

COMMONWEALTH CONFERENCE ON TEACHER EDUCATION

AGENDA

Teacher Education in a Changing Society

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ANNOTATED AGENDA

Teacher Education in a Changing Society

AGENDA ITEM I : EDUCATION IN A CHANGING SOCIETY

1. That society itself has been changing and is continuing to change is not in any doubt. In a single generation a political and socio-economic and technological revolution has taken place throughout the world. The aspirations of people everywhere, in advanced countries and in the poor countries of the world, are committed to individual and collective economic growth and social change. Old rules of conduct and forms of belief are threatened or broken; men are at once uplifted and bewildered by new knowledge which they do not know how to relate to what their fathers had known; they are frightened by new dangers against which they seem to have inherited no safeguards, nor can they invent any.

2. One factor which has not changed, however, though recently some questioning has been heard, is the faith in education as a way of helping the individual and the nation in their search for individual and collective economic growth.

3. It may be questioned whether this faith is justified and whether excessive attention is being given to the formal western-oriented school system to the detriment of other forms of education.

(a) Non-formal education

4. Consideration might be given to traditional forms of education which might be used and developed to meet the needs of changing societies. In what ways are knowledge and skill traditionally passed on within the society? Is there any possibility that these might be developed to embody the values of the people and to meet society's needs? Is there any help which can be given to adults to enable them:

(a) to continue their traditional work of educating the nation's young, and

(b) to fit themselves to improve their own economic situation in ways which are not provided for by the formal school system?

5. To what extent is it necessary for the teacher to participate in this improvement and to what extent should he share the work with social workers, health workers, community development officers, agricultural demonstrators?

6. Until recently the teacher has tended to attract a great variety of different functions because of his pre-eminence in the skills of literacy and communication, his readiness as a rule to respect and support established order and his capacity to represent the local community in its dealings with the

bureaucratic environment. Increasingly other professional people are assuming similar and often overlapping roles in society. Does this indicate that an integrated strategy of development involving all the different agencies and ministries concerned is now becoming necessary? Is the evolution of such a strategy a practical possibility? Is this likely to involve changes in the type of preparation which a teacher must receive?

(b) Formal education

7. Consideration might be given to recent criticisms of the western-oriented school systems: alternative forms of education and the issue of "de-schooling" are now being discussed all over the world. Has the formal school system in fact outlived its usefulness? Is it, as some allege, largely irrelevant to the needs of a predominantly rural community? Is it preparing pupils for unemployment? What is the role of the teacher in the discussion of and the solution of such problems?

8. Within the school the teacher has an increasingly complex task. The traditional approach to school organisation has been essentially authoritarian and hierarchical, tempered by an emphasis on human relations. Not only is such an authoritarian and hierarchical system itself being increasingly criticised but the increasing complexity of the larger school institutions which are becoming common require new forms of expertise for the teacher. Adequate administrative supporting structures are required and the teacher must understand how these work. How should such an understanding be established and at what point in the teacher education process - pre-service, probation or in-service?

9. The task of the headmaster is particularly critical. What sort of preparation should a headmaster-designate receive? When should he receive it and from whom?

10. Many countries are developing their formal school systems in such a way that the resources of the school can be used for the education of adults at times when they are not being used by the school pupils, partly as a continuation of the normal school curriculum for those children who leave the system prematurely and partly to give vocational skills to other adults within the community. To what extent should we consider that the teacher should play a leading role in this type of work and what does this imply for his training?

11. Within the classroom too the role of the teacher has changed. Instead of being a source of knowledge in an authoritarian sense the teacher now provides the facilities for the children to learn by themselves, working individually or in groups. The teacher functions by exercising direct and indirect influence on the pupils. The teacher/pupil relationships are much more complex. To what extent is it possible for teachers to embrace new attitudes to their work? To what extent and in what ways is the re-training of existing teachers desirable?

(c) The role of the teacher

12. The following functions of the teacher have been noted above:

- (a) to organize the learning experiences of the pupils, and help with personal understanding of individual and group rights and responsibilities;

- (b) to act an agent of community development;
- (c) to assist in the education of adults in the areas which the school serves;
- (d) to participate in the administration of that part of the educational system with which he is concerned.

Are there any other aspects of the teacher's role of equal or greater importance? Is it possible to postpone any of the preparation of the teacher for his various roles until he is already serving in the school system? Should the fact that the teacher in the past has often left teaching to enter key positions in government, politics, industry and commerce influence the type of preparation he is given?

AGENDA ITEM II : THE ROLE OF THE TEACHER IN EDUCATIONAL DEVELOPMENT

(a) In curriculum development

1. One of the most significant new emphases in education in the last two decades has been the concern with the revision and development of the curriculum, either (a) on a comprehensive and national scale or (b) in the form of pilot projects in particular aspects of the curriculum.

2. Consideration might be given to the question of where the impetus for change comes from. The following agencies among others may be thought to be involved:

- (a) governments;
- (b) the mass media;
- (c) universities and colleges of education;
- (d) examination systems;
- (e) inspectors of education;
- (f) teachers and headmasters;
- (g) philanthropic organisations and international aid agencies;
- (h) industry;
- (i) pupils, parents and the public.

3. The teacher has a vital role to play in the curriculum development process in the identification of issues needing revision or development, the planning of investigations, experiment and demonstration and the assessment of results. Consideration should be given to the extent to which the curriculum development projects at present arise from the felt needs of teachers and to what extent they are imposed upon them from outside the classroom.

4. The development of methods of curriculum development which involve the teacher at every point may also be considered, together with the changes which may be necessary in pre-service teacher education programmes which

will ensure that new recruits to the teaching profession are adequately equipped to respond to the new demands for curriculum development.

(b) In relation to resources for learning

5. Some points can be made with confidence about the recent interest in the resources of learning. These include the following:

- (a) In no country is a high percentage of the expenditure on education devoted to educational equipment and learning materials .
- (b) Much of the current enthusiasm for educational technology emanates from concern about the cost of education.
- (c) Nevertheless any substantial employment of new educational techniques is extremely costly not only in terms of the provision of the "hardware" but in the development of ways of using the "hardware" and in the production of ' software".
- (d) It is much easier to install "hardware" than it is to ensure that it is properly used .
- (e) The education of teachers not only to use adequately such resources of learning as are at their disposal but also to involve themselves in the preparation of adequate ways of using such resources is of the greatest importance ;
- (f) The persuasion of school authorities to permit the use of new experiments .

(6) Full consideration should therefore be given to the role of the teacher in the development and use of resources of learning and what this involves in participation, training and support facilities .

(c) From Teaching to Learning

(7) For several decades educators have emphasized that pupils should learn through activity and experience but the vast majority of teachers still tend to see their role in traditional terms of a didactic instructional character. It is important to consider why there is this difference between theory and practice. Does it arise:

- (a) because the teaching-learning modes within the society are in conflict with those in the school;
- (b) because both children and adults prefer the security which comes from an authoritarian instruction; or
- (c) because teachers are not prepared by their own education for a learning approach?

(8) The question of the change from teaching to learning in the schools together with its relationship to the proper employment of all the resources for learning should be comprehensively explored. What experiments in teacher education could be designed to provide evidence of what the new patterns of teacher education should embody, if the educational function is to be constructive in fostering and accelerating human change to match and control the changes man is making in his environment?

AGENDA ITEM III : THE MAKING OF THE TEACHER

(a) Pre-service

1. The discussions so far have pointed to the problem of how to provide an education for teachers which will ensure such competence as will result in the teacher being able to fit into society, respond to its changing demands in terms of educational needs, prove flexible and yet provide sound anchorage, respond successfully to the changes taking place in the curriculum, organise the learning resources available to the maximum advantage of the individual learner and in the new contexts "gladly teach."

2. Consideration must be given to the relationship between pre-service and in-service teacher education. In teaching, as with many other professions, it is no longer possible to consider that a person who has once qualified for entry to that profession remains adequately equipped thereby for a lifetime of work in that profession. There is, however, little evidence of a planned relationship between pre-service education and any on-going in-service education. It is necessary to consider what the nature of this relationship is and who should be responsible for both parts of the teacher education process.

3. The nature of the initial preparation itself is still a subject of controversy. In some cases academic and professional education are carried on concurrently; in other cases consecutively. The problem of the best relationship between the classroom practice and in-college instruction still awaits solution. Where attempts are made to give the teacher in training all that is required to be in charge of a class of children, the curriculum of the college becomes hopelessly swollen. Nevertheless, it is extremely difficult to know what can be omitted.

4. A comprehensive study still needs to be made of what qualities, skills, knowledge and attitudes are necessary as an initial basis for admission into the profession, how these are best provided, where and by whom.

5. It is not only those who are professionally involved in the teaching profession who need to be consulted. Other interested parties such as administrators, inspectors, parents, teachers and employers should make their contribution though it is not easy to think of a framework in which fruitful consultation can take place.

6. Consideration should be given to the relationship between teacher training and school supervision and inspection.

(b) In-service

7. The demands on the teacher change considerably during his career. Moreover, it is impossible to equip a teacher during his pre-service training with all the knowledge and skills which he will require even during the first few years of his teaching service; this is especially true of teachers in their first (or probationary) year of teaching for whom some guidance must be provided. In addition some way must be found of enabling the teacher to participate regularly in opportunities for further professional education. Indeed, such involvement may be required of him rather than merely offered to him.

8. Ways must be found not only to ensure that teachers become acquainted with new methods and new teaching and learning resources as they become available but also to ensure that they can keep up to date with changes in the knowledge content of the subject matter with which they are concerned.

9. In view of the problems of expanding demand for education and the increased general and special knowledge and skills being required of teachers, the need for systematic and sustained programmes of in-service training, properly integrated with pre-service training and planned with due regard to the general costs of education, appears to be an issue of prime importance to all concerned with teacher education.

AGENDA ITEM IV : THE TEACHER EDUCATOR

(a) Role

1. The teacher educator, at whatever level of responsibility, preparing teachers for primary education, secondary education, vocational and technical education, has for the most part not been regarded as requiring any special skill or training, though in some countries it is normal to require that a person recruited to teacher education should have had a minimum period of teaching experience.

2. Moreover, although considerable development has taken place, too many colleges of education are organised and run more as schools along traditional authoritarian lines than as adult institutions where people should be developing insights into the most complicated process known to man, namely the teaching-learning process; in a very short period of time the students will be expected to be responsible for the intellectual, social and moral growth and development of young people and children.

3. It is necessary to attempt to specify the knowledge and skills required of the teacher educator, what should be his own education and experience and what special training, if any, he should require for his work.

4. It is also necessary to consider his relationship to the Ministry of Education and its inspectorate and to the whole process of policy definition, curriculum development and the oversight and supervision of schools.

(b) The making of the teacher educator - pre-service and in-service

5. If the view outlined above about the importance of the teacher educator is accepted, then it is clear that he must receive special education for his important work.

6. It is necessary to determine what should be the nature of this pre-service and in-service preparation. Such a "professionalization" of teacher education would presumably imply the systematic introduction of the teacher educator to the best theory and practice in his field, together with instruction in those aspects of adult education skills with which he is unlikely to have been acquainted in his preparation for the classroom (such as the organisation of seminars, observational techniques, individual and group activities, methods of assessment at the appropriate level, etc.).

7. It is also necessary to determine the desirable length of such a programme of initial studies and to identify those people who will be responsible for organising and carrying it out.

8. Just as the classroom teacher will require continuous refreshment in in-service courses in order to enable him to do his job properly, so the teacher educator will need constant in-service opportunities throughout his career.

AGENDA ITEM V : THE COSTS OF EDUCATION AND
THE SUPPLY OF TEACHERS

1. It would seem clear that the best way of improving the efficiency of the educational system is to improve the quality of the teaching-learning situation.

2. The improvement of teaching efficiency, however, is itself an expensive undertaking. If the quality of teachers entering the profession is improved, then, as already indicated, there must be a considerable improvement in the training offered in the colleges. This may involve higher standards of entry to the colleges and longer courses as well as improved learning resources within the colleges and a fully professional group of teacher educators.

3. The provision of in-service opportunities for teachers and teacher educators will also be of the greatest importance. In particular, the existing stock of teachers and teacher educators will gradually require upgrading provision.

4. Moreover, if teachers and teacher educators become better equipped and qualified this improvement will inevitably lead to requests for a revision of the status and salaries of teachers and teacher educators. At the lowest level some countries are already finding that they cannot afford to give in-service training to serving teachers because they cannot afford to pay the higher salaries to their upgraded teachers.

5. The question of the right allocation of the total education budget is therefore of critical importance for the education of teachers. It is important to note, however, that decisions on these matters cannot be taken until prior decisions have been taken about the objectives of the educational system.

AGENDA ITEM VI : COMMONWEALTH CO-OPERATION IN
THE FIELD OF TEACHER EDUCATION

1. Commonwealth countries share many of the problems which have been discussed above and have a great deal to learn from each other about their solution. Diverse patterns of teacher education have been adopted in different countries and many interesting experiments have been attempted. Too often these are not known outside the narrow field in which they have been conducted. Indeed, it is not uncommon for the results of stimulating experiments to be unknown in other parts of the same country.

2. Attention should therefore be given to ways of exchanging information and experience. The relative merits need to be considered of:

- (a) conferences;
- (b) workshops which deal with specific issues and limited objectives and which might have tangible outcomes in the form of publications or teaching materials;
- (c) a journal or other means of communicating on-going work;
- (d) an abstracting service (which might be a part of a publication or issued separately), the purpose of which would be to bring to the attention of readers throughout the Commonwealth material published within each member-country.

3. Another possible way of sharing experience is by link schemes, including staff exchanges. Here attention would need to be given to the optimum length of such exchanges and their precise purpose(s). It would also be necessary to give careful attention to considering what sort of person would best benefit from staff exchanges.

4. Co-ordinated research projects might produce comparable data and widen the quantity of data available and might afford means of maximizing limited skills in their application to educational studies of special pertinence to teacher education.

5. One type of research might be comparative studies of particular aspects of teacher education as conducted in different Commonwealth countries, the results being published as a series of monographs built up in an integrated way.

6. Attention might also be given to the serious evaluation of experiments in particular aspects of teacher education which have been conducted or are currently in operation. Too often such experiments are evaluated on an impressionistic basis only and therefore offer little guidance to others who might consider the use of similar methods. Commonwealth countries might learn a good deal from each other about methods of such evaluation and might share expertise and experience in this matter.

SOME QUESTIONS RELATED TO THE ANNOTATED AGENDA

1. The annotated agenda itself raises a number of specific questions for discussion by participants. The present paper extends these issues, particularly those concerned with the preparation of teachers and teacher educators, and should be read as a supplement.
2. Before going on to the agenda items themselves, one or two general questions may be asked. First, is it possible to talk at all about "Teacher Education" in an abstract way? Is it possible to argue, rather, that there are no general answers to questions about the preparation and further education of teachers, but that each country must find quite specific answers in relation to its own needs? Institutional organisation, course patterns, curriculum, methods of selection, length of programmes and so on, depend so very much on aims and objectives on the one hand and available resources on the other, that to discuss them abstractly may be a waste of time. Or are there some general principles of teacher education which spread across all cultures or, at least, groups of cultures? If there are, what are they? Do we know enough about teaching and learning, for example, to be able to specify at least some of the ways in which teachers should be educated?
3. Secondly, what about the problem of quality of teaching? This issue is raised in the agenda but it is of such importance as to merit special attention here. The educational plans of most countries lay great stress on the production of more and more teachers and pay little more than lip service to the thorny issues of producing better teachers, and improving those already in the schools. It is a fair assumption that this conference will spend more time talking about "quality" than about "quantity", but it is equally probable that the reverse will be true of the Governments of the countries from which delegates come. In terms of learning outcomes for children, it is almost certainly true that one good teacher produces more with forty children in a class than two poor teachers with twenty each. Is it possible to resolve this problem while at the same time ensuring that educational expenditure does not fall?

AGENDA ITEM 1: Education in a Changing Society

4. Is it really true that education in the broad sense can and does make a contribution to development? What evidence is there for the belief in this, as distinct from faith? Are there any grounds for asserting, for example, that education contributed in any significant way to the development of western industrialised society? Or can it be argued that the growth of education followed, rather than preceded, economic social development? Is there a casual relationship?

5. Even if there is some justification for the view that "education" can contribute to individual and social growth, what are the arguments for advocating, even carefully planning for, educational systems and procedures on the models developed in Europe, North America and Japan? Are these the only possible models or are there others more likely to achieve the aims and objectives of "developing societies"? Even within the "developed" nations can it be said that the traditional education systems have tended to support and enhance certain groups within the society at the expense of others?

6. If we accept the argument of the annotated agenda that society is in a state of rapid, continuing change, what is it that we expect of education? Is it an agent of change, in the sense that in some way or other it may accelerate or even determine to some extent the direction of changes? Or is the role of the schools rather to prepare members of the society to meet and deal with changes as they occur, so that their influence may not be disruptive of either the society or its individual members? In a period in which technological developments are so very fast and their impact on life so great, is it really possible to design education systems and methods to enable society to take advantage of them to the full?

Non-formal versus formal education

7. Most of the difficult and relevant issues are raised in some detail in the annotated agenda, but behind them lies another. What kind of research do we need to enable good answers to be given to them? Can it be argued that we cannot afford to go on making ad hoc decisions based essentially on opinions and "top-of-the-head" ideas, however carefully discussed and attractive they appear to be? What kind of planned, integrated studies are needed to give proper answers to questions like - "Is there any possibility that traditional ways of passing on knowledge and skill within each society might be developed to embody the values of the people, and meet societies' needs?"

8. Where should the start be made? With adults, who begin the informal education of children as part of child rearing? Or with teachers? In either case, who is to carry out the re-education process? How are the "teachers of the teachers" to be trained? If the proposition that the schools have out-lived their usefulness is to be maintained, what kind of structure can be put in their place? Are the answers the same kind of answers for all societies, irrespective of their stage of development? Or is Beeby right in arguing that education systems must inevitably pass through a set of stages, and that these stages are most clearly to be identified in the education of teachers?

9. Wherever the discussion begins, it seems to come back to the crucial role of the teacher, whether in the formal or non-formal sense. How best can we prepare some members of the society to carry out specified tasks in the total socialization process? How can we ensure that these tasks will be continuously modified and changed as the society itself changes?

AGENDA ITEM II: The role of the teacher in educational development

10. In a sense, the annotated agenda begs a question in that it assumes that the teacher has some sort of innovatory role to play. Is this justified? Or has the business of curriculum development, design and production of resource materials and investigation of the teaching-learning process become so complex and specialised that teachers, as a group, have very little to contribute?

11. One possibility is to make in-service programmes problem oriented and to look for outcomes related to the development of the educational system as well as to the development of the teacher. Is such an approach feasible? How can it be realistically planned?

Curriculum development

12. The agenda identifies a set of possible agents of change. How can their influence be identified, and once identified, evaluated? If teachers are to be involved in a major way, how can they be given adequate information on which to base their recommendations? The agenda refers to "the felt needs of teachers": are these really important in curriculum development, when teachers are both inadequately educated and conservative? What about the "felt needs" of the children and their parents?

Resources for learning

13. Is it true to argue, as the agenda does, that much of the current enthusiasm for educational technology emanates from concern about the cost of education? Or does much of it stem, rather, from concern about the quality of education? Given that, in many countries, teachers are inadequately, even poorly educated and trained, can real progress be made without the use of the technologies? How can teachers be trained to make really effective use of the "hardware" and to produce relevant "software"? What can be done through "teachers' centres" and the like to produce materials?

Teaching and learning

14. The agenda asks a difficult series of questions about the failure of the schools and the teachers to introduce situations based on learning rather than on teaching. In a very important way these are linked to Item I of the agenda, and in particular to the possibility raised there of taking advantage of traditional socialization techniques as the basis of teaching and learning. Margaret Mead long ago made the distinction between "teaching" societies and "learning" societies, pointing out that in many non-Western groups the emphasis is on learning through problem solving and imitation. Can it be argued that in such societies western didactic teaching is as inappropriate as many teachers in western schools seem to find problem-solving in their classrooms? Is there any real evidence that as a general principle "learning" is more effective, in terms of stated objectives, than "teaching"? If there is, what are the implications for teacher education?

AGENDA ITEM III: The making of the teacher

Part 1 Pre-Service Training

Institutional Organisation

15. Basically three patterns with a multitude of variations on them have been tried:

- a) Entirely within a special, single purpose institution, e.g. in a teachers' college or normal school.
- b) Academic training in one institution followed by teacher education in a different institution which may or may not be administratively linked to the first; e.g. a university degree followed by a diploma of education in a teachers' college or an institute of education.

- c) Within a multi-purpose institution like a university a polytechnic or college of advanced education. Note, however, that the pattern of training here may be essentially like that in (a) or like that in (b), i.e. a school of education within a university may well operate as if it were a single purpose teachers' college. Alternatively programmes may be offered across a number of schools or faculties within a university or other institution.

16. What are the advantages and disadvantages of these in terms of the efficiency of training in relation to the aims of the institution and the aims of teacher education as such? What are the advantages and disadvantages in terms of cost benefit? Are other patterns of organisation possible? What is the responsibility of the teaching profession in teacher education?

Course Patterns

17. Two major patterns may be distinguished, although others are possible:

- a) A consecutive pattern in which academic patterns are followed by 'professional' courses of the traditional degree plus diploma in education type.
- b) Concurrent or integrated patterns when all elements of the teacher education programme are pursued in some sort of concurrent or overlapping arrangement; e.g. the traditional teachers' college programmes for potential primary school teachers. Such patterns are becoming increasingly common for secondary teachers, but they assume an institutional framework like those of 15(a) or variants of 15(c) above.

What are the advantages and disadvantages of these patterns in terms of:

- i) Their efficiency in relation to the aims of the education system and of the teacher education programme itself.
- ii) Cost benefit, particularly in terms of educational wastage within the training institution.

18. A special problem arises in relation to concurrent or integrated programmes. How can these be organised within a university pattern, particularly one based on a traditional faculty or departmental organisation? How can the traditional suspicion of teacher education within universities be overcome? What other patterns are possible?

Curriculum

19. Three basic elements in the pre-service training of teachers may be distinguished.

- a) The development of the teacher as a person.
- b) Inculcation of the basic knowledge, skills and attitudes relevant to the subjects of the school curriculum.
- c) Learning the necessary knowledge skills and attitudes relevant to the delivery of this curriculum to children.
(c) may be further divided into:
 - i) Knowledge etc. about children and their behaviour, including the psychological, sociological and educational principles of their development.
 - ii) Knowledge about the functions and aims of the particular education system within the society.
 - iii) Knowledge about the structure and operation of the specific education system and its schools.
 - iv) Knowledge, skills and attitudes specific to the teaching - learning situation (usually called "teaching methods").

20. What sort of balance should be maintained among these four elements in terms of the teacher education curriculum itself, in terms of available time and in terms of basic entrance qualifications? Is there, for example, an irreducible core of information and skill which every teacher must have irrespective of the level at which he is to teach, the specific situation and needs of the particular country and the funds available? What is the place of "practice teaching" within the curriculum, when should it be introduced? What should its nature be (e.g. should it be skills based or general?) How should it be organised in relation to the sometimes conflicting interests of the schools and the training institutions. To what extent can the educational technologies, notably micro-teaching, be used either as major techniques or as ways of supplementing common patterns?

Selection

21. In most countries students are selected by the training and/or the employing authorities for preparation as teachers. This usually goes side by side with self-selection, where students obtain training and then apply either for completion of that training in specialist institutions or for direct entry into the teaching service.

Is pre-selection useful at all or is it "better", in terms of efficiency and cost, to take all-comers who meet a basic minimum standard and then to allow the natural processes of academic attrition to do the selecting? If there is selection, how should this be done? Is there such a thing as a minimum standard for entry to training or to teaching? A number of criteria have been used, usually without very great success. For example,

- a) Is there an optimum or minimum age for entry either to training or to the teaching profession? Does this optimum or minimum age vary from country to country depending on need?
- b) What basic qualifications for entry to training can be required in terms of ability; school achievement (both general and subject specific); attitudes and motivation. Do attitudes and motivation matter at all at the selection point or can it be assumed that they will be developed during training? If so, what are the implications for curriculum?
- c) Physical standards. Are there any minimum standards here in relation to teaching as such - standards of vision, hearing, handedness, emotional stability? If there are such standards, how are these to be set and how examined? Apart from physical standards related specifically to the task of teaching, should physical standards also be set in relation to the potential length of the teaching service? Since in some countries most teachers are civil servants, problems of pension and sick leave are relevant here.
- d) What about sex? In most countries there is a preponderance of women, particularly at elementary levels. Should efforts be made to change this imbalance? If so, how?
- e) What about technical teachers? Are there different kinds of criteria for selection? For example, should teachers of technical subjects have specific training and experience before entry to teacher education? Should they be trained separately?

22. How relevant are questions of selection at all in periods of shortage?

This is related to item 5 of the agenda (Cost of Education and Supply of Teachers)

but it should also be considered here. Is it better, for example, to have a relatively small number of well selected, well trained and qualified teachers, with the inevitable concomitant of large classes in the schools, or a much larger supply of less well selected and trained teachers and hence smaller classes? Are there any different criteria for people who wish to enter teaching at a later stage of their careers?

Length of Training

23. The problem here is to decide what the "training period" is considered to be. In most developed countries students enter training institutions after completing a full secondary programme and then pursue courses of one, two or three years for elementary school teachers and four or five years for secondary school teachers. In other countries, particularly where there is a normal school programme, selection comes within the secondary system and students may then complete secondary education together with some teacher education or else go on to tertiary institutions. Are there minimum periods for the training of different types of teacher at pre-school, elementary, secondary and technical levels? Should there be any difference?

24. To what extent are the constraints of university curriculum on the one hand and costs on the other dictating the length of programmes irrespective of the real needs in the schools? This question is linked to curriculum but is it linked in the right way? That is, are we saying "We have four years, or three years, or two years for the preparation of teachers. What can we cram into that time?" instead of saying "Here are the tasks the young teacher must be able to do and the facts he must know - how long will it take to provide him with them?"

25. Is it better to think in terms of a relatively short basic full-time period of training, followed by a period of "apprenticeship" involving compulsory further study? If so, is there such a thing as a minimum, basic full-time period within each country?

Needed Research

26. a) Very little is really known about the knowledge and skills required to produce an "effective" teacher. What kind of research is needed here within each country? How can teachers be involved in such research?

- b) What about the evaluation of teacher education? How should this be done? By whom? There is very little good evidence on this issue.
- c) What special problems of length of professional training arise?

Part 2 In-Service Education

27. There are two separate but overlapping problems:
- a) The development of the teacher as a teacher throughout the relevant period of his professional life.
 - b) The preparation of the teacher for promotion within the teaching service.

Compulsory or Voluntary Programmes or both?

28. Teachers are generally recognised to be among the most conservative groups within the community. They are in general resistant to change and if a fundamental task of any education system is to prepare children to live in a rapidly changing society then the teachers themselves must also be prepared for change. How can this be done? This is to imply that teachers should be required to undertake further education as a prerequisite for either retention within the system or for promotion. If it is assumed that there must be a compulsory programme, then,

- a) How frequently should such programmes be required of a teacher?
- b) What are the implications for replacement staffing?
- c) What kinds of salary arrangements, etc., should be made while teachers are being retrained?

29. If, on the other hand, programmes are voluntary, and linked neither to retention or promotion, how should they be financed? Should the employing authority pay for this? Should teachers themselves pay or should there be a combined contribution?

30. Voluntary and compulsory programmes are not necessarily mutually exclusive. For example, compulsory courses may be required for promotion but voluntary programmes could be organised for the development of the teacher. In both cases questions arise in relation to curriculum. What are the advantages and disadvantages in terms of the efficiency of the programmes, in terms of cost benefit and in terms of control?

Institutional Organisations

31. Essentially three patterns have been tried:
- a) Courses offered and conducted by the employing authority within its own institutions.
 - b) Courses offered by other institutions, particularly universities, on behalf of the employing authority or recognised by the employing authority.
 - c) Courses offered by semi-autonomous institutions (like teachers' organisations on behalf of their members), but recognised by the employing authority.

32. Again much the same question might be asked as those raised above relating to compulsory and voluntary programmes. Which is most effective in terms of qualification and efficiency, in terms of cost benefit and in terms of teacher quality?

Course Patterns

33. At least four basic patterns, with variations, have been used:
- a) Full-time programmes conducted during the normal school year with teacher release for block periods of training.
 - b) Part-time, with day release according to a regular programme during the normal school teaching year.
 - c) Full-time during school vacations.
 - d) Part-time at week-ends and or during the evenings.

34. In general, types (a) and (b) have been linked to compulsory programmes of in-service training, usually on the insistence of the teacher organisations, (c) and (d) on the other hand tend to be linked to voluntary programmes. What are the advantages and disadvantages of each of these patterns? If there is full-time release is it best done over a lengthy period like a year or in short sessions of two to three weeks? What are the benefits in terms of efficiency and cost? Can in-service programmes be effectively linked with pre-service?

Curriculum

35. Basically two types of in-service training curriculum programmes may be distinguished:
- a) General courses which cover more or less the same elements as those in pre-service programmes.

- b) Specialised courses related to one or more specific aspects of teacher education.

36. In the case of (a) the problem is initially one of balance and depth. Are both types necessary? If so, for whom are they necessary? Is it possible, as an alternative, to organise module type programmes along the lines of those being developed in technical education? Are there advantages in modules, particularly when certification or promotion is involved? Can they be related, for example, to apprenticeship type of programmes? Are they easy to organise in terms of teacher release or in terms of curriculum?

37. If courses are compulsory, then the onus would appear to be on the employing or certifying authorities to approve curriculum. How should this be done? Who should be involved in determining such curriculum as distinct from approving it? What is the role of academic bodies like universities, of teachers' organisations and of the general community?

Selection

38. If courses are compulsory then there is an element of self selection in that teachers attend courses in accordance with their qualifications, experience and place within the programme. Should this be automatic? If courses are voluntary, but linked to promotion (that is, if attendance is voluntary but if courses must be completed before the teacher may be promoted) then presumably selection must be in terms of minimum academic qualifications and teaching experience. What about eligibility? Who should determine this and how should it be determined? What criteria, other than academic qualifications and interests, should be required (i) for general courses and (ii) for specific courses.

Length of the Programme

39. The Unesco recommendation is that all teachers (except perhaps those beyond a specified age) should have one year of in-service training in every five years of teaching. Is this too much or too little? Should it vary for different kinds and levels of teachers? As an alternative is it preferable to set out a series of modules in length appropriate to the content and then to allow the total length of any in-service programme to be determined by each individual teacher?

Special Groups

40. It is convenient to discuss the education of special groups of teachers under this heading, rather than under pre-service training, although it is

recognised that in some countries, some groups of specialised teachers are selected for training direct from secondary schools.

- a) Untrained or under-trained teachers: Within some education systems, because of the shortage of teachers, students are admitted to teacher education with a very limited academic background: e.g. at the end of elementary schooling or with no more than two or four years of secondary education. Moreover, there is often a huge backlog of such undertrained personnel. What special provision needs to be made for such teachers? Should the emphasis in programmes for them to be on academic and personal development rather than on improvement of their basic skills in the classroom? What is the most appropriate organisational pattern for them? Are they best considered as apprentices, remembering that in many circumstances there are few "master" teacher models for them to follow? What use can be made of educational technology for such purposes? This is really to ask whether the focus of educational technology should be on the teacher rather than on the child.
- b) Teachers of special groups, for example, the handicapped: What is the best programme? Pre-service training or highly specialised in-depth programmes for already trained and experienced teachers? What about teachers of minority groups, particularly when the language of the minority is not the usual language of instructions in the school? What kind of special programmes have to be developed for such teachers? Or should all teachers be trained to handle minority groups?
- c) Counselling and guidance raise another issue. Should personnel for such services be selected and trained as such from the outset or should experienced teachers be selected for training? What difference is made to the curriculum by one decision or the other?

Research

41. Many of the questions raised above can only be effectively answered by well-designed research studies within each country. How can such research be organised and conducted, especially when there is a scarcity of well-trained research workers in education? What can teachers themselves do?

AGENDA ITEM IV: The Teacher Educator

42. It is possible, although perhaps not necessarily desirable, to distinguish at least four groups of teacher educators:

- a) Those concerned with the organisation and administration of programmes of teacher education.
- b) Those concerned with the teaching of academic knowledge and skills relevant to "specific" subjects in the school curriculum.
- c) Those concerned with theoretical issues related to teaching and learning, e.g. with child development, the sociology of education, educational theory and philosophy and the like.
- d) Those concerned with the more strictly professional knowledge and skills of the teacher.

43. Do all these groups need specific training in the problems of teacher education? Do they also need instruction in the methods and techniques of teaching? If so, how should such training be given? Many of the same questions arise here as those already discussed for teachers in training and for in-service programmes. For example:

Institutional Organisation

44. (i) a) Special institutions like the institutes developed by Unesco in the Phillipines and Ethiopia
- b) Within teacher education institutions or universities.
 - c) "On-the-job" learning - the most common pattern.
- (ii) What are the relevant advantages and disadvantages in terms of efficiency and cost benefit? Is there an argument, for example, for "within-institutional training", particularly for those concerned with the presentation of

academic knowledge and skills, especially in universities. This is to argue that academics concerned, say, with the teaching of history or chemistry in universities or polytechnics, are as much part of the teacher education process as are their colleagues in Departments of Education. Is this argument valid?

Course Patterns

45. Should programmes of teacher education for teacher educators be compulsory or voluntary? Should such programmes be offered as a pre-service package before taking up appointment within an educational institution? Alternatively, should such programmes be on an in-service basis regularly provided along the lines suggested above for teachers in the schools.

Curriculum

46. This raises a number of difficulties, in that nobody has really yet satisfactorily worked out what kind of training should be provided for teacher educators of any kind, but it is reasonable to ask a number of questions about this. For example, are the same basic elements involved as in the pre-service or in-service preparation of teachers for the schools (i.e. the development of the teacher educator as a person; acquisition of the basic knowledge, skills and attitudes required for the effective delivery of the curriculum to students preparing to become teachers)? Should the teacher educator be well prepared with knowledge about students and their behaviour, in particular their learning skills, as well as the various psychological and sociological and educational principles involved? Should he himself be a skilled and experienced teacher?

Selection

47. This is particularly relevant in relation to specific institutions of teacher education, but it is reasonable to ask whether selection procedures for the academic staff of universities should not involve questions about teaching skill as well as academic competence. Do similar criteria for selection apply to teacher educators as apply to teachers? If so, how should such selection be done? How can we go about building up a whole research set of such criteria?

Length of Training

48. Presumably this would have to relate to previous training and experience either as a teacher or as an academic or both. Can any standards be laid down or should they be laid down?

Needed Research

49. Just as there is a dearth of knowledge about teacher education itself, so do we lack information about the knowledge and skills required of the teacher educator. What kind of research programmes are necessary and who should carry them out?

AGENDA ITEM V: The Costs of Education and the Supply of Teachers

50. Teacher costs and training costs make up by far the greatest proportion of any recurrent budget. Is this reasonable? In terms of cost effectiveness in relation to stated objectives, are there better ways of spending the money?

51. The question of supply is also involved here. What proportion of the trained manpower of any country can reasonably be involved in teaching? In most industrialised societies, somewhere between a quarter and a third of secondary school graduates become teachers. Is this efficient? Can any industry afford to be the greatest single consumer of its own products?

52. Similarly, questions must be asked about wastage. Drop-out from teacher education programmes and from the profession tends to be high and so to raise the costs. Why should this be so? Is it related to training methods? Or to teaching status and conditions? What can, or should, be done to reduce this wastage?