

REGIONAL CO-OPERATION

Four papers were presented on Regional Co-operation and the record that follows summarises their presentation and the discussion that followed.

COMMONWEALTH CO-OPERATION IN AFRICA

Introducing the Secretariat paper, Mr R E O Akpofure, Director of the Education Division, Commonwealth Secretariat, began by describing briefly the Commonwealth and the work of the Secretariat pointing out that the Commonwealth was a voluntary organization of sovereign states and was basically an inter-governmental organization. He explained that there were developments to include non-government organizations. He stressed the idea that the Commonwealth was a family of nations of equal standing. He spoke specifically on the role, structure and financing of the Education Division.

Discussion of the paper turned first to the Commonwealth Scholarship and Fellowship Plan and concern was expressed concerning the allocation of awards, selection procedures, and those conditions which applied to an age qualification and stated: "Only rarely are scholarships awarded to men or women over 35 years of age, and candidates under 28 are commonly preferred". It was pointed out that this tended to rule out men and women of experience and proven ability. Mr. Akpofure explained that the role of the Secretariat was only to co-ordinate CSFP and that procedures were very complex. He acknowledged the need to streamline these. He explained that the selection was the responsibility of each country and was usually carried out by a body nominated by each Government. He explained that plans had been made to set up a Commonwealth desk in each country and this would help to make communication more effective and information more easily available.

Questioned on the effectiveness of the CSFP scheme which had been in operation for over 20 years, Mr Akpofure referred to several evaluations and procedures to monitor effectiveness including an evaluation in 1971 (Canberra) and an evaluation which was expected in July 1979.

TEACHERS ORGANIZATIONS' RESPONSE TO IN-SERVICE TRAINING IN AFRICA

Mrs Pumla E Kisosonkole (WCOTP Observer) read the paper by Raymond J Smyke, Assistant Secretary, WCOTP. She concluded by detailing other examples of WCOTP involvement in in-service teacher education:

- (a) Training for the secretaries-general of national organizations to improve their standing as executives;
- (b) Leadership training programmes for women teachers - to increase their confidence and ability to play leading roles in teacher organizations.

Mrs Kisosonkole went on to explain that WCOTP had joined forces with the International Planned Parenthood Federation to discuss the need for family life education and the most effective ways of providing it in co-operation with a variety of teachers' organizations, practising teacher trainers,

educational administrators, curriculum developers, family planning associations and other family welfare organizations throughout Africa and Asia. She stressed that it was the policy of WCOTP that every individual should receive an education to prepare for an adult life in as satisfying and responsible a manner as possible.

Mrs Kisosonkole explained that WCOTP co-operated with other Regional Organizations engaged in education and training and mentioned that WCOTP had been invited to be represented on the Board of the Centre for African Family Studies, based in Nairobi.

The Canadian Teachers' Federation (CTF) had had a long involvement with WCOTP and teachers associations in several countries in Africa.

In the International Year of the Child, WCOTP had appointed consultants to advise and co-ordinate programmes and there had been active co-operation between WCOTP and the UN non-government committee on the International Year of the Child.

Discussion turned first to the assistance CTF had given to the Gambia (WCOTP paper). A representative from the Gambia explained that CTF had links with the Gambia Teachers' Union since 1969. The programme for primary teachers lasted four years and was continued by Gambian teachers. In 1978 a similar programme had been established for secondary technical school teachers. CTF was again asked to assist. Five Canadian teachers worked in the following areas: English, Mathematics, Social Studies, Agricultural Science and Science. They worked with Gambian co-tutors and 85 selected teachers were involved on a three week course. All teachers successfully completed the course and were re-employed. During the three weeks there was continuous assessment and certificates were awarded. Priority was given to unqualified teachers who gained this certificate.

Those involved in primary in-service education of this kind completed seven three-week courses at the rate of one a year. Unqualified teachers over 30 who had completed seven courses were to spend one year at training college to become qualified.

It was noted that several countries already included Family Life Education in the curriculum and it was pointed out that Family Planning is a particularly sensitive issue. In Kenya after 4 years of discussion with all concerned, a new subject was about to be introduced called Social Ethics which included Religious Knowledge and Civics.

In reply to a question on the assistance that WCOTP could give to countries where teachers' associations were weak or non-existent, illustrations were given of how WCOTP could help. Experienced people who were known in the country were sent to strengthen or establish associations.

Specific reference was made to the paragraph of the lead paper which referred to the responsibility that teacher unions undertook for full scale upgrading of their members. This was normally the responsibility of Ministries and Governments and thus there was a possibility of conflict. It was explained by several members that the Associations had a role to play in the preparation of teachers for national examinations.

It was noted that all countries represented at the conference had teachers' associations of some kind and thus it was realistic to expect them to have a role in the in-service training of teachers. In some countries the teachers association was completely independent of Government and had all its own facilities.

The place of teachers associations, where teachers were civil servants, was briefly discussed and it was noted that even where this was the case, associations still functioned, although their role in such situations might be purely professional.

IN SERVICE TEACHER EDUCATION IN ASIA

Mr George Mendis, Deputy Director General of Education in Sri Lanka reported on the Commonwealth Regional Workshop on In-Service Teacher Education that had been held in Sri Lanka in October/November 1978.

He stressed the importance of tackling major problems in a concrete way and noted that the problems in Africa and Asia were very similar. He pointed out that educationalists had to demonstrate that education contributes to the development of the nation.

In the discussion which followed the presentation it was noted that the Parents Charter which had been promulgated by the Government in Sri Lanka was available and was a very valuable paper because it focussed attention on the responsibilities parents had in education.

An important issue discussed at length, was how to mobilize parents and utilize them in the improvement of education. Several different ways of involving parents were mentioned including:

- (a) Using schools and colleges to provide courses for parents which gave them support and information useful for their daily life.
- (b) Communicating with parents regularly by means of an end-of-term letter and open days.
- (c) Involving parents on committees which influenced the school curriculum.
- (d) Encouraging teachers to mobilize the support and understanding of parents.
- (e) Using parents to teach crafts and cultural matters in the school.

It was noted that un-educated parents had much to offer. Where groups were not co-operative there were usually good reasons for this. The alienation of parents was usually due to the fact that parents were aware that the content of the curriculum had little to do with what they saw as important. As far as possible, the content of the curriculum should connect with the occupations, interests and values of the pupils' home. It was noted that parents could play a role in the school and did so. Examples were given of involvement in the teaching of vocations, crafts and cultural matters. It was stressed that the school curriculum had to be relevant to the daily life of the whole community.

IN-SERVICE TEACHER EDUCATION IN THE CARIBBEAN

Mr J S Farrant referred to the report of a Commonwealth Regional Workshop held in Barbados in April, 1977 which had been circulated to all member earlier.

He gave some geographical background and statistics on population and explained that the workshop on in-service education was the first in the series which had been requested at the Ministerial Conference. The concern was how in-service education could be developed in a systematic and integrated way.

Mr Farrant briefly reviewed the main areas covered at the Regional Workshop in 1977 namely:

- National Policies in In-Service Teacher Education
- Educational Support Services and In-Service Teacher Education
- Patterns and Methods of In-Service Teacher Education
- Regional Co-operation in In-Service Teacher Education

He referred, in particular, to the idea of teachers centres which were thought to have a valuable function. Centres of this kind were now developing throughout the Commonwealth to assist in curriculum development and the in-service education of teachers. The pattern varied according to the needs, aims and objectives of each country. He explained that the need had been felt to re-think traditional forms of teachers education, which many countries still practise, because the needs of each country could not be met in this way. Thus at the conference in the Caribbean, an examination began of other ways to train teachers.

Mr Farrant explained that, although the 68 recommendations made in the Report were specific to the area, they deserved examination and might well have wider application. He urged the members of the workshop to limit their recommendations so as to give them weight and requested the groups to deal with three specific targets:

- (a) International organizations
- (b) Governments
- (c) Educational institutions

He concluded his presentation by explaining that a publication would be produced which reviewed the series of Commonwealth Workshops on in-service teacher education.

but even in one nation, account must be taken of social, ethnic and neighbourhood groupings within the nation. New approaches to schooling are very likely to seek to change the existing structure of opportunities. A laudable and increasingly popular concern of planners is the increase of "equity". Schemes to achieve this will certainly disturb people - even the people they are designed to help. It is clear that such plans should be explained as fully as possible. Teachers will have the task of implementing such plans and in-service teacher education programmes are an important avenue for expounding them.

Motivation as a Feature of Effective In-Service Teacher Education

Teachers are people. They are just as much individuals as the pupils on whom they have for long been exhorted to centre their attention. People will not change their behaviour simply because they are told to do so. In-service teacher education must try to take account of what seems to motivate the teachers to change.

One very important motivator we are all aware of is the teacher's own career aspirations. In-service teacher education need not always lead to promotion but pursuit of certificates, diplomas and degrees is not necessarily inimical to improvement of the quality of education - as is sometimes quite unrealistically suggested. If improved salaries and status do in fact go with the acquisition of such qualifications, it is at least unrealistic (if not silly and hypocritical) to expect teachers to be above such considerations.

In deciding the kind of in-service teacher education that teachers will accept, experience in England in recent years points clearly to the importance of consultation. Teachers respond better to in-service teacher education which takes account of their own expressed wishes, of their own assessment of their own daily problems in the classroom and of their evaluations of the courses of training that are provided for them. It is, of course, questionable whether very young, poorly educated and untrained teachers in service are able to decide what training they need. But it is part of the important process of building confidence, independence and self-respect to consult people even at the lower end of the scale of professional qualifications. It has been wisely noted that such teachers - unqualified though they are - often give service as good as, or better than that given by those who hold the best formal qualifications. Their views must be respected in arranging in-service programmes. These considerations suggest that effective in-service teacher education will be individualized, local, relevant and above all practical.

From their in-service training, teachers should get materials, ideas, methods and techniques which will help them to do their job in the classroom better. And this must take account of their own perceptions of the job they have to do. There may well be some tension between what teachers themselves want and what their employers or the government think they need. Such a case calls for a lot of discussion and negotiation and these may themselves be crucial elements in an effective in-service teacher education programme. If teachers are not adequately informed and properly persuaded concerning the nature of the training provided for them it seems obvious they will not benefit from it as they should.

How this process of negotiation is conducted will be largely determined by the attitudes held towards each other by the various parties involved. If the officers of an employing authority which provides in-service teacher education look upon teachers generally as ignorant, idle and irresponsible,

they may well see their function in terms of directing, watching, inspecting, rewarding and punishing the teachers in their charge. On the other hand, if the teachers are generally thought to be willing, responsible, conscientious and independent, then the authorities providing the training are likely to see their own functions more in terms of assisting, supporting, encouraging and - most importantly - of collaborating and participating.

The Content and Modes of Effective In-service Teacher Education

In-service teacher education should be practical. This does not mean that there is no room at all for the study of theoretical aspects of education. It is worthwhile for practitioners of any trade or vocation to consider as deeply as possible the philosophical, psychological, sociological and other aspects of their work. For example, without some attempt to grapple with the meaning of political or ideological statements of educational purposes it is unlikely that teachers will understand their implications for their practice of teaching. But experience and research suggest that such theoretical study tends to be more highly valued by professionals after they had had some practical experience and perhaps when they are older rather than younger.

An effective system of in-service teacher education will exploit many different modes: various institutions, various types of staff, various kinds of programme - workshops, seminars, conferences and even on occasion lectures. But the most important agents will often be the teachers themselves. They can both plan and conduct their own training activities. Hierarchy is a fact, however, and the appropriate stimulus and encouragement for teacher-directed activity in this field will almost certainly have to come from the top. In a centralized system - the commonest kind - the people at the centre (which is also the "top"!) have the power and responsibility to provide this kind of stimulus. The most important locations for in-service training are teachers' own schools. Not only the ones the trainees themselves are working in but also those of their colleagues.

Since there is no single "correct" solution to the problems that in-service teacher education should seek to solve, the more varied the approaches that teachers can observe, study and discuss the better. Teachers are isolated in their daily work - even when they share the same classroom at the same time! It is a common experience for teachers in all countries to find themselves alone with 40-odd pupils for the whole of their career, apart from inspections, troops of visitors and the stream of petty interruptions to their teaching that plague most of them. Teachers do not often see other teachers at work with opportunity to discuss techniques and strategies in order to try and discover why some succeed and others don't.

In-service teacher education should provide for such experiences. Like many other aspects of this work this one is a sensitive matter. Perhaps only the most confident extroverts can be relied upon to welcome such observation though it is commonplace for surgeons, actors and hairdressers. Most teachers feel vulnerable under observation and appropriate allowances must be made for their anxieties. Even experienced and qualified teachers are often reluctant to admit student teachers to their classrooms to see how they teach. Tutors in pre-service colleges are well aware of the need to handle the teaching-practice situation with tact and courtesy. Such care is even more necessary when persuading teachers to allow their colleagues to see them at work. And especially so when the purpose of the observation is to discover how that way of working might be improved. It can however be a fruitful experience and should figure in training schemes. It is the basis of the "workshop" approach which has rightly become popular in recent years. In a

workshop teachers, trainers, advisers, administrators and head teachers can come together to discuss, prepare and try out materials that they will actually use in their own classes as soon as possible.

I have mentioned the need for discussion. It seems to me that talk - exchange of words - many words - with a concomitant struggle to understand each others' meanings deserves an important place at all stages of the process of in-service education. All this talk takes time. While it must not be allowed to drag on until people are bored with "mere chat", it must not be so rushed that they are left feeling they have not had enough chance to put their own points of view or to question others. The conduct of such extended discussion demands skills. Skill in this will be especially necessary if, for example, the participants hold different ranks in the hierarchy or if local custom prohibits comment by young men in the presence of their elders or by women in the presence of men. The encouragement of frank and courteous expression of honest opinions an important element of effective in-service teacher education.

Co-operation as a Feature of Effective In-service Teacher Education

These considerations indicate the importance of involving many agencies other than just the teachers in the process of in-service education. By "involving" is meant bringing together teachers, head-teachers, supervisors, inspectors, administrators and trainers of all sorts in meetings at the planning stage, to design courses, to decide methods of evaluation and so forth. In particular, universities, colleges and ministries must be more closely involved together than is usually the case. Perhaps one should add also that the school pupils themselves - especially if they are adults - might reasonably claim to have a point of view worth considering how their teachers should be prepared for the task of teaching them.

The agencies that can provide training are many and varied. They have been fully listed and their functions described at previous conferences and workshops in this series and in publications of the Commonwealth Secretariat. I shall comment on one or two of them.

The universities are one important source despite the severe criticisms made of their supposed baleful influence on such a "practical" sphere of activity as teacher-training. They remain the chief agency for affording opportunities for deep study and reflection on the theory of education. Here above all is the place for the relatively leisured consideration of the biggest and broadest issues of this sort. At least some teachers should have the chance to attend universities to pursue in depth such issues as values, theories of learning, politics, culture and ideology which were mentioned earlier as defining the complex context of education.

I appreciate, of course, that such opportunities make heavy demands on teaching staff and especially so when there is an acute shortage of those with the highest academic qualifications. To urge this kind of training also smacks perhaps dangerously of elitism. The system established for the release of teachers is one of the most difficult aspects of providing in-service teacher education, and not least difficult is its "political" implications with the serious risk of being condemned as unfair - especially by those who are worthy candidates but who do not get the coveted opportunities the system offers. I can only hope that the "right" people are chosen for these courses of study but I am sure that some should be. And, of course, even at a university a course of study is not necessarily simply theoretical! The line between theory and practice is often difficult to draw.

Follow-up as a Feature of Effective In-Service Teacher Education

This brings us to the important matter of follow-up. In-service teacher education should go on for ever! In the past twenty years considerable money has been spent by at least one aid donor in transporting "experts" to other countries to conduct three or four-week seminars or summer schools for teachers. These have been worthwhile ventures so far as they went. But a serious weakness in many of them was the lack of a programme of supervision and further consultation afterwards. Ideas can very valuably be disseminated at short courses and these seminars have always afforded valuable opportunities for teachers to get together informally for discussion which they too rarely have the opportunity for at home. But courses need to be followed up in the participants' schools and classrooms. Teachers need to have the chance to meet again to talk over the implementation of the ideas gathered from the course or seminar.

Evaluation as a Feature of Effective In-service Teacher Education

How can we know if our in-service teacher education is worthwhile? Fundamentally of course this is a question of faith in the human values one seeks to pursue. But we are obliged to consider the cash-benefit relationship, too. Even in these terms it is a difficult and uncertain matter. Obviously these programmes must be designed and conducted with a careful eye on money. Resources are scarce and must be used as economically as possible. In a country where 40% of the primary school children have to sit on the floor because of lack of school furniture it is wrong - perhaps wicked - to spend carelessly on a programme of teacher-training. Only crude measures are available to assess the cost-benefit of, for instance a "sandwich" course of teacher-training as compared with a conventional, continuous two-year course. Such measures must be used, of course, with due regard to their limitations and we need administrators to guide us in the matter. (I write as a teacher.)

But other ways of "evaluating" are available to us to help us try and improve, continue or abandon our in-service teachers' courses. In the first place we must ask the teachers themselves what they think of them. The trainers must also give their opinions, and follow-up visits will also help to give some idea of how the schemes are going. Ultimately the test of this work is in the learning that children achieve as a result of the courses, seminars, etc. Here, too, judgements will usually be matters of faith rather than fact. What actually leads to a particular bit of learning is usually impossible to identify for sure. But attempts ought to be made to discover whether learning by children is occurring "better" after an in-service training experience than it seemed to be before. It would be too much to claim that a mere feeling of enthusiasm among the teachers was sufficient testimony to the value of a course, but it is surely an important feature. Related to this may be a feeling that all the participants were sharing in a worthwhile effort. This too may be a good sign.

Whatever form of evaluation is used it must be acceptable to those involved. Evaluation is another threatening experience. In some countries the mere question of access to in-service teacher education may provoke fears in this connection - training may not even be made available to 25% of the teachers in service because they are judged to be unlikely to benefit from it. If teachers are allowed to have in-service training, then it must be made clear to them what the consequences of evaluation will be. Is it for the purpose of up-grading - and therefore more salary? Or is it, as I have implied in much that I have written here, for the purpose of helping teachers to teach better?

These considerations might well be seen to be in conflict. Teachers might be prepared to be more honest and open in confessing their problems - those that might be improved by an in-service training course - if there was no risk to chances of promotion in doing so. Modes of evaluation carry the same potential dangers and they therefore need to be talked through as fully as possible before they are used.

In-service teacher education is perhaps as much a matter of building confidence as it is of inculcating new pedagogical skills.

Organization as a Feature of Effective In-service Teacher Education

Finally, I wish to emphasise a relatively mundane matter: in-service teacher education must be properly organized. Participants must be clearly informed of such details as where and when they are to attend, and meetings should occur at the times and places arranged. If a course is residential and at some distance from the teachers' homes it is important that proper arrangements for sleeping and feeding are made. There is obviously nothing wrong with teachers and others being expected to fend for themselves in such matters - so long as they know this is expected of them. Such basic matters of administration are very important to the success of training schemes. And they are not so simple and trivial as they might seem to people who have plenty of experience of organizing. Efficient administration is an important part of any teacher's skill and I think it is likely that a good example may be given by the way in-service teacher education is organized which may exert a good influence on the teachers who observe it.

Even the best organized occasions can have their failings, of course! Teachers need to be flexible in their response to such things. As I write I have heard of a well-prepared course involving a variety of expatriate and other expensive resources. They have all spent weeks conscientiously preparing a three-week course for secondary school teachers. The day they assembled for the course they learned that their students would be primary school teachers and that the course would end early because of parliamentary elections. We cannot always avoid such calamities: as I said at the beginning, we must do what we can. There is plenty that we can do and no shortage of ideas about how to do it.

COMMONWEALTH CO-OPERATION IN AFRICA

Rex E O Akpofure, Director Education Division, Commonwealth Secretariat

The Commonwealth Today

The Commonwealth is a free association of states, one of the world's strongest voluntary international organizations. In February 1979 it had 40 members ranging from several hundred million in population to a few thousand. They include some of the world's richest nations and many of the poorest.

The Commonwealth contains people of many faiths, races, languages and cultures linked through shared traditions and the belief that their interests are served by partnership. Among member countries English is the common language, and ideals about human rights, law, education and government are shared. These beliefs are enshrined in the Declaration of Commonwealth Principles (a copy of which may be obtained from the Commonwealth Secretariat).

All Commonwealth nations believe in and work for the success of the United Nations. The overwhelming majority of them belong to other regional or world-wide international associations, economic or political, Commonwealth membership is not an alternative, but a complement, to forms of international co-operation.

The summit of Commonwealth relationships is the meeting of Heads of Government, held every two years. Other Ministers - finance, law, health, education - also hold regular meetings, to help formulate policies and to advance the interests of their own nations and the world at large. The central body for co-operation between Commonwealth Governments is the Secretariat, established in 1965.

Governmental co-operation in the Commonwealth is crucial, but by no means everything. There is also a massive network of relationships between organizations and individuals in Commonwealth countries, more intimate and friendly than in any other international group of such diversity. The Commonwealth, world-wide, is a framework for friendship, frank speaking and mutual understanding.

Julius Nyerere summed up the essence of the Commonwealth and the value of the co-operation which it can generate when he said, "The Commonwealth is people meeting together, consulting, learning from each other, trying to persuade each other and sometimes co-operating with each other, regardless of economics or geography or ideology or religion or race. It is this which makes the Commonwealth valuable".

Commonwealth Co-operation

(a) The Commonwealth Secretariat

The Commonwealth, through its Secretariat, is active in a variety of fields. Apart from its regular budget, the Commonwealth Fund for Technical Co-operation (CFTC) is the

largest and best known. It is a voluntary pledging fund and is administered in three main divisions;

- (i) General Technical Assistance
- (ii) Education and Training
- (iii) Export Market Development

Co-operation in Africa also takes place through the Commonwealth Science Programme, the Youth Programme, the Commonwealth Scholarship and Fellowship Plan (CSFP) and the Southern Africa Programme for Zimbabwe and Namibia. Functional Divisions in the Commonwealth Secretariat such as Rural Development and Food Production, Health, Economics, Law and Education are also deeply involved in co-operative activities.

(b) The Commonwealth Fund for Technical Co-operation

The General Technical Assistance Division of CFTC has been active in Africa in a variety of specialist fields through the recruitment and support of experts and advisers requested by member governments in Africa. Through this programme, for example, correspondence course writers have been recruited for the Botswana Extension College and the Lesotho Distance Teaching Centre, and an evaluator of correspondence material has been employed for the past two years in Lesotho. In the same way the Mauritius Institute of Education requested, and was provided with, an expert to set up a micro-teaching unit and another expert to develop the printing facilities required by the Institute.

The Education and Training Programme of CFTC is responsible for funding many of the seminars, workshops and conferences that are organized by the Education Division of the Commonwealth Secretariat. It is also the channel for assisting countries who have personnel in key posts for which further training or experience is necessary. In this way teachers have been enabled to attend training courses which provided them with such basic skills as to enable them to take responsibility for schools broadcasting, establish audio visual aid centres or set up production centres for instructional materials. Study visits have been arranged for persons newly appointed to posts of responsibility to enable them to see successful programmes in other developing countries where conditions are similar to those in their own country.

The Commonwealth Scholarship and Fellowship Plan has benefited all Commonwealth teachers. Through it, graduates are nominated by their country for places at a wide range of Commonwealth universities to undertake postgraduate studies. At present, more than 1,000 places are provided each year, but Ministers for Education have called for more so as to increase the number to 1,500 awards throughout member countries.

(c) The work of the Education Division

The work of the Education Division of the Commonwealth Secretariat is determined largely by the recommendations made by Commonwealth Ministers of Education at their triennial meetings, the last of which was held in Accra, Ghana, in 1977. With its small staff of

seven professional officers working under a Director and Assistant Director, the Education Division is currently engaged in programmes covering the fields of teacher education, educational media, universal primary education, science and mathematics education, technical education, non-formal education, curriculum, examinations, higher education, educational administration and book development. In addition to this, the Education Division is engaged in a programme of teaching about the Commonwealth through its varied activities and through the materials it produces and distributes to Ministries of Education regularly, and especially for Commonwealth Day now held on the second Monday of March each year.

In recent years, the Education Division has undertaken a number of programmes related to teacher education, of which this present workshop is but one. Studies have been commissioned to investigate alternative approaches to the training of teachers and a Handbook on In-service Teacher Education, has been published.

At the invitation of the Federal Government of Nigeria, the Division provided assistance and advice on its preparations for Universal Primary Education which was launched in 1976.

In 1973, a Specialist Conference was held in Nairobi concerning the training of teachers in developing countries of the Commonwealth. This was followed by three other Pan-Commonwealth Conference in subjects related to teacher education. The first of these was held in New Zealand in 1975 on the development, production and distribution of materials for learning and teaching. This was followed in the same year by a conference in Australia on educational broadcasting for development.

The most recent specialist conference was held in January 1979 in India to examine the problems of non-formal education for all those who fail to get into the formal system of education or who, for various reasons, drop out from it. The main concern therefore was for women and girls in developing countries and for the educationally deprived who are sometimes described as the 'drop outs', 'push outs' and 'left outs'. The role of teachers in non-formal education is an important issue, not only in Africa but worldwide, and the conference emphasized among other things the training that is needed for teachers and other agents involved in non-formal education. The report of the conference will be published in August of this year.

Recently a survey was conducted to examine progress towards universal primary education throughout the Commonwealth and a regional seminar for Africa will be held in Lesotho in February 1980.

In Science education, workshops in Tanzania, the Bahamas and Papua New Guinea have been held on the production of low cost science teaching equipment.

In book development, workshops have been organized in India and Nigeria and a six-week training course was arranged in Guyana in 1977. It was following an advisory visit by a member of staff that the Nigerian Book Development Council was set up.

In educational administration, training courses of ten weeks duration have been arranged in Fiji for the Pacific region and in Nairobi for Africa.

Support for technical education throughout the Commonwealth has been provided by regional seminars, the setting up of the Commonwealth Industrial Training Experience Programme (CITEP) and the recent formation of a Commonwealth Association of Polytechnics in Africa.

The Future

The next Commonwealth Education Conference will be held in Sri Lanka in 1980 and Ministers for Education will be determining their educational priorities which form the basis of the work programme of the Education Division. It is likely that recommendations will be made to enter into the fields of non-formal education and special education. Similarly, the increasing cost of formal schooling is likely to be re-examined and possible alternatives investigated, together with studies as to how costs can be reduced. To this end, a series of regional meetings is already planned to examine ways and means by which low cost instructional materials can be developed.

The future of Commonwealth co-operation depends on this form of dialogue and consultation which has been a feature of our interaction so far. Increasingly, the Commonwealth is exploring avenues of greater collaboration with other international organizations such as the OAU, ECA, IBE, UNESCO, UNICEF, WCOTP and L'Agence de Co-operation Culturelle et Technique for the benefit of the people, not only of Africa, but also of its other regions and continents. Given the background of common institutions even where local adaptations and other changes have taken place, the informal nature of Commonwealth consultation and co-operation, with its unique flexibility in accommodating new ideas, has continued to hold out the hope to its members of growing co-operation, not merely in our own field of education but also in health, finance and economic affairs, agriculture and science policy and in administrative matters. In this way, though its resources are limited, its contribution to the international order is increasingly recognized in the counsels of the nations.

TEACHERS' ORGANIZATIONS' RESPONSE TO
IN-SERVICE TEACHER EDUCATION IN AFRICA

Raymond J Smyke, Assistant Secretary, World Confederation of Organizations of the Teaching Profession

Project Overseas

In 1962, the World Confederation of Organizations of the Teaching Profession was confronted with a situation that led to its being involved in in-service training in Africa. Since then, such training has gone beyond Africa to Commonwealth countries in Asia, the Pacific and the Caribbean.

Shortly after the first Addis Ababa Conference of Ministers of Education, it became apparent that while universal primary education by 1980 was an established policy, in actual fact increasing resources available for education were being channelled to secondary and higher education. In 1962, the then Vice-President of the Nigeria Union of Teachers, Canon (now Archdeacon) E O Alayande, visited North America and among the discussions held with WCOTP, he outlined the pressures being exerted on his Union by underqualified primary school teachers who, with the advent of better qualified personnel coming into teaching, were actually falling further and further behind in pedagogical skills because of the lack of in-service training. At that same time, primary in-service training was not a major policy in most English-speaking countries in Africa. The problem was subsequently taken to the then General Secretary of the Canadian Teachers' Federation and a response was devised, in co-operation with WCOTP, that took on the nature of an ongoing programme within the CTF called "Project Africa".

The CTF was prepared to send qualified practising teachers and teacher trainers with a minimum of ten years of experience to take part in short in-service training courses in African countries, provided the local arrangements were made through existing teachers' organizations.

Teachers' unions agreed on the venue and selected participants from unqualified or underqualified Union members to be assembled for a minimum period of three weeks for intensive upgrading. A key factor of the plan was that an equal number of African tutors should work with the expatriates and that, in all instances, the course director should be an experienced African tutor named by the Union. The content, in the first instance, stressed English, mathematics, science, methodology and preparation of locally made materials. A certificate of participation was awarded to those who completed the course. Costs were kept to an absolute minimum since the Canadian tutors gave of their time without charge during vacation periods, and their travel and accommodation costs were paid by the Canadian Teachers' Federation through its affiliates in the Provinces. The CTF was fortunate in that it was able to draw on the experience of a relatively large pool of teachers who had experience in Africa, either as colonial civil servants or on a contract basis and who themselves in many instances were "new Canadians". WCOTP undertook the orientation of the groups going to Africa as well as the co-ordination of all aspects of the

programme in Africa.

Project Africa touched a responsive cord. Requests for similar courses were received from a number of English-speaking Commonwealth countries. In the second year, Malawi was added to Nigeria and the course director was the present Minister for Education, the Hon. Insk Matenje, then an experienced primary school headmaster.

The programme steadily expanded. Where necessary it took on different aspects of training, including teacher organization, management and administration; but the basic concept of in-service training remained. From under-qualified primary school teachers, it subsequently embraced the secondary level and in some instances teacher training institutions. The Canadian Teachers' Federation consolidated its work and renamed it "Project Overseas". It became necessary for a department within the CTF to be established, called the "International Development Assistance Programme". In 1978, they sponsored summer programmes in 13 countries, namely: The Gambia, Ghana, Mali, Nigeria, Togo, India, Thailand, Velize, British Virgin Islands, Grenada, Jamaica, St Vincent and Fiji. French-speaking capability in the CTF permitted expansion into French-speaking Africa. As a typical example, during 1978, 76 participating Canadian teachers taught courses to their colleagues abroad in language, arts, maths, science, school administration, pedagogy, English as a second language, geography, business education, industrial arts and others.

It is interesting to note the administrative and cost factors involved. During the same year - a typical year - 1877 teachers in the tropics participated in the in-service programmes at a Project cost of C\$5,43 per teacher student per day. Assuming that each teacher participant had a class of 35 children, 65,696 children abroad benefited during the academic year alone from the upgrading their teachers received. An important factor to the CTF is that, as a result of the project, there are about 3,000 Canadian children being taught by teachers who have a fresh view of the world in which we live and consequently integrate this view into their classrooms. Implied in all this is the raising of teacher status at home and abroad and reinforcing the international linkage of the teaching profession.

Project Overseas also included a two-year programme with the Ghana National Association of Teachers for book development. As a result, 43 manuscripts were written and illustrated by GNAT members for use in Ghana classrooms. These manuscripts have been printed and are now being tested. Leadership training is another part of the work of the CTF as well as the provision of full-time consultants for a short period to strengthen the internal administration of teacher unions.

The total 1978 programme had a cash budget of C\$648,406 of which Canadian teacher organizations provided C\$183,194. The balance of the funds came from the Canadian International Development Agency. The CTF has a membership of 215,000 and the cost represented 90 cents per teacher.

While the Canadian experience is mentioned in some detail because of its relevance to the Commonwealth, it should be pointed out that since 1968, under the impetus of WCOTP, three Swiss teacher unions have formed a consortium to carry out similar programmes in a number of French-speaking countries with emphasis on Cameroon, Mali Senegal and Zaire. Sweden has also become active, particularly in early childhood education, home economics and vocational education.

National Education Association

Early in the 1960s, the National Education Association of the United States carried out significant in-service training in Africa under large scale grants from the United States Agency for International Development. This did not stress teacher union involvement but was more of a government to government programme.

An interesting fact in all of this in-service training is the insistence that the teacher unions undertake responsibility for the full scale upgrading of their members with their own programme and budget at the earliest possible time. This has already been accomplished in a number of countries. The representative from The Gambia can attest to the fact that The Gambia Teachers' Union in-service training is now required for entrance into the teaching service of that country.

Conclusion

This brief paper has tried to show a slightly different facet of in-service training. In overall cost and manpower it, of course, cannot be compared to the undertakings of governmental and inter-governmental agencies and indeed it is not intended to duplicate or in any other way preclude regular in-service training. Rather, it hopes to establish and implant the lesson that self-help in this field is possible. It has been amply demonstrated during the fifteen years the project has been operating. All indications are that it will continue. While it is a teacher to teacher response within the framework of WCOTP, in each instance it is carried on with the full knowledge and helpful co-operation of the ministries of education concerned.

OFFICIAL SPEECHES

SPEECH OF WELCOME BY THE HONOURABLE SENATOR CANON D.P.S. DLAMINI,
MINISTER OF EDUCATION, SWAZILAND

On behalf of the Government of Swaziland may I say to all our visitors from overseas "Siyanemukela lapha kaNgwane," which is to say "Welcome to the Kingdom of Swaziland." We hope that you will all have a very enjoyable and profitable stay here in our beautiful country. I hope that you will be allowed time from your deliberations to see something of the life and culture of our country. I understand that you will be paying a visit to our local game reserve and will also be entertained by traditional singing and dancing. As brothers and sisters in the Commonwealth of Nations, I hope you will feel at home here and take back pleasant memories of your brief stay in our country.

When the Commonwealth Secretariat invited us to host this workshop, we were honoured that our small Kingdom should be asked and were delighted to accept this responsibility. The Commonwealth Secretariat is active in many fields, of which education is one and we are very pleased to welcome the Director of the Education Division, Mr Rex Akpofure.

Perhaps at times the benefits of membership of the Commonwealth may seem intangible, but today we have the opportunity to see one of the many facets of the Commonwealth in action. Many of the Commonwealth African countries are represented. So too is the Asian region. Although we all have our own languages and culture, membership of the Commonwealth binds us together.

The theme of the workshop is In-Service Teacher Education. This is a vital part of the educational structure of any country, and one which we are all striving to improve. This workshop will give you an opportunity to discuss common problems, to share ideas, to hear of other countries' solutions and perhaps failures. I hope that the atmosphere of the workshop will encourage you all to speak freely and frankly about this particular area of education.

I would like to quote to you from a Mathematics Teachers' Magazine the recollections of an experienced teacher, looking back on her early days of teaching in England.

"I can remember myself as a new teacher quite clearly; the slight shock of going into a classroom with a number of pupils and the door being shut. At least that was one of the ways in which I viewed it. I do not think I saw the freedom as an opportunity to develop my own ideas or ways of working. I did not see the isolation as a challenge to find paths of communication to my fellow teachers. I did not see the walls as a barrier to be breached so that what one did in the classroom was meaningful in terms of the mainstream of life. For a variety of reasons, I did not enter the teaching profession with an overdose of self-confidence.

I remember I used to think that all the other teachers knew what they were doing and it was only me who had difficulties. Then one day, when attending a course I started to compare notes with another mathematics teacher in the coffee queue. I could hardly believe it. We both had so much in common, the same difficulties, anxieties and problems. It dawned on me - I wasn't the only idiot. Perhaps many of us really feel the same way. It is just that we seldom have the opportunity to meet and talk to one another on neutral ground with anxieties lowered."

Here in Swaziland we have a tradition for long distance running. You may have heard of the book entitled 'The Loneliness of the Long Distance Runner'! Many teachers must feel this loneliness especially in the vast, thinly populated countries that some of you represent. Swaziland is a small country and yet some of our teachers in the more remote areas hardly ever see a visitor. It is vital to a teacher's professional progress that he or she has the chance to meet and discuss problems and learn of new developments. Gone are the days when the time spent at university or college of education was considered to be sufficient to produce a proficient teacher.

I am sure we all agree that this formal period of a teacher's life is only the beginning of his or her development as a teacher. Today we see so much around us that is pre-packed, pre-cooked, convenient, instant but nobody has yet produced the "instant teacher" and, I suspect, never will. The proliferation of materials, apparatus and technological advances means that a teacher must always be choosing, modifying and developing that which he or she considers the best for the local situation.

In common with many developing countries, Swaziland has embarked on the development of new curricula at both Primary and Secondary levels. In the decade since independence the number of pupils receiving full-time education has expanded enormously. No longer are we educating an elite few. Our hopes are to have Universal Primary Education by 1985. This puts tremendous pressure and responsibility on our Curriculum Development and In-Service manpower. But it is an essential task and one which must be done thoroughly and well. Our educational system must meet the needs of the Kingdom in terms of manpower, the attitudes of future citizens and the preservation of our culture and language. These challenges, I am sure, are common to many of the countries represented here today. For this reason I welcome the opportunity that this workshop will offer.

I understand that you will visit one of our In-Service Projects at the William Pitcher Teacher Training College, and of course here at the Swaziland International Education Centre facilities exist for people to obtain academic qualifications through correspondence courses.

My life has been devoted to the work of the Church, but recently His Majesty, King Sobhuza II requested me to head the Ministry of Education. I see the work of the Church and the schools as complementary. Both are endeavouring to develop our people into complete persons in mind, body and spirit.

Mr Chairman, I wish this workshop every success during the next two weeks and have great pleasure in declaring the workshop officially open. Thank you.

ADDRESS OF RESPONSE BY THE COMMONWEALTH SECRETARIAT REPRESENTATIVE:

MR. REX E.O. AKPOFURE, DIRECTOR, EDUCATION DIVISION

It is my privilege to bring you this morning the warm greetings of our Commonwealth Secretary-General, H.E. Mr. Shridath Ramphal, on this happy occasion of the opening of the Commonwealth Regional Workshop for Africa on In-Service Teacher Education. I do so with a special satisfaction because the occasion fulfils for me, for the first time, the hope which I had nurtured for some two years since taking office, to visit this part of our Commonwealth.

My pleasant duty therefore this morning is first to greet you all, to tell you something about the modern Commonwealth of Nations and what it represents, to illustrate briefly its efforts through its Secretariat and this workshop just opened by our Guest of Honour and to thank all those through whose efforts it has been possible for us to meet here this morning.

The Commonwealth and Co-operation in Action

Hon. Minister, the greetings I bring you from the Secretariat in London symbolize the hand of fellowship and co-operation which marks our Modern Commonwealth, now an Association of 40 member countries as far apart as Asia and Africa, the Pacific and the Caribbean and Europe. And although it is a voluntary Association of Sovereign Nations, its bonds of common history and traditions and the principles re-stated in its Declaration of Singapore of 1971, have steadily guided its co-operation and consultation. Today's Commonwealth seeks, inter alia, to promote co-operation in a world order in which Commonwealth countries can participate meaningfully, with dignity and mutual respect, irrespective of differences in size, resources and development. It is based on the willing support and contribution of our member states, expressed through occasions such as this one. Indeed, Hon. Minister, only yesterday in the Commonwealth Caribbean, the Government of Barbados also inaugurated for us, with similar resources, a 9-week regional course in Educational Administration and Supervision. That inauguration and your own this morning of this workshop, are a reassuring testimony both of Commonwealth activity and especially of the support and contribution of our member Governments - evidence of the value they attach to the Commonwealth Association and we are justly encouraged by that evidence.

Sample Activities

Encouraged by such support, the Commonwealth through its Secretariat, is increasingly, active in a large variety of fields. In Education, in Economic Affairs, through Trade and Industrial Co-operation, in Health, Law and Finance, in Youth Affairs, in Science and Rural Development - in all these fields, to name only a few, Commonwealth Ministers and their officials are in constant consultation which encourages a two-way flow of co-operation. Through the mechanism of the Commonwealth Fund for Technical Co-operation (CFTC), the Commonwealth Fellowship and Scholarship Plan (CSFP), specialized regional programmes such as the Commonwealth Southern Africa Programme for Zimbabwe and Namibia, through many schemes for the exchange of persons and expertise, the Commonwealth is assisting member states to improve the quality of life of its peoples, in a world in which material inequalities are perhaps the greatest threat to stability today. These many activities seldom achieve the distinction of international headlines; yet they are recognized as valuable, based as they are on a free and voluntary contribution, by member states.

Education and this Workshop

It is against this global background that our educational co-operation must be seen. This workshop is the last in a series recommended by Commonwealth Ministers of Education since their Kingston Conference of 1974. The first was held in Barbados in 1977; the second in Sri Lanka last year. In the present one, we shall be examining ways and means of implementing policies and practices identified from previous workshops in this area of In-Service Teacher Education. Through our experience in your country, we hope to take away a better understanding, a better ability to co-operate, and a better appreciation of those cultural values which all teacher education must take into account, if education is to attempt to prepare students for life wherever it is provided.

The Political Will

In all these efforts, Hon. Minister, we recognise that it is the Political Will of each member Government to grapple with problems identified and to move with determination towards solutions, that gives these conferences and workshops any meaning. The major responsibility for action rests with our Governments and the determination to mobilize their national resources and draw on international opportunities marks the way forward. Without that will, all our recommendations and solutions are merely as "sounding brass and tinkling cymbals". This is why we are particularly glad that you are inaugurating our workshop this morning, because through your presence, we are encouraged to look forward to the will to action, undoubtedly with realism and counting costs carefully.

Acknowledgements

Finally, Mr. Chairman, Hon. Minister, Distinguished Ladies and Gentlemen, it remains for me to express our gratitude to our Host Government and people of this Kingdom of Swaziland for their welcome and hospitality. I do so through your goodself, Hon. Minister, and specially do thank you for the honour of your presence, in spite of your urgent Cabinet duties this morning, in order to open our workshop.

We wish to thank also your Permanent Secretary, Director of Education, the Principal, Project Leader and Staff of this Education Centre as well as other national agencies in evidence, such as the Royal Swazi Airlines and others, for all the facilities made available to our participants from so many Commonwealth countries.

You, our guests, have honoured us by your presence today and we thank you for your support. Our observers from UNESCO and WCOTP who are our "old reliables" also deserve our thanks for their continuous co-operation.

Our Consultants, Mr. Jones from the U.K., Mr. Kinyanjui from Kenya, and our Asian regional representative at this workshop, Mr. Mendis from Sri Lanka, have all enabled this workshop to retain a pan-Commonwealth perspective and I thank them all. I specially thank our consultants for preparing our lead papers and for being able to attend our workshop at short notice.

To you all, too numerous to mention by name, we offer on behalf of the Commonwealth Secretariat our grateful thanks. We invite you to share with us during the next ten days, this exchange of experience and the search for ways and means of implementing policies and practical programmes in teacher education based not only on African experience but drawing from our own total Commonwealth wisdom in tackling an old problem in a new context.

SPEECH BY THE HONOURABLE DEPUTY PRIME MINISTER
SENATOR B.M. NSIBANDZE AT THE CLOSE OF THE WORKSHOP

It seems only yesterday that this important workshop was officially opened by the Hon. Minister of Education, Senator Canon D.P.S. Dlamini. Because of the importance we all attach to this workshop, the Minister for Education has kept all his Cabinet colleagues informed of progress. Consequently I have been asked to come and perform the official closing on behalf of His Majesty's Government.

Swaziland, like all its colleagues in the Commonwealth fraternity would like to congratulate the Commonwealth Secretariat for their responsiveness to the needs of member countries and for the guidance and the promotion of a vast network of personal contacts between the various professional groups. I am certain that during the last few days many of you have formed new friendships and acquaintances some of which will last for many years. I am equally certain that most of you would be excited to attend yet another workshop where you would meet the same participants.

Swaziland is most grateful to have had this opportunity to be the venue for this workshop. Our people have derived considerable benefit. I have been informed that sessions such as the Role of Distance Education, Alternative Approaches to Teacher Education, the Effectiveness of In-Service Teacher Education, and Regional Co-operation in In-Service Teacher Education have aroused considerable interest and should be of tremendous value to each of your countries. I believe also that, in view of the mammoth programme for universal basic education launched throughout Africa, the idea of alternative approaches to in-service teacher education will be welcomed by all member Governments.

As members of the Commonwealth brotherhood, we are proud to belong to this group of nations. The Commonwealth today is no longer a club simply distinguished by the likeness of our membership and a colonial past. Instead, we are a coherent and dynamic organization with diverse cultures. We have an intense capacity for communication across the lines of geography, race, colour, creed and wealth. Today the Commonwealth offers the potential of shared experience and co-operative endeavour across the diversity of mankind. Swaziland, like other members, is proud to belong to this fraternity that has noble objectives and a noble destiny. One of the highest objectives of the Commonwealth is to move by consensus towards a world that can offer the hope of peace and the fulfillment of the basic needs of present and future generations. As citizens of Commonwealth countries, we can do no more than wish our leaders fruitful deliberations in their pursuit of global peace and human understanding.

I should like to thank the Commonwealth Secretariat for all the preparatory work they have made for this workshop, particularly for engaging the services of consultants of international repute. Most of us have noted with great interest the pragmatic response that the Secretariat has made to the demands of member Governments. Over the past years we have seen a positive thrust by the Secretariat indicating that it is alive to the challenges and the increased demands made by the complex issues faced by this dynamic organization.

I should also like to congratulate all those who provided a variety of supportive services without which this workshop would not have been a success. I hope you will all depart with very fond memories, not only of this occasion, but of Swaziland as well. We in this country look forward to welcoming you in any further follow-up workshop. It has been our pleasure to have you with us.

WORKSHOP ARRANGEMENTS

BACKGROUND

This was the third in a series of regional workshops recommended by Commonwealth Ministers of Education at the Seventh Commonwealth Conference held in Accra in 1977. Each of the workshops was organized jointly by the Commonwealth Secretariat and the host government and funded by the Commonwealth Fund for Technical Co-operation. Royal Swazi National Airline contributed financially to a small extent to the present workshop.

The first workshop on the theme "Towards a co-ordinated policy on in-service teacher education" was held in Barbados for the Caribbean region of the Commonwealth.

The second, on the theme, "Educating teachers for changing roles" was held in Sri Lanka for the Asian region of the Commonwealth.

The Swaziland workshop was for the Africa region and had as its theme, "Implementing programmes of in-service teacher education".

PROGRAMME

Objectives

1. To survey the patterns of in-service teacher education currently being conducted in African Commonwealth countries and draw conclusions as to future needs.
2. To examine and assess the effectiveness of alternative delivery systems of in-service teacher education.
3. To determine the most effective way of ensuring that practising teachers get the support and supervision that they need.
4. To consider existing examples of co-operation within the African region in the matter of in-service teacher education and make recommendations for further fruitful co-operation.

Agenda

1. Reports of in-service teacher education in Commonwealth African countries.
2. Alternative delivery systems for in-service teacher education.
3. Supervising in-service teacher education.
4. Regional co-operation in in-service teacher education.

Groups

1. Educational administrators.
2. Teacher educators.

Timetable

Monday 14th May

1400 - 1630

Registration

Tuesday 15th May

0900 - 1000

Opening Ceremony.

1045 - 1200

Plenary session for country reports

1400 - 1500

Plenary session for country reports

1530 - 1630

Plenary session for country reports

Wednesday 16th May

0900 - 1200

Educational visit to William Pitcher Training College and Curriculum Development Units.

1400 - 1500

Plenary session for country reports

1530 - 1630

Plenary session for country reports

Thursday 17th May

0900 - 1015

Plenary session to introduce lead paper 1:
'The role of Distance Education in In-service Teacher Education'.

1045 - 1200

Group session on lead paper 1.

1400 - 1500

Group session on lead paper 1.

1530 - 1630

Plenary session to introduce lead paper 2:
'Alternative Approaches to teacher Education'.

Friday 18th May

0900 - 1015

Educational visit to Swaziland International Education Centre.

1045 - 1200

Group session on lead paper 2.

1400 - 1500

Group session on lead paper 2.

1530 - 1630

Group session to finalise group reports.

Saturday 19th May

0900 - 1200

Free.

1400 - 1700

Tour of local area.

Sunday 20th May	
0900 - 1200	Free.
1500 - 1630	Cultural programme by students of William Pitcher Training College
Monday 21st May	
0900 - 1015	Plenary session to introduce lead paper 3: 'Making In-service Teacher Education Effective'.
1045 - 1200	Group session on lead paper 3.
1400 - 1500	Group session on lead paper 3.
Monday 21st May	
1530 - 1630	Group session to finalise group reports.
Tuesday 22nd May	
0900 - 1015	Plenary session to introduce lead paper 5 on the work of WCOTP.
1045 - 1200	Plenary session to introduce the report of the Asia Regional Workshop on In-Service Teacher Education.
1400 - 1500	Plenary session to introduce lead paper 4 on Commonwealth Co-operation.
1530 - 1630	Plenary session to introduce the report of the Caribbean Regional Workshop on In-Service Teacher Education.
Wednesday 23rd May	
0900 - 1015	Group session to review other issues related to in-service teacher education.
1045 - 1200	Continuation of group discussion.
1330 - 1700	Visit to Mlilwane Game Park.
Friday 25th May	
0900 - 1030	Plenary session to adopt draft report of the workshop.
1100 - 1200	Closing ceremony.

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