a number of areas of dissatisfaction. Foremost among these was the lack of close supervision and support and regular visiting by the supervising tutors. Consequently there was a high drop-out rate and a large proportion of those enrolled sought entry to one of the teachers' colleges. Moreover, it was pointed out by one of the college principals that the low cost claimed for ISTET was only made possible by the existence of resources within the colleges and elsewhere to enable it to be staffed, a cost

element which was not included in calculations of the total cost of ISTET.

Mico College, however, introduced a part-time evening programme which it is claimed produced a good quality teacher at much lower cost than the regular programme and coupled this with a higher retention rate, 45 out of 70 students in the first batch going on to internship in the final year of the three-year course. Costs aside, the combination of day and evening courses within the same college, with students taking the same examinations (although this was not originally intended and was a contributory factor to the later poor recruitment level) and integrated in the third year intern programme, supervised by the same college personnel, yielded quite exceptional results. In 1976 and 1977 the best result of any college student in Jamaica was achieved by a student on this programme and the college principal reported that there had been no loss of standards. The only difference was the longer time taken to qualify. It is not surprising that it has been recommended to the Ministry of Education in Jamaica that the ISTET programme should continue, with efforts made to remedy its deficiencies and make greater use of college participation and supervision.

Team approach to group teaching

Like Erdiston College in Barbados, Mico College has been innovating in the area of practical teaching, with students operating as a team, dividing several classes up into smaller groups, focusing on particular subjects and skill areas requiring particular attention. This has advantages both for pupils and student teachers, by providing a wider range than usual of teaching stimuli and inputs for a more closely identified group of learners and thereby multiplying the learner/teacher/topic interaction. It also considerably increases the specific analysis of short-term instructional goals and procedures and the opportunity for co-operative teaching with feedback from both the pupils and the teachers.

Micro teaching

Further enhancement of the quality of tutor/student teacher relations is provided by the development in teaching practice of group-teaching allied to observational schedules of teacher behaviour, pupil behaviour, content and methodology similar to those used in Grenada's in-service programme. Using the techniques developed in micro-teaching, co-operation and self evaluation is developed to a high degree, involving tutors and student teachers.

Trinidad and Tobago

Like Jamaica, Trinidad has the advantage of a large university campus and an active school of education which plays a major role in in-service work. Unlike the other islands, but like Guyana, Trinidad has a large proportion of people of East Indian origin and culture (40 per cent of the population at the last census) and this, with an admixture of white and Chinese people, appears to have had an element of advantage rather than the reverse. Given their relative wealth and prosperity, and their traditional attitude to education, added to the Pitch Lake and oil deposits, the acute deprivation at primary level of many of the smaller islands does not appear to be so marked, and the major concern in Trinidad, is to manage to expand and develop the secondary sector. Trinidad has already engaged in a massive effort to provide five years of post-primary schooling for all embracing general, vocational and technical education.

UWI in-service training

The UWI School of Education provides an in-service diploma course for graduates and evening courses for non-graduate teachers in the junior secondary schools. It is developing a B.Ed. programme with a primary emphasis, and provides a variety of summer programmes and other short courses. A recent proposal was for an M.A. research degree in education.

Professional Associations

Teachers' subject associations are active in in-service courses as is the Trinidad and Tobago Teachers Union which organises some professional training. Nursery school teachers receive

part-time weekly on-the-job training, and training of technical teachers is expected to follow soon.

Central Training Unit

The Central Training Unit of the Ministry provides training for principals and vice-principals. It may be that Trinidad, like Guyana, will tend to look more and more towards South America and, to that extent, have different perspectives to those of some of its Commonwealth neighbours in the Eastern Caribbean.

The smaller Caribbean islands

Like their counterparts in the South Atlantic, Pacific and Indian Oceans, these islands inevitably rely on in-service training as their main means of providing for the basic professional preparation and qualification for the majority of, and frequently for all their primary school teachers. Where they have teacher training colleges, these only provide courses for a part of their primary school teacher entry, which is normally drawn directly from the secondary schools. Selection is made primarily on academic criteria such as 'O' Level results and usually only after teachers have been teaching in the schools for some years. It appears to be only rarely that there is any sustained or planned follow-up by the college after the period of initial training and little or no co-ordination with in-service training. Indeed, some of the colleges still adhere to the tradition that in-service training is none of their business, and regard it as the responsibility of the ministry of education or, less frequently, as the preserve of the regional tertiary institution.

Antigua

Antigua provides short workshops of one to five days for untrained teachers in the first year of teaching. After their second year, they become eligible for college entry, provided they obtain the necessary 'O' Level qualifications (including maths and English language).

UWI courses

Graduate teachers are given scholarships to UWI for their Diploma programme. Other teachers can gain awards from foreign aid scholarship programmes to go to the United Kingdom or Canada for B.Ed. or specific specialist study programmes.

Vacation courses

The Ministry's vacation courses are compulsory and the Teachers' Union conducts four-week summer courses in collaboration with the Canadian Teachers' Federation. Help is obtained also from the Institute of Education of UWI in Barbados, particularly with remedial reading and the language arts. The ward island of Barbuda is also assisted with its teacher training via the Organisation of Co-operation in Overseas Development (OCOD).

Bermuda

Overseas training

Bermuda, only 21 square miles compared to 171 square miles of Antigua, has a similarly sized population but is able to employ only qualified teachers in its schools, and send them all abroad for their initial training, providing 35 scholarships annually. It also provides a smaller number of annual awards to enable teachers to attend vacation courses abroad. Another six are given sabbatical leave for advanced training. Regular workshops are organised at the beginning and end of each school year for both primary and secondary teachers and the Ministry also organises regular in-service courses in remedial and special education, mathematics teaching and other subjects.

The British Virgin Islands

Induction and in-service courses

The British Virgin Islands recruit primary teachers from the products of the one secondary school, with or without 'O' Level qualifications, or from holders of post-primary certificates. Teachers usually receive a two to three induction course in the summer and recruitment is from those attending. Bi-monthly seminars and workshops, following a modified version of the UWI School of Education In-service Certificate Course are conducted and increments awarded to successful participants. Following continuing in-service courses, involving heads and the education officer responsible for training, there is the possibility of full-teacher training through a college course elsewhere. Following such training, teachers can, after a five-year period of service, qualify for refresher courses in Britain under technical assistance.

Dominica

In-service courses

All training in Dominica is conducted on an in-service basis. Dominica, like St. Lucia, Jamaica and Belize, also uses educational broadcasting, and although there is no teachers' union, the science teachers' association has provided some in-service training in connection with the CXC Integrated Science Programme, showing the extent to which the creation of this examination has acted as a stimulation to curriculum development and innovation. In addition to a regular workshops programme and courses provided with the assistance of the inspectorate, the teacher training colleges provide a two-year course leading to the UWI Certificate and the in-service diploma course for graduates. Technical school teachers are trained abroad and increments are paid for any course of study lasting for one year or more.

St. Lucia

St. Lucia, with about half the population of Barbados but many times larger in area, follows very much the pattern of in-service and teacher education of the other smaller islands. However, it has innovated in certain areas.

Schools broadcasting

Radio St. Lucia broadcasts music programmes to primary schools very successfully, and has in the past transmitted French made radio programmes as part of a very imaginative effort to extend French teaching into the all-age primary schools. The French training course was prepared entirely during weekends and vacations (which may have contributed to its disappointing results) but also involved the clergy, the Extra Mural Department of UWI and, to a limited extent, parents by establishing 'listening posts' in the villages and repeating the schools' programme in the evening for adults.

Training for college applicants

A pre-college course of one year with an emphasis on professional studies conducted through vacation courses, after school classes and at weekends is also provided and school principals are expected to undertake in-service work.

The Bahamas

College of The Bahamas

The Bahamas has a rich variety of agencies providing in-service teacher education and training. The College of the Bahamas has a teacher education division which offers courses to serving teachers for 'O' and 'A' Levels as well as the local academic certificate (BJC), and provides untrained teachers and High School graduates with matriculation qualifications as well as courses leading to the Teachers' Certificate. It also offers associated degree courses equivalent to the first year of a three-year college programme or the second year of a four-year programme. The Teachers' Certificate is issued by the Joint Board for Teacher Education and the College of the Bahamas does not itself have a teacher education award.

Overseas courses taken locally

It is possible to study for the UWI B.Ed. and Diploma courses, and for the B.Ed. and M.Ed. of the University of Miami through the College of the Bahamas. This form of 'satellite' college, well known in teacher education in parts of Canada, seems to have a number of attractive features not the least of which is the opportunities which it offers for the upgrading of local teacher trainers via the sponsoring institution and the advantages of association with a more experienced higher level institution.

The College also provides non-award - bearing in-service courses at the request of the Bahamas Ministry of Education and Culture which itself provides support to in-service teacher education and training through its Learning Resources Unit. The goals of these courses are to improve classroom teaching and learning through the provision of multi media materials and equipment, the production of curriculum materials, and on-going in-service programmes for the professional development of teachers and administrators. For trained teachers it has organised an in-service programme, extending over four summers, in special education, social studies, reading and educational administration. It also designs short in-service courses to deal with special needs as they are identified

from time to time by the teachers, principals and ministry personnel and caters for the needs of the teachers on the Family Islands. Principals, education officials and members of the Supervisory Services Division of the Ministry meet together regularly, as do district education officers, who hold an annual conference during which they are prepared to deal with some of the needs that exist in in-service education on the Family Islands.

The Bahamas Teachers' Union

The Bahamas Teachers' Union, with the Learning Resources Unit, is involved in the production of curriculum materials and has even gone to the lengths of offering honoraria to members who produce suitable instructional materials. Its headquarters has been developed into a kind of teachers' centre. The annual conference of the Union is an occasion when new trends and needs in educational planning are fully discussed, often with the participation of ministry officials. Radio and television are used in conjunction with correspondence courses as part of the considerable in-service training programme on education for Family Island teachers and educational administrators.

Montserrat

Aims for minimum teacher qualifications

Like so many other developing countries, Montserrat is obliged to employ large numbers of untrained teachers. The target, which it readily admits is remote, is to require four 'O' Levels for primary school teachers, five plus initial teacher training for junior secondary and a degree and diploma for senior secondary teachers. It is also seeking to devise a programme to train all its teachers as soon as possible, but has been experiencing difficulty in recruiting sufficiently qualified students from secondary school to permit this. Normally, before employment in primary schools, teachers may receive a three-week induction course, and guidance from principals and education officers. They are permitted two years grace to obtain minimum qualifications of four 'O' Levels for entry to training college. Courses for these qualifications are provided at the Extra Mural

Department of UWI. The Department of Education sometimes sponsors courses for these teachers on a day release basis. It further provides a modified in-service training (pre-college) course for which it offers the incentive of two increments upon successful completion and which counts as a pass in one subject for college entry. It is hoped that all teachers will eventually follow this course, but in order to meet the modest target of twelve places, it has been obliged to recruit from secondary school leavers with 'O' Level qualifications but no experience in the classroom.

Training by overseas aid agencies

Provision is made to supplement the basic qualification in-service provision by courses sponsored by overseas aid agencies, particularly from the UK (ODM), Canada (CIDA), UNESCO, the Peace Corps, CUSO and OCOD. There are annual (regional) in-service workshops, ranging in duration from one day to three weeks focusing on core curriculum areas and extending to educational administration, guidance and counselling, and physical education.

St. Kitts-Nevis

A two-week induction course is provided by the Government of St. Kitts-Nevis prior to selection for teaching, and successful candidates are then placed on probation before appointment, during which time they are observed by principals and training college tutors: there are fortnightly Friday evening training sessions and vacation courses for untrained teachers, and specialist workshops and summer courses for all teachers in the schools. Entry to the full-time college training course is on the basis of four 'O' Level passes. Graduates, however, do not attend either the pre-service induction course or the college course. Postgraduate diploma students go to the UWI but are not required to do so.

Anguilla

In the associated island state of Anguilla entry to teaching is on the usual four 'O' Level basis, but starting teachers have to follow the six assignment in-service course designed by the UWI

20 years ago before entering the training college on St. Kitts. Graduates in secondary schools follow the UWI In-service Diploma Course and one-day workshops are organised occasionally. There is, however, little or no follow-up to initial training courses, or on-going in-service work for trained teachers except for those who are sent abroad for further study, usually via one of the overseas aid agencies.

St. Vincent

Pupil-teachers' centres

In St. Vincent over 50 per cent of teachers, who are recruited through the pupil-teacher system and from secondary schools, are untrained. Pupil-teachers attend in-service courses in various pupil-teachers' centres on set days. These are staggered so that each grade may have time off during the week. The emphasis at the centres is mainly on academic studies leading to 'O' Level standard. Professional training is also given in theory and practice of teaching. A practical teaching test must also be taken at the end of the third year. Having obtained four or more 'O' Levels, pupil-teachers proceed to the Teachers' College for two years.

Teachers recruited from graduates of secondary schools must undergo a one-week induction course and may proceed to teachers' college after one year's teaching experience provided they possess four or more 'O' Levels including English language. In-service seminars, vacation workshops, Saturday and evening classes are conducted by professional ministry personnel for these teachers. Principals help in on-the-spot training. The Teachers' Union in collaboration with the Canadian Teachers Federation and the Ministry of Education hold annual summer courses for both trained and untrained primary and secondary school teachers. There is also an on-going in-service programme for serving teachers in the form of regular workshops and seminars in specific curriculum areas.

Training for secondary school teachers

There is no systematic orientation programme for teachers recruited for secondary schools. Plans are afoot to begin such training for government

and private secondary recruits in the summer vacation. Scholarships overseas are awarded for graduates who may work towards a professional qualification. Incremental credits are awarded to those who are successful in these courses.

2. In the South Atlantic

St. Helena

St. Helena illustrates very clearly both the positive and negative characteristics of small island communities. Its remoteness is extreme, the nearest inhabited place being the even smaller Ascension Island 700 miles away, and its chief contact with the outside world is a periodic mail steamer. With only 5000 inhabitants, 1300 school children and only one secondary school, the island might be expected to find it difficult to provide, let alone train and maintain, an adequate teaching force. No qualifications above 'O' Level can be achieved on the island and primary teachers are often employed at the age of 16 to teach without further qualification. Communications within the island inhibit in-service provision.

In recent years, the thrust in in-service work has been directed at the middle school range (9-13). Vacation in-service courses are regarded as normal, and occasional day courses, often from visiting educational staff, can bring together all 80 or so teachers on the island. Regular subject panel meetings are organised and teachers, remedial teachers, 'organisers', and assistant education officers contribute to the in-service programme. Discussion groups are organised in the lunch break in some primary schools and teachers feel that they are involved in determining course content. It has been necessary, however, to transfer teachers from the primary to the secondary sector, and this is probably the next problem area in teacher development which will require serious attention. Despite the lack of residential teacher training facilities or even continuous course work, the officers, AEO's and head teachers play a significant role in in-service training and reveal

why small islands are frequently justified in believing in their own capacity to deal with their problems effectively.

International training links

What must be regarded as an innovation in terms of the islands in the Commonwealth is the link between St. Helena and the College of St. Mary and St. Paul in Cheltenham, in Britain and the University of Bristol School of Education. Through this link, which is maintained by a committee on which the British Council and ODA are represented (and to which they make a substantial contribution by the provision of fellowships and financial assistance), the island has sent trainees to Cheltenham and more qualified staff to the University of Bristol for advanced courses. Experienced teachers have been sent in both directions to work in schools both in St. Helena and the United Kingdom. A handbook of guidelines for primary school teachers has been developed for St. Helena. It has been monitored and evaluated by its producers and amended in response to local variations and improvements suggested by St. Helena teachers. The in-service courses in St. Helena have been assisted by staff from Cheltenham who, in doing so, have gained experience which has enabled them to make their own courses more relevant and effective. The link has extended into the provision of sandwich training courses and has had the spin-off effect of, at times, encouraging people to stay on the island to work in the schools. The idea of direct links between small communities and particular overseas institutions is one which would repay study and trial elsewhere.

3. In the Indian Ocean

Mauritius

The Africa-Mauritius Institute of Bilingualism

In Mauritius where, unlike the Seychelles, French is more widely spoken than English, there exists an institution, created in 1966 to encourage bilingualism. The Africa-Mauritius Institute of Bilingualism aims to produce translators and intepreters to meet the needs of Francophone countries in Africa but the students sponsored by the countries have become inadequate to maintain

its viability in this role. It is possible that the Institute could adapt its under-used expertise and equipment to contribute to in-service and curriculum work in connection with the provision and development of curriculum and teaching materials in both English and French, and make a contribution to education development in other bilingual islands who are tackling similar problems to Mauritius and the Seychelles.

Mauritius Institute of Education

The process of change and re-organisation makes maintaining in-service training difficult, but the level of resources and equipment in the Resource Centre and Microteaching Unit of the Mauritius Institute of Education indicate a potential for high quality in-service work, although the capacity to respond to the multiple needs of the island's schools and teachers is limited in physical terms.

College of Education

The College of Education also runs in-service training programmes in collaboration with the primary inspectorate, for specific professional tasks. These courses are normally held during working hours and teachers are released two or three times during the week as required. Other upgrading courses are run for teachers who have been teaching for some time without having received pre-service training. There is a possibility that the College may be incorporated into the Institute of Education, whose PGGE course is the only formal professional training available. Whether this would mean increased opportunities for further professional development for the college staff is not clear, but it would appear possible that a degree of coherence and co-ordination might result, given the extent of present collaboration between the two institutions and the inspectorate on curriculum development.

Distance education techniques

Another impressive element akin to those of some Caribbean islands is the existence of an Audio Visual Centre and the Mauritius College of the Air, using radio and television for educational purposes and developing distance teaching techniques.

Pre-primary Unit

The Pre-Primary Unit also collaborates closely with the MIE, MCE and the Audio Visual Centre. It is at present co-ordinating and monitoring an in-service course over a nine-month period for trainees who have already followed a basic course in pre-school education. It has received help from UNESCO and UNICEF as well as from the French Government.

MIE is also organising in-service training for the staff of the new community colleges, whose staff, drawn mainly from primary schools, includes graduates, deputy heads and teachers. There is still a lack of in-service training for technical and vocational course teachers whose pupils have very different educational needs from those to whom they are accustomed. Like Jamaica, Mauritius also has to operate a shift system using the same building as a junior secondary school in the mornings and as a community school in the afternoons. In such circumstances, the problems of scale begin to operate and the size of educational problems, particularly in terms of accommodation, resources and sheer numbers, begins to overtake the capacity for self help in-service activities.

The Seychelles

The Seychelles are at present engaged in a considerable amount of educational expansion and development, as a result of which educational policy is in a state of great flux. Rising demands on staff and resources have tended to divert attention from INSET to more pressing concerns.

In-service training is conducted regularly on a workshop or seminar/short course basis one afternoon per week (for which teachers are usually given release), on Saturday mornings and at weekends. Some teachers are sent overseas for one year diploma courses, and for three-month courses (particularly for French teachers). In addition to the 30 plus places for the three-year pre-service course in the teacher training college, there are 20 to 30 places available for retraining long service teachers each year and

Teacher Training College

it is hoped to make this a permanent feature of the college's work. At present only just over half of the 60 places available for pre-service training can be filled and there is obviously both need and opportunity for more in-service involvement. The College provides some part-time training for a two-year diploma in education and certain specialist courses in educational administration for headteachers and their deputies. A four-week conference in 1976 for principals was so successful that a similar conference for deputy heads and senior teachers was planned for 1978. One policy which must be taken into consideration in formulating future in-service plans is the intention to make all Seychellois tri-lingual, as part of which there is a core curriculum and subject teaching for both English and French, and a need for materials to be prepared in both languages for future curriculum development. This problem will find sympathetic echoes in parts of the Pacific. With Mauritius, the Seychelles will no doubt have a contribution to make and benefit from an exchange of experience, information and possible materials between these parts of the Commonwealth which have a French and English speaking element in their population.

4. In the Pacific

Fiji

INSET in Fiji embraces far more activities and facilities because of the location there of the University of the South Pacific. The main Ministry of Education provision is therefore related more to curriculum development, through the Curriculum Development Unit whose staff provide a constant stimulus to teachers in workshops and seminars aimed at producing curriculum materials for trialling in the classroom. In this way INSET is clearly part of a developmental process for the participants who are provided with a form of in-service training directly related to professional needs and a rapport with curriculum developers, often themselves also teacher trainers, which enables them to shape the form in which the curriculum is delivered in

Curriculum Development Unit

relation to the perceived needs of both parties. At the same time, of course, both through the in-service diploma programmes of the USP and the colleges, which have recently been expanded, and specific in-service courses provided by the Fiji Ministry of Education, the professional development of licensed but unqualified teachers after three years of teaching, and the upgrading of teachers trained many years previously, continues to be the bread and butter of in-service work. In these various programmes, over 100 teachers are currently undergoing in-service training, in Fiji and overseas. In 1980 nearly 3,000 teachers and heads attended short courses lasting from two to five days each. The expenditure is nearly $50,000 during a typical year on refresher courses, which does not include salaries paid to replacement staff, out of a budget of nearly $50m. This is clearly not a large proportion (0.1 per cent) but many of the costs are hidden in the normal budgetary provision for institutions which provide other full-time courses and whose staff and facilities make in-service work possible.

As a result of these developments in Fiji, the number of untrained teachers has fallen to less than 50 out of a primary teaching force of 4,300. Because pupil enrolment is also falling and teacher to pupil ratios rising, the pre-service facilities are correspondingly less in demand, thus allowing colleges to offer an increasing number of one-term in-service courses to experienced teachers.

In addition to this, a number of other educational officers particularly in administrative positions, have been able to attend in-service training courses provided by the regional institutions, including a three-month Commonwealth regional training course in Educational Administration and Supervision, held for the first time in Suva.

International aid for in-service training

International aid funds have provided support for this and other courses in the UK, Australia, New Zealand, India, the USA and Israel. Officers attended these on full pay. Further in-service training depends on the availability of similar aid support in the future.

Kiribati

If Grenada had wanted an example to encourage their switch to in-service, as opposed to pre-service, training to enable them to qualify a largely untrained teaching force, they could well have chosen to consider the example of Kiribati (formerly the Gilbert Islands). In 1977, 123 of the 417 primary school teachers in the service had received no teacher training whatsoever; 142 had received only one year of emergency teacher training; 45 had received two years of teacher training and the remaining 107 had received three years of teacher training. Tarawa Teachers' College provided a three-year basic teacher training course with an intake of 20 pre-service students each year, but this small intake was inadequate to overcome the acute teacher shortage situation. So it was decided, initially, to suspend the three-year full-time course and replace it with a two-year pre-service full-time course, but add to it 30 in-service non-residential teachers receiving a one-year course to upgrade their one year of emergency training. Because of local difficulties which made non-residential training difficult, help was sought from the British Government to double the boarding accommodation. In addition to the upgrading in-service course, another 60-90 teachers have since 1978 received two-week refresher courses in January of each year, sponsored by ADAB, and 135 teachers have attended short refresher courses provided by teachers' college staff in the outer islands.

Accelerated teacher training

The accelerated teacher training programme since 1977 has made a considerable impact on the teacher shortage situation. The number of completely untrained primary school teachers employed has been reduced and it is anticipated that by 1983 only a handful of one-year trained teachers will remain in the service. The intention is to reduce the trained teacher-pupil ratio which was 1:45 in 1977-8 to below 1:30 in the next decade. It is intended to re-introduce the three-year basic pre-service training course in 1982 with intakes of about 30 students each year, but a considerable in-service upgrading programme

will also be required to meet the needs of the 300 plus two-year trained teachers who will be in the service by then. The College is exploring the possibility of using non-formal methods for upgrading these teachers, employing a system of credits for a variety of short in-service courses, supplemented by radio programmes, assignments and on-the-job training. It is also hoped to intensify the programme of short in-service training courses in order to meet the needs of teachers in specific areas and generally to improve the quality of teaching in Kiribati primary schools.

Credits for in-service courses

Overseas training

In addition to 30 primary school teachers attending a one-year full-time in-service course at Tarawa Teachers' College in 1981, between 12 and 20 teachers are attending overseas in-service courses of varying lengths at any one time out of a total teaching force of 530 in all institutions. These courses in Australia, New Zealand, Fiji or United Kingdom, range in length from a few weeks to three years.

It is again difficult to isolate many of the costs of in-service teacher education from those of the pre-service programme, but allocations to INSET appear significantly higher than in similarly placed territories in the region.

Papua New Guinea

In-service training related to career development

In Papua New Guinea a very systematic approach linking INSET to career development has been adopted. Starting at Grade 8 a teacher, by completing Grade 8 academic courses, may be regraded to the next grade; by completing Grade 9 academic courses (or professional courses mixed with academic in a unit credit scheme) they can be regraded to education officer level; on obtaining Grade 10 and completing the University of Papua New Guinea (UPNG) Dip. Ed. Studies (in-service) they become eligible for the two-year in-service B.Ed. programme recently and successfully introduced at the University. Goroka Teachers' College also offers courses at diploma level, for two years to complete college teaching certificate, or for entry by examination to the in-service B.Ed. at UPNG. Education officers may

qualify for UPNG entry by tests or examinations or by special programmes combining vacation courses and correspondence.

Staff development unit of In-Service College

The staff development unit of the Education Department also arranges courses in academic and professional studies during the Christmas vacation at the College of External Studies (which teaches over 5000 students at Grades 9 and 10 - the certificate requirement prior to entry to primary school teaching) and allows those who do not complete the Unit course to continue then as correspondence students during the following year. This correspondence college also offers a Grade 9 (intermediate level) equivalent certificate to upgrade teachers to education officer status. Annual provincial in-service training weeks in educational administration, adult education, guidance and counselling, and curriculum studies are also provided.

The Education Department In-service College is developing courses using pre-service college facilities for in-service work (250 places were allocated in 1980) by means of "associate lectureships' which are supernumerary to staff-student ratios and which are part of a process to reduce the present dependence on expatriate staff.

A useful contribution to planning of in-service provision without adversely affecting staffing is the idea that attrition is calculated at double the wastage rate to allow for in-service provision. An overall salary structure with parallel or common salary scales and ample in-service facilities allows lateral movement between teaching and teacher education, inspection, and back to senior positions in schools.

University of Papua New Guinea

The University of Papua New Guinea also offers a small number of school teaching fellowships for six months or a year, on full salary, to enable teachers to undertake projects of their own choice related to educational improvement in Papua New Guinea. Fellows reside at the University or elsewhere in Papua New Guinea, as appropriate. No minimum academic or professional qualification is required; but this is not an opportunity to

enter university for undergraduate or diploma courses and no certificate is awarded. Applicants have to devise their own project, which should be of a practical kind and they receive personal help in studying the aspect of education which they have chosen and in working on the project which they have submitted.

Solomon Islands

In the Solomon Islands traditionally much in-service work was undertaken overseas, mainly in Australia and New Zealand. Rises in fees and other costs are making this increasingly difficult to sustain and the Solomon Islands can no longer afford to send teachers to the United Kingdom for instance. Most of the work done in the teachers' college in Honiara is not in-service, owing to limited facilities, but an effort is being made to remedy this with improved and increased facilities for staff and students. To offset the limitations of residential accommodation, the second year group of trainees following the college course are sent out into schools in the islands to allow untrained teachers to spend a term in the college to upgrade to the status of part-time teachers. The second phase of this scheme will aim at upgrading them to certificated status.

INSET at primary level

The main in-service activity for provincial primary teachers takes place during vacations, except at Christmas, in provincial administrative centres. The work is wide ranging, covering administration, testing and subject methods, on which additional short courses (a few days or a week long) are run in schools by the provincials education staff. Each year a dozen primary teachers spend a year at the college on curriculum construction and evaluation, the preparation and trialling of curriculum materials.

INSET at secondary level

Secondary teachers assemble annually for a two-week curriculum workshop in the capital, Honiara. One week is spent in writing materials and the other on new curriculum materials, with the assistance of some overseas consultants, frequently from the USP Institute of Education. These have recently collaborated on the

development of the new diploma course for secondary teachers at Honiara College, planned to begin this year. This work, and the curriculum developments concerned with the Solomons School Certificate, funded by the South Pacific Commission, can be regarded as on-going in-service activity since they involve practising teachers with education specialists from the regional university in the development of their system and its curriculum, particularly in connection with the provincial junior secondary schools, for which primary teachers are now being retrained on an in-service basis.

Tuvalu

INSET overseas

Between 1978 and 1980, Tuvalu was able to send 32 primary school teachers to do four-month in-service training courses in various educational institutions in Sydney and Canberra, sponsored by the Australian Government. This amounted to their entire INSET programme, as a result of which, more than half of their primary staff had the opportunity to study in Australia according to Tuvalu's perceived needs in primary education. Unfortunately, this programme ended in 1980 because Tuvalu could no longer spare the manpower to leave the schools for in-service training in Australia. The response to this has been positive and, as a result, in 1981 Tuvalu ran an in-service programme on curriculum writing and development, with the help of the USP School of Education. One outcome of this was the production of two courses of its own to train staff to man the training centres whose programmes are purely vocational and relate to the developmental and economic needs of village life in the rural areas.

Western Samoa

INSET focused on curriculum development

Western Samoa has had incorporated into its 1975-1980 core programme a considerable in-service element, the foreign exchange cost of which ($½ million) has been funded by overseas aid, and the local costs of which amount to about $100,000. This relates in-service teacher education directly to curriculum development. Unfortunately, the bearing of local costs, has restricted the full

development of the five-year plan, as has the prospect of a reduction in the number of US Peace Corps volunteers, who work mainly in the new Junior High Schools. In-service provision has to cope with the push-pull implications of the conflict between the academic, modern sector oriented type of education which is characteristic of the formal schooling in Western Samoa and the need to develop a broader, more practical and agriculturally oriented education which would equip students to function effectively in the rural-agricultural life that most of them will lead. Despite a good deal of overseas aid, the need for further support is still crucial.

University of the South Pacific

Catalyst to innovation

The role of the School of Education of the University of the South Pacific in regional INSET activities is primordial. It serves as a catalyst to innovation and development, a provider in terms of fundamental needs, a resource available when and as required and a seemingly tireless stimulator and facilitator of in-service work of all kinds and at all levels.

Many of its activities are undertaken in collaboration with overseas aid agencies including the Australian Development Assistance Bureau, the New Zealand Government, the South Pacific Commission which are active in INSET, and particularly with the Commonwealth Council for Educational Administration, and the Commonwealth Fund for Technical Co-operation in respect of regional training courses and study attachments in educational administration. Like UWI, it is using satellite facilities and recently ran a 'satellite seminar' for the Cook Islands.

It organised and ran, in conjunction with the Salisbury CAE (Australia) a four-week INSET project in Kiribati on Community Schools, and collaborated with the Maths Associations of Fiji and Tonga in mathematics workshops, assisted in workshops to prepare and publish the UNESCO science readers for the region, and continued to support the islands of the region and subject associations in their curriculum workshops,

particularly in the islands of Fiji where the University is situated. It is now actively engaged in trying to set up a Regional Task Force to co-ordinate and provide INSET activities and support the development of training programmes for both primary and secondary teachers. Its staff are actively involved in the provision of new INSET courses for professional training in those islands that have colleges of their own, in providing professional courses, as a regional tertiary instruction for those that lack the necessary facilities in their islands, and in recruiting outside specialists from the more developed countries.

Perhaps, as a result of their participation between 1970 and 1975 in the UNDP Secondary School curriculum development project, many of these island territories, in particular Fiji, Tonga and Western Samoa, regard continuing in-service work on an on-going basis as an essential part of the curriculum development process, and expect this to include both teachers in the classroom (in addition to their involvement in the 'trialling' process), teacher educators from training institutions and curriculum development unit staff from the Ministry of Education. In Tonga, for example, continuing activities in curriculum and subject work, involving subject associations as well as the generalist primary school teachers, take place at frequent intervals, often involving Australian university of USP staff, particularly in the fields of mathematics, science, social science and the industrial arts, English and home economics, in addition to the continuing in-service programme for the retraining of primary school teachers.

5. In the Mediterranean

Cyprus

Compared with the island territories described hitherto, the two Commonwealth islands in the Mediterranean, Cyprus and Malta, present significantly different features in their in-service provision. As one might expect from their

proximity to Europe, the Eastern Mediterranean seabord, and North Africa, the educational systems of both countries have been affected by historical as well as recent events in the region. Like all small island states, however, they experience reliance on overseas higher education institutions, on some expatriate staff, particularly overseas lecturers for courses, and a dependency on more developed or richer countries for educational aid and assistance.

The island of Cyprus is divided on politico-ethnic lines into two parts, one still occupied by a foreign army and the other requiring the protection of the UN. Thus the provision of in-service training cannot be regarded as normal. A slight ray of hope in the educational field may be seen in the suggestion that a former hotel on the line between the two divided parts of the island might form the basis of a "neutral" university, entry to which would be open to students from either side of the line.

Pedagogical Institute of Cyprus

Despite its difficulties, the approach to in-service education in Cyprus has not been without inspiration and dedication, as an examination of the report on the Pedagogical Institute of Cyprus readily shows. But the constant sense of frustration and deprivation of the resources they feel are necessary for their task is undeniable. Despite the acceptance in 1972 by the Cabinet of the recommendations which the UNESCO consultant, Professor Weddell, made in his report 'Cyprus Teacher and Educational Development' (1971) concerning the establishment of the Pedagogical Institute of Cyprus and of the principle of its responsibility for the development of research, of the curriculum, and the provision of in-service training, education and upgrading courses for all grades of teachers at all levels of the school system, the Director and Staff of the Institute feel that they are often poorly supported in their endeavours to fulfil those tasks. Following the recommendations of Professor Weddell's report the Institute began to provide in-service courses for secondary school probationer teachers in 1976. These are

obligatory and are attended on Mondays throughout one entire academic year by all secondary school teachers on probation. After seven years of service, there is also an obligatory in-service course (called the seven year course) for all secondary teachers prior to their being promoted from one scale to another (most secondary teachers begin without pre-service training). They have developed in-service training provision from the level of 474 teachers from all levels of education in 1974/5 to a high of 2,325 in 1976/7. The provision made for secondary general and technical teachers from 1977/8 to 1978/9 was almost doubled, since when it has been maintained at a substantially higher level.

The Institute's production of research, seminar papers and materials has matched its level of in-service activity: 800 original slides, of which 28,000 copies were made for use in secondary general and technical schools: 37 original tapes or cassettes, of which 1,400 copies were supplied to these schools; audio visual aids for maths teaching, and machines for physics and electrical engineering; 8 research projects were completed in the five year period (although it is significant that three research studies which began were not completed because the staff were transferred, or promoted, elsewhere or had other difficulties which prevented them continuing their work). An evaluation of educational broadcasting and TV was completed in 1976, and an evaluation of the technical education syllabi and three other research projects are still continuing.

The frustration and uncertainty of the staff result from several factors, not the least of which is their lack of job security. Apart from the director, they are all only on secondment for one year, although the Wedell Report recommended five permanent posts in addition to the director of the Institute. Furthermore, they are subject to transfer elsewhere during the course of that year as well as at the end of it. As a result, staff do not stay long and many have felt driven to ask for transfer because they fear that if they remain in the Institute they will miss

promotion: the director is therefore constantly having to train newly seconded staff, or is faced with arbitrary appointments of staff whose expertise is not relevant to the immediate perceived needs of the Institute, or with the non appointment of key personnel in important areas such as educational technology and research.

Nevertheless, the Institute has had a constant flow of visiting scholars working for periods ranging from weeks to years, culminating in the most recent and fruitful association with a German University. The difficulties experienced by the staff of the Pedagogical Institute are they feel, exacerbated by the lack of co-operation they receive from the primary Teachers' Union which has placed an embargo on in-service work, as a result of its opposition to such training taking place other than in school hours, and by the fact that the Union has subsequently used the embargo as a weapon in wage bargaining.

The Teachers' Union does, however, recognise the value of the work done by the Institute, and part of their criticism stems from the fact that it has never had staff with permanent status, that it has not achieved the status of an institution of higher education as was intended by the Weddell Report and does not yet have an Executive Council. The Union feels such a Council ought to exist to direct the Institute's activities, and that it should be represented on it. In part, therefore, the Teachers' Union's attitude is one which seeks an increase in the attention paid to in-service work and not a diminution.

In the extensive survey of In-Service Training of Teachers in Cyprus' (1980) conducted by Ulf Metzger and Frikos Demetriades, two thirds of the primary school teachers indicated, as did 86% of the secondary teachers, that they needed in-service support during the first two years of probationary service, even though, unlike many of the secondary teachers they had received pre-service training. A high percentage of both primary and secondary teachers felt that

in-service work was necessary every five years. It is also significant that they placed the highest priority on it being used for innovation. In this regard the Pedagogical Institute already participates fully both by the development of new curricular materials and the production of educational radio programmes for the past five years.

Malta

University of Malta Faculty of Education

The islands of Malta and Gozo in the Western half of the Mediterranean are fortunate in having the University of Malta whose Faculty of Education is responsible for providing in-service and pre-service teacher training according to the needs identified by the personnel and by the major employer of teachers in the islands, the Maltese Ministry of Education. Although the Faculty has extensive plans for in-service training, these cannot be properly implemented due to the ongoing disagreement between the Education Department, as the employer, and the Teachers' Union as to whether such courses should be held during or after school hours. As is the case in Cyprus, the Teachers' Union takes the view that such courses should be provided in normal school hours and not in the teachers' own time. Although everybody professes a desire to solve this problem, an acceptable solution to all parties has not yet materialised and this has placed a severe restraint on the plans of the Faculty of Education of the University of Malta for an extended programme of in-service training.

At present, therefore, it would appear to be the case that there is no provision of any in-service training courses for primary school teachers, and this is likely to remain the case until the difficulty between the Ministry and the Teachers' Union can be resolved satisfactorily. There are also political difficulties which make the task of the potential providers an uphill one in seeking to satisfy the needs and aspirations of all those concerned. Courses available for in-service training at the Faculty of Education include two evening diploma courses of two years

duration. A new one is mounted each year so that there are usually two diploma courses running concurrently each year. These normally have the dual purpose of upgrading subject knowledge and introducing new approaches to the teaching of the subject. The two diploma courses running in 1981-82 are concerned with the teaching of Arabic and the teaching of Home Economics/Fabric and Textile Design. A third in-service course in Education Management and Administration for Education Officers and Heads of School run in conjunction with the East Anglia Institute of Management is being considered.

The Faculty also mounts short courses from time to time in response to specific needs as identified by the Ministry of Education. These courses are usually of short duration, lasting two to three weeks, in specific areas of content or methodology.

Ministry of Education

The Ministry of Education also organises specific courses through its Education officers on an ad hoc and voluntary basis, inviting visiting lecturers and experts to lecture to some of its teachers at the Education Department on a number of secondary school subjects. It also provides a long term planning facility where substantial money outlays needing permission from the Finance Department are involved. This covers the allocation of scholarships and bursaries for long and short term in-service training.

In long term scholarships of one year and over, selected teachers are sent overseas to specialise in subjects (including education) which are not available locally. These include Commonwealth Scholarships. Short term scholarships/bursaries are made available through the Council of Europe and through bilateral agreements. Maltese teachers, Heads of School and Education Officers are often selected to attend Council of Europe sponsored short in-service courses organised in the UK. Through bilateral agreements, which may also include long term scholarships, Maltese teachers have been given in-service courses in Italy and France

while instructors have been sent to Italy, Germany and Austria.

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The Future of INSET in the Commonwealth

The gap between goals and achievement

The Seventh Commonwealth Education Conference, held in Accra in 1977 recommended that initial training, induction and in-service training of teachers should be recognised as aspects of one on-going process of teacher education; and teacher education should be considered as inseparable from the process of curriculum change and development. It also saw co-ordination of all education and training resources to be vital if the piece-meal approach to teacher education was to be overcome. The importance of these recommendations has been confirmed by the present study. Sadly however the study has also recorded how limited has been the progress made towards implementing them even in the most advantaged Commonwealth countries.

It is apparent that, however desirable in principle such recommendations may be, there are very real problems to be overcome in seeking to systematise the planning and provision of teacher education programmes which differ widely in terms of their objectives, target groups, responsible agencies and methodologies. The task is further complicated by the need for training to be viewed in conjunction with such other concerns as administrative structures, supervisory and inspectorial procedures, provision of support services (resource and teachers' centres for instance), professional organisation, and career structures for education staff.

So complex is this task that it may indeed be inappropriate in principle to seek to examine in-service teacher education separately but it may be argued that in present circumstances the qualitative improvement in staff development which is sought can be most effectively approached from an INSET perspective. It is this perspective which in recent years has thrown most light on the multi-dimensional nature of the task and appears

to offer the most flexible range of tools to deal with it.

Systematic thinking about INSET

However, it must also be recognised that the systematisation of INSET may itself be immensely demanding, and that there may be some danger that the consequent strain upon designated co-ordinating agencies may be such as to impede efficient and prompt response to newly arising needs and to cast INSET in a mould as inflexible as much initial training. The benefits to be derived from involving a variety of agencies, of encouraging local and regional initiative of matching large scale programmes with a range of smaller activities, and of involving teachers and schools more directly with such activities, are not to be lightly discarded. What may be required therefore is not systematic provision in the sense that all activities are totally planned, co-ordinated and controlled by a single body but rather more systematic thinking about the provision of INSET.

Such systematic thinking would embrace a number of elements, all of which would be considered in the light of a country's own circumstances.

(a) Of the highest priority would be an overall definition of training purposes and priorities as a guide to the allocation of resources during a planning period, ensuring that official provision is in line with the guidelines thereby provided but not excluding the possibility of other activities being undertaken with or without official aid to meet local or unanticipated needs as they arise.

(b) In relation to each general purpose defined, there will need to be a clear analysis of the nature of the problem (context evaluation) and definition of the whole range of tasks which may need to be undertaken to meet the problem. These tasks will include training but also non-training activities such as are mentioned above, and will together constitute an overall and coherent strategy.

(c) The nature of the training to be provided would be determined in the light of the tasks to be performed and the existing competency profiles of the staff intended to perform them (input analysis). The proper phasing of related programmes for different categories of staff requiring training in order to achieve a particular purpose (for example, heads, inspectors, subject teachers in relation to a curriculum innovation) would be worked out, and consideration given to the procedures for selection and motivation of participants. Where a long term purpose is under consideration, it would be appropriate to consider to what extent the training needs might best be achieved through modification of initial training, or through appropriate induction or in-service training. Indeed without such a review it is unlikely in many countries that adequate resources could be released for the induction and in-service stages of training.

(d) Viewed in this way the appropriate processes of training to be offered by the most suitable agency might be defined and the most advantageous combinations and sequences of training developed. Whole group or individual programmes, courses, workshops, consultancy or supervisory activities, distance or residential provision, central, regional or local locations might be called into play as required.

It is by no means clear through what organisation forms at both central and local level this kind of systematic decision making may best be achieved. It is however certain that without a strong commitment on the part of central authorities, the forces of inertia including vested interests and hard administrative boundaries are likely to reduce seriously the effectiveness of whatever co-ordinating machinery is established. Any body set up to systematise training provision will itself require status and weight to operate effectively across current administrative frameworks, and close links with the highest level

policy making groups in the education sector. It will also require adequate time and resources in order to implement agreed policy and to prepare for impending policy changes. A number of different approaches is emerging in various Commonwealth countries and these should be monitored with interest.

Research and evaluation

Furthermore, it is clear that any rational decision making process will be dependent upon the availability of relevant data. The study has drawn particular attention to the importance of analysing the cost effectiveness of various forms and combinations of training in particular contexts, without which discussion of innovative strategies may be ill founded. Few Commonwealth countries can be happy about the present state of our knowledge. Indeed, in many, even the most basic data relating to INSET, such as the resources currently allocated, the number and kinds of programme mounted, the rates of participation among various categories of education staff, let alone the effective outcomes of training, is simply not available in an immediately utilisable form. If INSET is to be adequately implemented and improved, it must be the subject of research and development studies in its own right. At present the bulk of such research is being carried on in the older Commonwealth countries, but even there research is not sufficient. All countries need to review the extent to which research and development is carried on and what priorities for such study should be arrived at. Particularly, but not exclusively in countries preoccupied with the continuing presence of large numbers of unqualified and underqualified teachers, there is an urgent need to operationalise the concept of qualified teacher, for example to distinguish between formal academic criteria and criteria defining competence in the classroom, in order to reorientate training provision. Attention has also been drawn in this study to the particular need for more effective modes of evaluation and follow-up with closer attention to the means whereby feedback may be passed on to planning and providing agencies.

International co-operation

The study further shows that within the Commonwealth there are countries which face broadly similar problems. Whilst caution should be exercised in adopting techniques and strategies developed in one country as solutions for other countries, it is clearly desirable that there be substantial exchange of experience and information between countries. The number of international seminars and conferences held with this purpose is already impressive in some regions and the role of the Commonwealth Secretariat is clearly significant. But it must be noted that the process of sharing experience is seriously hindered by the inadequacy for practical purposes of most existing reports and surveys and particularly the dearth of useful case studies. If we are to learn from the experience of others, we need full understanding of the factors which in their situation were responsible for the degree of success or failure achieved by particular programmes. Case studies need to be analytical and not merely descriptive. More effective ways and means of informing practitioners about the most up to date thinking and experience of their counterparts in other countries and the exchange of information should not be limited to the higher levels of staff heirarchies.

International co-operation which has been noted particularly in respect of the smaller island states clearly has much to offer in terms both of the conduct of research and of provision of training. Substantial regional facilities extending to non-Commonwealth countries have been noted particularly in south-east Asia, but recent years have seen a fully understandable trend towards 'going it alone'. Consequently it may be that the potential of co-operative developments may not be fulfilled, and existing international ventures may be regarded as merely expedients. The large scale of need and the limited scale of available resources appears to demand that serious attention be paid to the sharing of undertakings.

International co-operation in INSET mainly takes the form of study programmes particularly

in the older Commonwealth countries offered under technical assistance programmes or, increasingly through national scholarship programmes. Whilst in the past a high proportion of such studies have been career focused, leading to recognised qualifications, but have often been criticised as being both increasingly expensive and as not meeting local system or precise job needs, there has been a strong move towards tailor made programmes, often of short duration and practical focus, to meet specified needs of sending governments. There is likely to be a continuing role for such programmes which have much to offer provided that they are utilised for purposive staff development. Attention is further drawn to a number of trends identified in the regional studies which may be of wider significance.

Decentralisation

A number of countries which have previously operated a centralised education system are now beginning to adopt decentralised and, indeed, devolved administrative and decision making structures. In part, this trend has arisen from growing awareness that the more power-coercive approaches to educational reform have not been particularly effective in modifying practice at local and grass roots levels. It is widely held that the much needed qualitative improvement of education will depend upon the professionality of staff at all levels of the system and that the high degree of professionality which is thought necessary can best be achieved through enabling staff to participate in making the decisions which they will then be required to implement. Processes of consultation which may thus be regarded as a form of INSET may be complemented by other forms of training of a less formal kind than has commonly been the norm. It is anticipated that this broad and less formal conception of staff development will be increasingly influential, at least in those countries which have or will overcome the problem of large numbers of unqualified or underqualified teachers.

The regional studies have however underlined the fact that the achievement of professionality must also depend on the quality of the socio-economic status of the teacher, his working and

living conditions, and the rewards/career structure within which he works. It should also be recognised that the strength of heirarchical structures which characterise most education systems is in large measure culturally determined, and that both the degree and modes of devolution and consultation in particular countries should reflect this fact.

School-focused INSET

There is a second important trend in a number of countries towards making INSET more relevant to the practical working needs of teachers, heads, administrators and supervisors, in which respect possibly the most potent and challenging innovation has been the development of school-focused INSET. There is general agreement, particularly in the older Commonwealth countries, that school-focused approaches are flexible, popular and effective, and they have been greeted with widespread approval and interest because they tackle problems of relevance and significance to teachers, schools and communities alike. Moreover they promise to have a powerful motivating and energising effect without making excessive demands on resources. It is interesting to note that the one large scale development in INSET in the Caribbean (Grenada) places the emphasis on school-based training, replacing college-based training, in the clear expectation that the former will prove more efficient. Nonetheless, caution is in order. School-focused approaches are as yet relatively untried and few examples have been evaluated. Insofar as they are adopted as a means of ensuring the effective implementation of centrally developed policies and curricula, as in Canada, then they are compatible with the centralised system of control. However, if the Australian and British approach is adopted, whereby school-focused INSET is an integral feature of a school's development of its own policy, organisation, curriculum and staff, then they are more compatible with a decentralised system of control. In either case, they depend for their successful adoption on the availability of considerable and appropriate external support from the employing authority and INSET agencies.

Personal needs of teachers

Underlying school-focused INSET is a concern of a similar kind about the extent to which system needs should be allowed to take precedence over the needs of individual teachers for professional development and renewal. If the teaching service is to be a socially aware and critical profession rather than a rather low level group of pedagogical civil servants paid to implement but not criticise or adapt, then an appropriate balance has to be struck which ensures that the legitimate aspirations of individual teachers for career development and further personal education are met. One practical expression of such a policy is to ensure that university courses in advanced educational studies, and the teachers who wish to attend them, are adequately funded.

A second and more significant expression would be to seek to reconcile individual and system needs within INSET provision generally, and it is widely being argued that this may best be achieved through participation by education staff in the identification of needs and the design, provision, evaluation and follow-up of INSET programmes. Thereby, it is suggested, not only will personal needs be adequately recognised, but programmes may achieve greater practical relevance, participants will be more highly motivated both to learn and to apply what they have learned, and a greater sense of professionality will be created. Once again the arguments, though attractive, must be viewed with some caution. Much will depend upon the spirit in which the various partners enter into participation, the extent to which providing agencies are able and genuinely willing to share decision making, and the extent to which teachers and other clienteles are able to respond positively and constructively. Much will also depend upon the extent to which effective consultative machinery is already in use since the resource and logistic implications of consultative approaches are very considerable.

A third expression of such a policy would be to encourage INSET initiatives on the part of professional unions and associations. At this time such participation is very limited in most countries but where it has been significant as

in Sri Lanka, Canada and in the Caribbean, the provision has been largely directed to career development or to subject oriented courses relevant to the interests and aspirations of teachers. If a greater sense of professionality is required in teachers, it seems appropriate that professional associations, both at national and local level, should be more highly developed, and INSET might afford opportunities for such development. The recommendations of the Caribbean regional workshop in 1977 that where teachers or subject associations did not exist, they should be created, and that teachers' unions should assume responsibility for providing advisory support services for their members and should not allow negotiating activities to outweigh other considerations, are of wider than Caribbean significance.

Institutional developments

A widely noted trend of great interest has been the recognition of the importance of more effective support services for teachers which has largely taken the place of the older concern for effective supervision and inspection. In some countries, the role of inspectorates is increasingly coming to be viewed as advisory and training. A more general interest has been shown, however, in the establishment of local or regional education, resource, or teachers' centres. Although differing in their structure and functions in various countries, these institutions share in common the intention that they serve an energising and vitalising function close to the grass roots of the education system, and that they should become major centres for INSET provision. The potential significance of such centres is great and merits a special comparative study as a means of informing decision makers of the range of alternatives available to them. Consideration would have to be given to the extent to which such centres should be organised as arms of the central authority and the degree of autonomy which might be allowed them, and to the manner in which regional or main centres may develop outreach to the schools. Malaysia's experience of its attempt to develop local centres in association with regional resource centres may be particularly worthy of close study.

A rather different trend in some countries is the development of specialised institutions for the training of educational administrators whether by regional centres as in Britain or by national centres as in India and Malaysia, and envisaged in Bangladesh. Whilst such provision may appear to run counter to the decentralisation trend described above, it is more properly to be viewed as a complementary development which will make decentralisation more possible through encouraging new perceptions of the tasks of administration at all levels of the education system.

Conclusion

This study of in-service teacher education in Commonwealth countries has sought to draw attention to a range of crucial issues in the vitally important field of staff development and to the considerable number of exciting developments which have been, often quietly, taking place in this field. Although brief, and largely confined to published material, it is hoped that the survey will provide further stimulus to the study of these problems and developments.

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