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ABSTRACT

Papers from India, Nepal, the Philippines, and the Republic of Korea, from a seminar (Bangkok, 1980) on new personnel profiles in relation to changes in society and educational systems, present studies dealing with national mechanisms for preparing and updating profiles of educational personnel. The Indian study indicates that: changes in educational structures flow from both planned and unplanned socioeconomic changes (including increasing migration to urban areas by rural youth), diffused educational decision-making authority has led to difficulty in developing monitoring/evaluation methods, and training needs are met through modified preservice and extensive inservice training. Changes listed in the Nepalese paper include emphasis on vocational education, improved transportation/communication, improved teaching/learning methods, and involvement of people at grassroots level in development plans. Emphases for educational personnel include skill development and attitudinal change, linking training to rural development, and addressing training to specific personnel needs. The Philippine paper describes government emphasis on rural development, accelerated industrialization, and expansion of public services. Renewal of curricula, instructional materials/strategies, and personnel development programs is discussed. The Korean study notes increased industrialization, socioeconomic inequalities, rapid population growth and urbanization, value changes, mass media development, and new teacher profiles which will emphasize personality traits and professional competencies. (MH)

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# SOCIAL CHANGE AND NEW PROFILES OF EDUCATIONAL PERSONNEL

National studies

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## PREFACE

The Regional Seminar on New Personnel Profiles in Relation to Changes in Society and Educational Systems was held at the Unesco Regional Office for Education in the Asia and the Pacific in Bangkok from 14 to 21 January 1980, and was attended by 15 participants from 14 countries.\*

In preparation for this seminar, four countries - India, Nepal, Philippines and Republic of Korea - prepared, under contract, national studies on the subject of the Seminar. The Seminar suggested, and the authors agreed, to prepare an abridged version of these studies, duly revised in the light of the deliberations of the Seminar for publication and dissemination in the Asia and Pacific region.

The four papers on national studies deal with national mechanism and procedures for preparing and updating profiles of educational personnel in relation to changes in society and educational systems.

The Indian national study indicates that changes in the structures and processes of education flow partly from the planned and partly unplanned socio-economic developments that are taking place in the country. To make education relevant to socio-economic changes on a continuous basis, monitoring and evaluative mechanisms have been evolved within a context where educational decision-making authority remains diffused and dispersed. Support for research, particularly for generation of new information, is an important aspect of these arrangements.

The training needs are being met through modification of the pre-service training arrangements and a massive in-service training programme which adopts conventional as well as fresh approaches.

The paper from Nepal cites the major changes in society and educational system, as being, among others, the slant of the National Educational System Plan towards vocational education and development of a positive attitude towards work, a growing sense of national unity, emphasis on rural development, move towards social justice, change in the Nepalese attitude towards authority, improved means of transportation and communication, improved teaching and learning methods, stress on international understanding, emphasis on agricultural development, and the involvement of people at the grass-roots level in their own development plans.

\* *New personnel profiles in relation to changes in society and educational systems, report of APEII Regional Seminar, 1980*

The paper concludes with a list of proposals for adjustments which include institutional collaboration, more effort to extend educational facilities to distant areas, emphasis on skill development and attitudinal change, linking training to rural development and addressing training to specific personnel needs, and developing an integrated and comprehensive training scheme.

The paper from the Philippines indicates that to achieve the social goals of democratizing economic and social opportunities and the eradication of poverty, the national government has adopted as its strategy an emphasis on rural development, with stress on food production; accelerated industrialization, and substantial expansion of public services.

The educational system has responded to this policy thrust by renewing its curricula, instructional materials and strategies, and personnel development programme, and by strengthening planning and management capabilities at all levels. Mechanisms for the development of personnel have undergone relevant changes, and as a consequence, a massive programme of personnel development is being implemented, and new personnel profiles are emerging.

The paper from the Republic of Korea highlights educational changes that have been introduced as a consequence of socio-economic changes which have occurred not only in the country but also worldwide; these are industrialization, socio-economic inequalities, rapid population growth and urbanization, value change as a consequence of industrialization and urbanization, the development of mass media and the knowledge explosion as factors which have influenced educational change and reform.

The Korean paper treats two dimensions of the profile, namely, personality traits and professional competencies. These dimensions are the basis for providing training programmes.

All the four national studies tellingly demonstrate that much more needs to be done to create more, and to strengthen the existing (a) renewal mechanisms for personnel development in preparing new personnel profiles demanded by concurrent socio-economic and educational changes, and (b) training mechanisms to ensure the availability of the appropriately qualified and properly motivated educational personnel.

Dr. Minda Sutaria edited the country papers in consultation with the authors.

## NATIONAL STUDY – INDIA

by T.N. Dhar

### Society-education relationship

The mutually supporting relationship between education and society has always been recognized, although not always spelt out in precise terms. Society provides material and manpower support to educational activity, legitimises educational functions and reinforces the values promoted in educational institutions. Schools, colleges and other training institutions, on their part provide bridges between the past and the present and the present and the future, develop performance capacities among the people in terms of relevant knowledge, useful skills and conducive attitudes, and provide the necessary infrastructure for promoting scientific and technological advancement.

In recent years, there has been an increasing questioning of the values underlying educational activity, particularly from those segments of the population whose expectations from the system are divergent with the roles that education has traditionally been expected to play. Instead of expecting it to make them "gentlemen," they expect education to provide them with knowledge and skills which will help their effort at vertical mobility. The education system has initiated many-sided reforms to make it more functionally oriented.

### Socio-economic changes

The changes in the structures and processes of education flow partly from the socio-economic developments – planned or unplanned – that are taking place in the country. A listing of all the changes that have taken or are taking place is obviously difficult to undertake for many reasons. For one thing, changes may take place so imperceptibly as to go

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### *National study*

unnoticed. For another, without adequate monitoring mechanisms, monitoring and documentation of change becomes difficult. This section briefly indicates some of the planned and unplanned changes that have taken place, particularly those which have significant implications for education.

#### **New development strategy**

The continuing disparities among regions and segments of population, concentration of economic power in big land owners and large business houses, unemployment and underemployment and low consumption levels of a large mass of the people have led to a questioning of the growth model which has so far governed investment policies. New development strategies, with emphasis on distributional justice and the satisfaction of the basic minimum needs of the poor, have been proposed for implementation.

The draft Sixth Five-Year Plan (1978-83) is an illustration of the change that is taking place in the development strategy. The main components of the new strategy are:

1. The removal within ten years of unemployment and underemployment to a significant extent, an appreciable rise in the standards of living of the poorest sections of the population and provision by the state of the basic minimum needs of the people;
2. Restructuring of the pattern of investment in favour of rural areas, agriculture and supporting services and small scale and cottage industries;
3. A new pattern of central assistance which takes into account the developmental burden and resource availability of the States;
4. Development of multi-purpose infrastructure for district-based and area-specific industrial development;
5. Reservation for the small sector of the manufacture of commodities of daily use;
6. Integrated rural development; and
7. Decentralization of the planning process particularly in respect of programmes of local relevance.

#### **Unplanned changes**

While the new development strategy proposed for implementation in the next ten years, more particularly in the five years of 1978-83, represents a conscious response to the economic and social problems that have emerged, other changes have taken place over the years in the social and

economic spheres. Many of these changes have not been planned for. Some of these important developments are discussed briefly.

#### Scientific and technological developments

Scientific advances and technological developments and their application to production and communication processes have been substantial. The implications of these have many facets and have considerable implications for the future. They have, for instance, provided mankind with the technological capability of dealing with problems, thereby making fruitful effort at improving the quality of life of a large mass of people. The developments in communications technology have brought large segments into the main stream of national life and consequently enabled them to participate more meaningfully in national affairs. For most, they have raised the aspiration levels which, although creating short-run problems, have created motivations for better life.

Scientific and technological advances have, however, not been an unmixed blessing. With scant concern for consequences, their unthinking application has resulted in atmospheric pollution, ecological imbalances and depletion of non-renewal resources. Without social orientation and creative response to the problems that have emerged, the very survival of mankind has come to be at stake. Since fruits of development have yet to percolate to the mass of the people, pollution of the physical environment is accompanied by pollution of the social environment. Poverty, disease and destitution are characteristics of so many rural communities and urban slums.

#### Demographic structure

The composition of the population has significant implications for any education system. India continues to be a young national and projections of the composition of population seem to indicate that even by the end of the century, nearly 40 per cent of its population will be below the age of 15. Apart from having a large unearning and dependent population, the country has to provide educational and other services for a large proportion of its population in the years to come. Even to provide compulsory education for children of the age-group 6-14, nearly 50 million more places have to be created in schools. This would be in addition to the current enrolment of 90 million children in classes in I-VIII. Education of such large numbers requires the appointment of a large body of teachers and other educational personnel and makes it more difficult to upgrade the quality of such personnel at a time when demand for their services requires that they be trained in the shortest possible time.

### *National study*

Most of the population of the country is concentrated in villages and hamlets, in many of them it has not been possible so far to provide schools within easy walking distance primarily because of the sparseness of their population. For instance, a population of less than 300 makes it difficult to establish an economically viable and educationally effective institution. The education system has, therefore, to consider the designing of innovative approaches which, while not institution-based, nevertheless bring within the fold of education those children who would otherwise remain outside its reach.

### **Urbanization**

Seventy to seventy-five per cent of India's population lives in rural areas. The trend of the rural youth migrating to urban areas in search of gainful employment has increased in recent years. This unplanned migration has created urban slums where most of the rural youth lead a purposeless and fragmentary existence. This has also depleted rural areas of their talent without utilizing, which it is difficult to undertake, meaningful programmes of rural development. The need is, therefore – and it is reflected to a great deal in the new developmental strategy – to create gainful employment in rural areas and train rural youth for various emerging employment opportunities.

### **Changing value systems**

The advances in science and technology and means of mass communication and development of urban and semi-urban and industrial centres have tended to change the value systems. The economic necessity, compelling women to increasingly take up employment, has also affected family patterns. In many highly urbanized areas, nuclear families continue to exist without any meaningful relationship with neighbours. Exposed to life styles prevalent in more affluent societies, the youth of the country find it difficult to make a smooth transition from the value orientations of their families to a coherent system of values for themselves. There is need to help the new generation to make a smooth transition to new value orientations, while at the same time imbibe in them the moral and spiritual values which have helped the society to maintain its existence so far.

### **Response of the education system**

Although there have been efforts to remodel it, the education system in India continues to suffer from a number of deficiencies. Among others they include:

1. Because of the overall resource deficiency, it has not always been

possible to provide basic minimum education to all the people with the result that large geographical areas and large segments of population continue to be outside the reach of education;

2. Even when educational facilities of a minimum standard have been made available, poverty and social handicaps prevent people from taking full advantage of them;

3. A large number of children are, for economic reasons, unable to complete the basic minimum education which would enable them to function in later life as useful and productive citizens;

4. Education provided in schools is generally unrelated to the needs of the communities and the developmental tasks of the country; and

5. The expectations that have been generated have resulted in considerable pressure on the expansion of educational facilities making it difficult to provide resources for restructuring the system.

In recent years, however, a more purposive effort has been made to remodel the system of education in order to increase access of the disadvantaged groups and to improve its relevance to developmental tasks. This effort has been partly in response to the various planned and unplanned social and economic changes that have taken place. This section briefly discusses some of the significant efforts that are underway in making education productive and more relevant to the developmental tasks.

#### **Provision of facilities**

A major programme which continues to receive high priority is that of increasing the access of under-privileged sections to education through the establishment of educational institutions within easy walking distance. The Plan for 1978-83 has proposed the creation of educational facilities for 32 million more children in the Grades of I to VIII during the five-year period. The achievement of this enrolment target is expected to reduce the disparities among regions and population groups that have come to characterize educational development so far.

In sparsely populated areas, where it is not always possible to establish economically viable and educationally effective institutions, alternative strategies of providing education, such as peripatetic teachers, mobile, group and residential schools are being tried out. An important feature of the residential schools which are being established particularly for meeting the educational needs of communities who live in isolated areas, is that they provide students with knowledge and skills which are relevant for meeting community needs like nutrition, productive work,

### *National study*

etc. Some of the activities in these areas are being organized with the collaboration of development agencies.

### **Non-formal education**

Considering that socio-economic reasons prevent children from taking advantage of the facilities that are already available, the strategy being adopted is that of taking education to the doorsteps of those children who are unable to enrol or drop out from the system prematurely. A variety of non-formal education programmes is being implemented with a view to providing education which is flexible in content, methods, place, timing and duration. In one such experiment the five-year curriculum has been condensed to enable a child to complete it within two years. In another, non-formal education attempts to provide to girls competencies that they will require in the performance of their future roles as mothers. In a third, the content of education is being woven around the craft, such as carpet weaving, in which the children of school going ages are engaged. Broadly speaking, the purpose of non-formal education, apart from providing basic minimum education, is to provide knowledge and skills which will increase the competence of the out-of-school child to function as a useful and productive member of the community.

### **Adult education**

The 1978-83 Plan has proposed a massive programme of adult education. Compared to about 500,000 adults being made literate annually, the target proposed in the next five years is to provide education to 65 million adults of the age group 15-35. In addition to literacy, the programme aims at developing among the adults social awareness and providing them with knowledge and skills that will help them to introduce innovative practices in their occupations. Generally, the content of adult education is built around the occupation in which the adult is engaged; this ensures his motivation for the programme. The Draft Five-Year Plan (1978-83) states: "Besides literacy, the main elements of the programme will, therefore, include an appropriate mix suited to the needs and interests of the individual, of such themes as general education including citizenship training, health education, family planning, upgrading of vocational skills, deeper understanding of science and technology in day-to-day life and physical education and cultural activities". An important feature of this programme is the association of voluntary organization in its implementation.

### Linking education to economic development

In order to link education more purposefully with the tasks of economic development, effort is being made, among other things, in two main directions: (a) introduction of socially useful productive work and (b) vocationalization of education. The nature of activities undertaken in these areas is discussed below.

#### Socially useful productive work

An educational institution generally provides the only institutional mechanism in the rural area for launching a multi-prolonged effort for economic development. Consequently, the need for developing the school as the focal point for promoting innovative developments in agriculture, local crafts, health, family planning etc. is being increasingly realized. The extension wings of the various departments, like agriculture, health, small-scale industries, are being made to consider how, with their assistance, the local school can be developed as a viable and important medium through which improved practices can be promoted in the community.

In order to develop proper attitude to manual work and also to provide training in useful skills, socially useful productive work has been introduced in the education system as an integral part of the curriculum. The objective is two-fold, to expose students, who are the future farmers and artisans, to knowledge and techniques which will enable them to raise the productivity of existing occupations and to provide them with knowledge and skills which will contribute to a diversification of the occupational structure of the community.

#### Vocationalization

As for vocationalization, the attempt is to divert, at successive stages of education, a specific proportion of students to vocational training courses. The significant feature of the programme is to provide vocational training to students who have completed ten years of general education so that, instead of seeking entrance to institutions of higher education, they receive training which will help them to obtain gainful employment. Training, as an integral part of the general system of education, is being provided in skill areas, for which the demand has crystallized through surveys of existing and emerging occupations and for which, at the moment, training facilities are either not available or are inadequate. This training is being organized in relation to the absorption capacity of the economy for skills.

### *National studies*

In view of the number of job seekers entering the labour market being considerably larger than the employment opportunities available in the organized sector, the vocationalization programme also attempts to prepare students for self-employment. Efforts at the moment are being made to design programmes which will not only provide relevant knowledge and training but also build attitudes which are essential for self-employment. The programme of vocationalization is also being extended to cover the third level of education and courses like journalism, tourism, commercial practice, insurance, etc. have already been introduced on an experimental basis in a few institutions.

### *Curriculum changes*

In response to the emerging needs and social concerns, significant curricular changes have been initiated. Among other things, the following important areas are being included in the school syllabi:

1. A programme of environmental studies has been developed with a view to promoting children's knowledge of the problems posed by environmental pollution and depletion and the competence to deal with them.

2. With the assistance of the funds made available by the United Nations Fund for Population Activities, a massive programme of population education is being implemented with a view to providing knowledge of the adverse effects that increasing population growth has on the quality of life to students and for suitable training of teachers.

3. The concern for inculcating appropriate moral and spiritual values among children is reflected in the effort to identify basic values which need to be promoted through school curricula.

4. Education in nutrition, health and environmental sanitation has become an important part of the school curriculum; this has also been integrated with the environmental studies programme.

The charge that the education provided is not relevant continues to be made. With a view to developing curricula which are local and group specific, experimental work has been initiated with a view to developing new modes to curriculum formulation. With the assistance of the faculty of State Institutes of Education and teacher training institutions, local teachers are helped to adjust qualitatively the primary school curriculum to the life styles of the community and the socio-economic conditions of the neighbourhood. The experience of implementing the experimental project assisted by the UNICEF has warranted its extension to other States and school systems. In another experiment a package of educational services is being developed with a view to meeting the educational

needs of diverse groups in the community. The help of extension agencies and local development departments is being sought to develop learning experiences based on and utilizing local resources. It is expected that the project will provide experiences for developing the local school as a catalyst for bringing about socio-economic change.

A major corollary of the above mode of formulation is the development among teachers of the competencies necessary to develop learning episodes for providing education which is relevant to the needs of specific groups. Under the experimental project, Comprehensive Access to Primary Education, which is being implemented with UNICEF assistance, student trainees of teacher training institutions are enabled, through well-directed workshops, to prepare, for out-of school children, learning materials (episodes) based on local specific problems. Modular approach to learning/instruction has been adopted; each module is based on a local-specific problem or on a learning situation relevant to the felt and perceived needs of the learners. Apart from providing training to teachers, the mode is expected to help in developing a variety of learning materials.

A significant outcome of the various developments in the new modes of curriculum formulation and teacher education is the development of the minimum learning continuum. Instead of specifying them in terms of syllabus and subjects, an attempt has been made to identify the minimum learning competencies that elementary schools should help children to develop. It is recognized that equalization of educational opportunities should not only mean provision of facilities for attending schools but also the facility to develop minimum competencies which are required in the community. The minimum learning continuum, by specifying the competencies required by the child, provides a common basis for developing a variety of local specific curricula to meet the needs of a diverse group of children living in different socio-economic conditions. It provides a uniform framework for developing a minimum level of attainment that every school should attempt to provide among the students.

#### **Profile changes**

Although the various development -- planned and unplanned -- in education and in the wider social system have significant implications for the type of competencies that educational personnel should develop, it is not always easy to identify the specific competencies that different categories of educational personnel should possess. There seem, however, to be certain broad categories of competencies which almost all educational personnel would need to develop in view of the various changes that are taking place in education, particularly in the context of develop-



### *National needs*

ing educational programmes in relation to the socio-economic needs of the community. Some of these are discussed below.

One of the important trends which is emerging seems to be the desirability of promoting convergent competencies among different categories of educational personnel. For instance, the local teacher should not only possess the ability to teach, but should also have the capability of utilizing community resources for learning purposes. For this he must have the ability to work with community groups and use various resources available in the neighborhood.

The educational workers of tomorrow would need to develop a much wider perspective of the role of education. Instead of being confined to classroom teaching, the education of the child must now encompass the total environment on which his learning is to be initially based and the limitations of which he has to transcend. Education can no longer be regarded as mere classroom instruction. It is a lifelong process and continues beyond schooling.

With new clientele being brought within the ambit of education, particularly from those groups whose families educational traditions are not strong, educational personnel will have to think of different strategies to provide education to under-privileged and disadvantaged groups that they have traditionally employed. In the case of these groups, motivations to get education are quite different. The need for developing non-formal education as a major alternative to provide education to the unreached groups would require the ability to work in unstructured situations. The educational programme will have to be designed not only to motivate children for education but also to develop among them competencies useful for functioning as socially useful productive citizens.

For a large number of out-of-school children, educational programmes would have to be developed in relation to parental occupations as well as the skills that the child may require in the community. Occupational life of the community would, therefore, have to be developed as a major medium for providing education. This would require, on the part of the teachers, curriculum planners, educational planners and administrators, an understanding of the occupational pattern of the community that exists at present and which is likely to emerge in the near future. This would need the competence to undertake community surveys and the ability to interact with other development departments for the development of educational programmes in relation to identified needs.

Decision making in education would have, in the context of the above considerations, to be substantially decentralized. Instead of being disaggregative, the programmes would have to be formulated at the micro

levels and aggregated upwards, from local to the district level, and from district to the State headquarters level. Competence to undertake micro-level planning of educational programmes would, therefore, be an essential requirement for educational personnel.

The authoritarian concept of educational administration would have to give way to participatory decision making. Apart from associating teachers, curriculum planners and others who are at present assumed to be more directly involved in the educational programme, it would be necessary to involve in decision making students and communities which are in fact directly affected by educational activity.

### Training arrangements

In the context of changes in the competencies required of educational personnel, particularly in relation to the socio-economic changes and the response of the education system to them, training of educational personnel assumes considerable importance. Of these personnel, teachers constitute the most important segment whose number at present stands at 2.9 million. There are at present about 350 teacher-training colleges and more than 1000 teacher training schools in the country. The former provide one year's teacher education course to first degree holders and a Master of Education degree programme of one year for those who have completed the Bachelor of Education degree programme. The latter provides a two-year teacher education course for those who have completed high/higher secondary school education; the completion of this course entitles them to teach in primary and middle schools (grades I-VIII).

The National Council of Educational Research and Training has established integrated courses of four-years duration in its four Regional Colleges of Education. They provide an integrated content-cum-pedagogy course for graduates of higher secondary schools. These Colleges are also experimenting with an integrated M.Sc. Ed. programme where the students who have completed the B.Sc. course are provided a two-year content-cum-pedagogy course.

A massive programme of in-service training is in operation in the country. Apart from the various departments of the NCERT and the regional colleges of education, the effort at providing in-service training to serving teachers is co-ordinated at the State level by the State Councils of Educational Research and Training/State Institutes of Education/State Institutes of Science Education etc. The usual expectation is that every serving teacher in the school system must receive some form of training after every five years. Under an innovative programme, using a multi-

media package of 12 lessons, telecast via the satellite, written materials, personal papers, instruction and call. By a least 70% about 45% of teachers were provided in-service training.

An important level point in the area of in-service training is the institution of a correspondence-course contact programme which the Regional Colleges of Educational has developed. Under this system, correspondence lessons, developed by the faculty of the Colleges and other professional people are sent out to serving teachers with the purpose of upgrading their content knowledge as well as exposing them to principles of pedagogy. Correspondence lessons are followed by contact programmes of varying duration for exposure to laboratory work, internship in teaching etc.

In the light of the various educational changes that have taken place over the years, a new curricular framework has been developed for the education of teachers. The main emphases in this framework are:

1. The pedagogical theory should reflect our national ideology and the problem and issues that our society is facing today;
2. To break down the isolation between teacher-training institutions, it is thought that a system of teacher education be so developed as to make for the mobility of entry and exit of a teacher trainee at different stages of teacher preparation;
3. In order to provide for a variety of learning experiences to teacher trainees so as to help them to initiate social action for the necessary transformation of the society, the programme of teacher education institutions should be flexible to provide for relevance to the needs of the areas where they are located;

For the training of educational planners and administrators, a National Institute for Educational Planning and Administration has been functioning for some years now. The Institute organizes a variety of programmes of varying duration. For senior level personnel, seminars/workshops are organized for informing them of educational developments and their policy implications. For middle and lower categories, the Institute organizes training courses in specific areas of educational planning and administration, such as techniques of projection, methodology of organizing surveys, compilation of statistics, finance and personnel administration, supervision of educational institutions etc.

### Monitoring mechanisms

A major difficulty in developing suitable monitoring mechanisms has been the division of decision-making. The federal character of the political system endows the constituent units with considerable authority to enact educational legislation and to formulate educational policies and programmes. Even within the constituent units, authority is further delegated to the districts although they are expected to operate within the broad framework laid down by the State Government.

A major concern has been to develop some basic uniformity in the educational system while at the same time allowing considerable flexibility and freedom to the constituent units and within them to the district in policy and programme formulation. The need for bringing about uniformity arises from social, cultural and economic diversity that prevails, the regional disparities and variations in educational development, etc. Uniformity in the system of education, apart from facilitating mobility of students and teachers, is expected to help national integration.

Since constituent units have been vested with legislative and policy-making powers, a variety of mechanisms have been developed to promote educational development on a more or less uniform basis. The following are significant:

1. The Education Division of the Planning Commission which, apart from providing a broad framework for future educational development in relation to overall social and economic goals, discusses with State Governments the educational policies and programmes and on the basis of these discussions develops an order of priorities and the magnitude of resources required to effect educational development in desired directions. With the assistance of specialised institutions, it projects the requirements of skilled manpower of diverse categories and sees that, to the extent possible, these requirements are fulfilled by developing suitable educational programmes.

2. The Central Ministry of Education has established a large number of advisory bodies where states are represented at senior levels for discussing various educational issues and developing suitable educational policies and programmes. Since solutions to educational problems in these advisory bodies emerge out of consensus, the implementation of such policies is to some extent ensured.

3. The University Grants Commission has been charged, under the Constitution, with the responsibility of ensuring the maintenance and co-ordination of standards in higher education. It provides financial assistance to universities and colleges for various programmes of educational development.

#### Non-official

4. The National Council for Educational Research and Training, established in 1961, was created for the purpose of providing academic, research and training support for the qualitative improvement of school education. Apart from its 28 departments, each specialising in a broad area of educational activity, the Council has set up four regional colleges to experiment with innovative programmes of teacher education and 20 field offices for maintaining liaison with state departments of education. The field offices help the Council to identify the requirements of the states and develop suitable educational programmes in relation to them. The Council also provides financial assistance to competent individuals and institutions for undertaking research which provides information on socio-economic changes in relation to which suitable educational programmes require to be formulated. The Council's Survey and Data Processing Unit undertakes periodical surveys with a view to determining the changes that take place in the educational and social situations which require corresponding modification of educational policies.

The generation of information for providing data for policy and programme formulation is an important activity undertaken by official and non-official agencies. The Ministry of Education has, for instance, developed an elaborate system of obtaining annually from educational institutions a variety of information which indicates the status of education. Similarly, other agencies, like those dealing with employment and training, general statistics, manpower planning, etc. compile data which help educational authorities to tailor their programmes in relation to emerging trends. The Government of India has also set up an Indian Council for Social Science Research with the purpose of assisting individuals and institutions to undertake social research which will provide information for the development of specific economic, social and educational policies.

Although, as indicated earlier, no unified mechanism has been developed for monitoring social and educational change, the above arrangements help, to a great extent, in projecting educational requirements in relation to emerging socio-economic situation. They also help in arriving at broad consensus about the type of changes that are required in the educational system for improving its resource capacity.

## NATIONAL STUDY – NEPAL

by Prem Kumar Kasaju

Significant changes having implications for educational personnel

The educational system in Nepal, prior to the year 1950, was at a very rudimentary stage, consisting of only 2 colleges, 11 high schools and 321 primary schools in the whole country. More than 98 per cent of the people were illiterate, and education among women was almost nil. Since 1951 there has been tremendous progress in education so that by 1970 the number of colleges, high schools and primary schools rose to 33, 156 and 4001 respectively. However, educational development then took place in an unplanned way and was not linked with the total development efforts of the country.

In 1971, the National Education System Plan (NESP) came into force to systematize the education pattern and the process of its implementation in relation to the overall national development goals. The Plan fully recognizes the teacher's pivotal role in the total education system and introduces several measures most of which have been gradually put into effect to make the teaching profession attractive and dignified and to increase the capability and efficiency of the teachers.

In addition to the NESP, there are several other important factors which are geo-political and socio-economic in nature which influence the life-style, attitude, performance and the social status of a teacher. Some of such major factors affecting the professional status of a teacher are described below.

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#### **Nationalism**

Shift towards vocational educational development and positive attitude towards work.

The NESP provides for the development of dignity of labour among the people. In this regard, a number of specialised vocational facilities are included right from the primary level and pre-vocational and vocational courses are provided up to the lower secondary and secondary levels.

Over the last thirty years, as a result of the people coming into contact with the outside world, more and more of them have come to recognise the importance of education in life so that today it has become a prime concern of a great number of people even in the rural areas.

#### **A growing sense of national unity**

The last three decades have witnessed an unprecedented measure of national solidarity among the different peoples of the country which the NESP also attempts to nurture.

#### **Emphasis on rural development**

With the people-oriented change of 1951, a policy of bringing about development in the country in a balanced form on the basis of social justice has been consistently followed at all levels of administration. In remote rural areas free school education is provided and priority is accorded to women's education and training and to the provision of special educational facilities for people belonging to disadvantaged groups.

#### **Drift towards social justice**

Social evils like untouchability, discrimination against women, polygamy, child marriage and the like have been not only banned by law but also repudiated, though in a slow process, by Nepalese society. This change in the attitude of the people, backed by necessary legal injunctions, has largely helped in providing the rightful place of women in society alongside with men, in getting the under-privileged and socially depressed people to assert their rights at par with others in the country and in developing among the people of all racial groups in the country a feeling that they are entitled to equal status not only in law but also in fact.

#### **Change in people's attitude towards authority**

The attitude of the people towards the government and bureaucracy has changed from one of impassivity and docility to that of alertness and self-assertiveness. The people today feel that the government is, by and large, there to help them and not to exploit them.

#### Improved transportation and communication

Increased transportation facilities in recent times has increased mobility in the country and brought people into greater contact with each other. Nepal which before 1950 had less than one hundred kilometers of road has a good, though not adequate network of well-surfaced roads today connecting various important points in the Terai and the hills in the country.

#### Politics for development

In today's Nepal the broad and emball of politics have been conceived in terms of "Politics for Development" so that all the political activities in the country are oriented towards social and economic development.

#### Improved teaching/learning methods

Of late, with the introduction of modern views in regard to curriculum content, methods of teaching and the aim of imparting education to a child, the philosophy that education must be child centered is widely accepted. Teachers and educators today are not only more amenable to modern trends in the teaching/learning process but also more inquisitive about exploring, experimenting and using better techniques of teaching.

#### International understanding

With the dawn of democracy in the country, the people in Nepal have developed a greater sense of international understanding as a result of integration of cosmopolitan ideas through various channels of communication.

#### Economic development: emphasis on agricultural development

Agriculture, being the main economy of the country, is given top-most priority in national development plans. Because more than 94 per cent of the people are in agriculture, the benefits of development in this area are enjoyed by the majority.

#### Development of need-based programme

The democratic process of involving the people at the grassroots level in their own development plans has been largely followed in the planning stage as contrasted with the age-old practice of formulating plans at the top level and imposing them on the ground level.



### The Education personnel in nepal

In Nepal the roles played by a teacher in the early fifties were concerned mostly with self-didactic and academic learning. The teacher did the lecturing while the learners listened to him and memorized what he said. He wielded authority and was a hard taskmaster. He preached and his pupils followed him. Anyone with a general academic background was deemed qualified to be a teacher. School inspectors were engaged in routine checking of attendance records, finance, examinations and textbooks and issued orders for dismissals, promotions, etc. There was no insistence on training as a professional requirement for a teacher.

NESP lays down training as compulsory for school teachers. There has consequently been a phenomenal growth in teacher training programmes since 1971. An Institute of Education was created under Tribhuvan University and its capacity expanded for training teachers at different levels. The Institute also organizes short-term in-service training programmes particularly for teachers, headmasters, supervisors and educational administrators. The training programmes are conducted at various locations in the country. Their structures, contents and methods are adjusted to meet the requirements of particular trainees.

Of course, we do not expect only the teacher to try to bring about the needed impact through education in the larger context of a society. If it facts like Nepal's efforts at linking education with rural development and at working out adult-oriented regular as well as non-formal educational programmes to cater to the educational needs of the youth who could not enter the formal schooling system, would prompt us to view the role of a teacher in a much wider context. It is, however, not only the teacher who works in that direction but also all the educational functionaries who have to contribute to it in a very practical form of interdependence and inter-relationship in pursuance of the common unified goal.

In the light of the major changes discussed in this paper, broad roles of different categories of educational personnel who make an important contribution to education are given hereunder:

1. A teacher is:
  - a) A professional
  - b) A broad-based person with specialization in teaching subject (s).
  - c) A community worker.
  - d) An investigator and innovator:
    - i) scientifically-oriented;

- able to make independent inquiries into the problems of teaching/learning and general village development;
  - interested in innovative and creative approaches to problem-solving.
2. An adult/non-formal teacher/facilitator is:
    - a) A social worker;
    - b) A facilitator and change agent;
    - c) A liaison man;
    - d) A teacher.
  3. A supervisor is:
    - a) A professional;
    - b) A curriculum resource person;
    - c) An investigator and innovator;
    - d) A teacher;
    - e) An administrator.
  4. A curriculum specialist is:
    - a) A professional;
    - b) An investigator and innovator;
    - c) A teacher.
  5. A teacher-educator is:
    - a) A teacher;
    - b) A curriculum resource person;
    - c) An investigator and innovator;
    - d) A teacher.
  6. Research personnel are:
    - a) Professionals;
    - b) Innovators;
    - c) Teachers.
  7. An educational administrator is:
    - a) A professional;
    - b) An investigator and innovator;
    - c) A teacher.

#### **Training of teachers and educational personnel**

Training of teachers and related education personnel is, to a large extent, conducted in the country itself. The Institute of Education

### *National study*

conducts pre-service and in-service training programmes at various locations in the country. It provides mobile teacher training, equal access of women to education (a training programme specifically designed for girls from the remote areas) and distance learning for teachers (now engaged in the first phase implementation of training primary school teachers) through radio. Occasional training programmes are conducted by the National Curriculum, Textbooks and Supervision Development Centre of the Ministry of Education and the Regional Education Directorates of the four development regions. Apart from these, short-term training and workshops are conducted at the district level by the District Education Supervision Unit in collaboration with the Institute of Education. Training programmes for adult and non-formal teachers/facilitators and workers are conducted by programme-sponsoring agencies on a short-term basis.

Efforts so far put into the training of other related personnel such as supervisors, educational administrators and research personnel are mere trickle. Very few high and middle level man-power related to educational administration, curriculum and research receive training in the related fields abroad.

Thus, it is evident that an effective training mechanism for educational personnel embracing all important functionaries of education such as curriculum experts, supervisors, research personnel and educational administrators has yet to emerge.

The existing in-country training structures is coping essentially with the training requirements of teachers. Training facilities for other related personnel do not exist at a significant level. This poses as a major handicap in achieving co-ordinated education development through an interdependent training scheme for various educational personnel. It is important that provisions be made for training abroad and for striking a balance between in-country and out-of-country training. While out-of-country training provides an opportunity for benefiting from the experiences of other countries, the merits of in-country training in enhancing development of training programmes closely related to the problem of the country itself should not be under-emphasized. Besides, it will not be possible to provide out-of-country training to a large number of personnel. Because the limited number who receive training do not meet all the manpower required in those areas, candidates who do not meet minimum training and academic requirements have to be employed.

It may also be noted that training programmes are still predominantly lecture-based and classroom-based and, thus, they become less practical and further removed from the reality. Another feature that becomes

strikingly apparent in many training programmes is that they tend to give undue emphasis to superficial, trivial and repetitive topics and thereby consume considerable precious time in such indulgence. Practice teaching/practicums continue to become part of training requirements, but in a majority of cases they end up in being a routine and standard exercise. Short-term training programmes more often than not lack sequential links and are heavily lecture-based.

In the light of the important changes taking place particularly in education in Nepal and the new roles the different educational personnel have to play, the following adjustments in the overall training strategy may be proposed:

1. Consideration should be given to exploring the possibilities of utilizing the capability of the Curriculum, Textbook and Supervision Development Centre the Regional Education Directorate(s) and District Supervision Unit(s) and the Research Centre for Educational Innovation and Development for collaborating on a large scale in conducting training programmes.

2. Training programmes should move out to reach the teachers. The greater the distance of training centres from where trainees are drawn the greater is the possibility of the emergence of a gap between training and actual needs of the trainees. Thus, efforts should be made to intensify such programmes as mobile teams, on-the-spot training programmes, school resource centers and district curriculum and training centres.

3. Training of teachers and other education personnel should focus on the area of skill development and attitudinal change besides the acquisition of knowledge and information. The present training programmes must be reviewed insofar as their content and methods are concerned by taking into account the nature of skill and attitudinal development expected.

4. Development of strategies and methods for linking education to rural development should be incorporated with concrete guidelines for knowledge base and practical exercise, as part of all training programmes meant for education personnel.

5. Training programmes should primarily attempt to develop among trainees skills in the methods and techniques applicable to their area of work, for example, methods and techniques of teaching for teachers and techniques of supervision for supervisors. Training programmes must concretely be addressed to these needs.

6. Teaching experience must be a pre-requisite for being a teacher, a supervisor, a teacher-educator or a curriculum expert and so on. At least

*National survey*

once every year or even preferably once every six months, different education personnel may be assigned to teaching for a short period.

7. An integrated and comprehensive scheme for training teachers and other education personnel should be designed in the light of the fact that the focus of our endeavours should be the learner. This unity of purpose should be made the **main** fabric on which all training programmes are developed.

## NATIONAL STUDY – PHILIPPINES

by Minda C. Sutaria

### Introduction

Education personnel profiles from the early years of the Philippine educational system to the present have their antecedents in changes in the system itself, which have been instituted to meet the demands of society. A study of personnel profiles, thus, ineluctably draws in the systems which influence them – the suprasystem, Philippine society and the educational system.

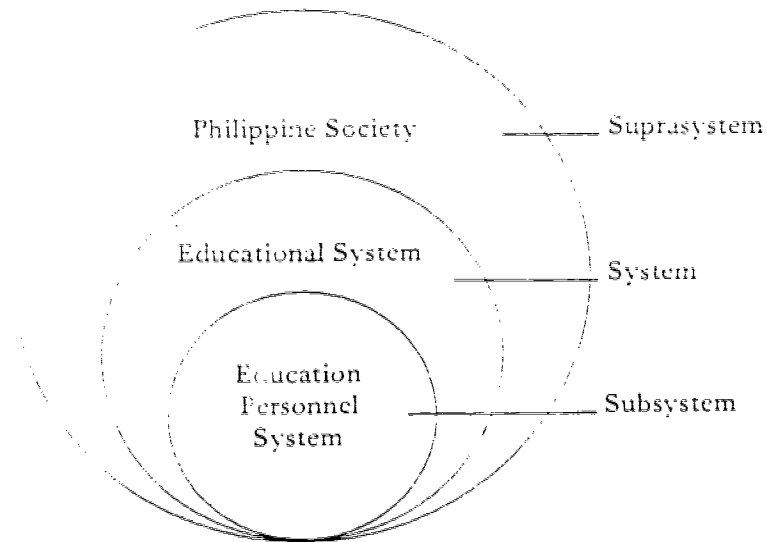
Three interrelated systems are discussed in this paper, the third being a sub-system – the education personnel system. It attempts to highlight the fact that a change in any of the two larger systems affects the personnel system, and that a change in any of the three systems reverberates in the others.

Changes in the education personnel system would, therefore, derive direction from the two other systems which in recent times have become very dynamic. The interrelatedness of the three systems may be depicted thus:

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*She is an author of a number of papers and special studies, including a case study on "Philippine educational goals, aims and objectives". She has been a prominent participant in international meetings on education and related fields.*



#### The Suprasystem: Philippine society

The imposition of martial law on September 21, 1972 marked the beginning of cataclysmic changes in Philippine society. The new society was born and a "new" nation began to take shape. This New Society has been envisioned as one in which equality of opportunity exists. It is society that shall be free from poverty – one in which Filipinos shall live in justice, peace, liberty and equality. This implies the democratization of economic and social opportunities and modernization.

To attain these goals, the national government strategy focuses on rural development with emphasis on food production, accelerated industrialization and substantial expansion of public sectors.

These priorities for development are translated into sound programmes which involve considerably expanding development projects as well as improving the ability to implement them.

#### Factors influencing change

The factors that have influenced changes in Philippine society can be categorized as social, economic and cultural. Social factors include the nature and structure of society, actions taken by national bodies, mass

media, and research, science and technology. Economic factors include the gross national product (GNP), population and labour force and prices of imports.

Philippine society is in transition from the social dominance of the elite oligarchs to the growing importance of the expanding middle class characterized by desire, interest, and advancement in education. This middle class and the socially-conscious oligarchs advocate the extension of welfare services and programmes to improve the condition of the masses particularly in the rural areas as a means of sharing wealth as well as propagating the desirable social and cultural values of Philippine society.

To effect planned changes, a reorganization of government bodies was instituted and new leaders have been chosen, for the New Society requires leaders whose moral commitment is consonant with the needs of development and can serve as appropriate models for the people.

Revolution in mass media has provided more channels for communicating ideas and for technology transfer. Research, science and technology have played an increasingly important role in effecting change.

The increase of the gross national product (GNP) since 1972 has helped improve the country's performance in development. However, its quantum leap in GNP since 1972, although it may presage a bright future, should not be considered as the sole indicator of progress. Social indicators must compliment GNP as indices of development, and these have been appropriately identified and reflected in the national development plans.

The combination of a high proportion of dependents and low incomes makes it difficult for Filipino families to attain quality life. Rapid population growth forces the increase of current expenditures by the public sector and unfavourably affects the quality of life. Clearly, fertility reduction is an extremely effective way of raising per capita income.

The soaring prices of imports have in a way affected the life style of the people. For instance, people had to adjust their budgets and consequently their life styles when the price of oil continuously increased, and the government put more emphasis on energy-producing and conservation measures. The educational system had to respond to the crisis with programmes and projects calculated to conserve energy and produce other energy-giving resources and intended to augment income to meet the problems of spiralling prices.

Value conflict brought about by the growing westernization of the country has imposed new imperatives for the social system and its culture and suggests needed adjustments in the educational system.



### *Nationalism*

The period from the inception of martial law in 1972 to the present can be characterized as years of rapid changes. The lot of the rural poor has been ameliorated to some degree, farmers have doubled their production, unemployment has decreased from seven per cent in 1972 to 3.9 per cent in 1976. The country has generally become self-sufficient in staples, it has progressed from a rice-importing to a rice exporting status, and the government income has increased from P5.75 billion in 1972 to 22.4 in 1976.

This development record compares reasonably well with the performance of other developing nations. However, the economic and social gains achieved have been so unevenly distributed throughout the country and have brought about rural-urban disparities. This stems largely from the combined effects of an uneven distribution of natural resources among regions and the concentration of public and private efforts in particular regions such as, Metro Manila, Southern Tagalog and Central Luzon.

There are certain forces at work that are rendering previous arrangements continually unworkable, creating "strains" in the articulation and workings of the systems, presenting crucial alternatives to participants on an individual, group or institutional level. All these mean change, and change involves the family and broadly the society. Most of these forces are automatic processes let loose by worldwide shifts, largely western in origin and summed up by related concepts such as urbanization, industrialization, differentiation or specialization of societal parts or functions. These trends impose new imperatives for the social system and its culture and suggest adjustments needed in the educational system.

### *The Philippine educational system and change*

The educational system has undergone the most substantial changes from 1972 to the present. It is to because martial law has cleared the system of hobbling factors that tended to impede the successful implementation of reforms during pre-martial law times, and the New Society has given unprecedented emphasis to the role of education in development.

The factors that have propelled the educational system to change neatly delineate themselves into internal and external types. Internal factors emanate from the components of the system such as goals and objectives, programmes/curricula, evaluative measures, personnel, students, learning resources, buildings, etc. One example is the Reconnaissance Study or the Programme and Project Review currently being undertaken by the Ministry of Education and Culture in a desire of the present leadership to increase the effectiveness and efficiency of the system. The

study is expected to lead to changes and reforms in the educational system.

External factors derive from the supra-system in which the educational system is embedded – society. Changes in society have provided direction for educational reforms, innovations and programmes. The educational system has been making appropriate responses to meet them, otherwise it would be providing irrelevant education. At the same time, there are certain changes in the educational system calculated to effect changes in society. One example that may be cited is its programme for developing desirable values, particularly those related to nationhood.

One example of immediate response to change is the adjustment of curricular offerings to the oil crisis which has given rise to new personnel profiles and in turn the need for retraining of teachers. The educational system is actively supporting the government's job-creation programme – a measure to ease anticipated economic depression brought about by the oil squeeze. The schools have placed unprecedented emphasis on the development of productive skills and the generation of income through earn-while-you-learn projects at all levels including non-formal education. This curricular adjustment has precipitated the need for teachers to assume an additional role for which they were not originally trained – to develop productive skills and positive attitudes towards work – thus, necessitating the mounting of in-service education programmes for training and retraining teachers to develop vocational skills.

In order to effectively implement the planned changes in the educational system, the Ministry of Education was reorganized. From a highly centralized system, it has been decentralized. Thirteen regions were organized. Under this set-up, education has become more responsive to local needs, and programmes and projects are more efficiently managed.

Since the thirteen regions differ, this educational development plans vary although they have common themes, namely: democratization of educational opportunity, open education, development of productive skills, development of the new Filipino, lifelong education, and return to the basics. A number of programmes and projects have been mounted along these concepts which are calculated to contribute to development, and in-service education programmes have been geared to training needs relevant to these themes.

#### **Monitoring mechanisms**

To promote the planned changes spelled out in the National Educational Development Plan, mechanisms for monitoring their implementation have been established. One such mechanism is the setting up of

### National level

monitoring committees at all hierarchical levels, from the national committee down to the school committee, which are closely interlinked and which have specific responsibilities for getting programmes and projects implemented. The national committee has 13 regional committees and all other committees have committees ranging in number from 2 to 23 to monitor and coordinate.

Besides these monitoring committees, there are mobile teams and a ministry team composed of the deputy ministers, assistant secretaries, bureau directors and their assistants who go out to the field to monitor the implementation of programmes.

The monitoring system utilizes a variety of techniques and instruments. These include reports, observation, interviews, log books, checklists, questionnaires and tapes for recording learning episodes.

The secret of national effectiveness and efficiency in the implementation of programmes and projects would lie in developing management and leadership capabilities at all hierarchical levels. At present a number of in-service education programmes for personnel at these different levels are regularly conducted.

One consideration in establishing the monitoring system is the ideal of installing an evaluation system that permeates all stages of introducing change, i.e., pre-planning, planning, implementation and assimilation of the desired change, which suggests corresponding changes in personnel profiles.

### The educational personnel system: evolving new profiles

Changes in the educational system suggest the evolvement of new profiles which in turn require changes in the training programmes of teachers.

#### New personnel profile

Since Philippine society will remain 70 per cent rural in spite of rapid industrialization, the emergence of rural or community teachers equipped for effective performance in school and in the community is ineluctable. The teacher must primarily be a good Filipino, who is proud of her country, people and culture. While being an "educational diagnostician" prescribing tailor-made programmes from a well-stocked reservoir of tested alternatives, she will most of all understand the essential humanity of her students and relate their learning to the problems and culture of the community in which they operate as well as nurture a belief in the capability of each individual to improve.

The teacher must bring the schools into the community and vice versa and by doing so, draw out concepts and content of the curriculum from the needs and problems of the students and their community.

The teacher must possess a profound personal commitment to teaching and manifest continuing interest in the development of her students and their community. She must be resourceful, creative, innovative, and intellectually curious in order to adapt more easily to change.

In sum, the new profile of teachers will necessarily include technical and professional equipment which her counterparts in the past and present years may not possess. But over and above this demand, the teacher must be educated to remain stable in an exceedingly unstable world and must have moral convictions, lofty ideals, personal pride, confidence and integrity.

#### Present mechanisms for developing new personnel profiles

The training and retraining of teachers today are different from that of ten or fifteen years ago, and they will be even more different during the eighties. The significant feats of men at the close of the seventies like travel in space, the use of computers, the proliferation of gadgets and machines and new technologies have virtually made certain educational practices, techniques and curricula outmoded if not entirely obsolete.

Steps have been taken to reexamine and renew the mechanisms for training and retraining teachers. While present mechanisms are modifications of old ones, they can still stand improvement.

Training and retraining programmes now embrace teachers and all other education personnel from the national level down to the school level.

Various in-service programmes exist for equipping personnel for new roles and responsibilities such as the following:

(a) *Career Executive Service Development Programme (CESDP).*

This is a training programme to upgrade the managerial skills of career managers in the service. It is intended for top-level government managers which include deputy ministers, directors, assistant secretaries, assistant directors and service chiefs. The programme is conducted in the Development Academy of the Philippines.

(b) *Supervisory Training and Effective Administrative Management (STREAM).*

This training programme is managed by the Civil Service Commission and is addressed to the training of all division and service chiefs of all

*National study*

institutions of the government including education. It is intended to equip these personnel for changing demands of their position as cued by social changes.

*(c) Junior Executive Training*

This is a massive training for teachers and supervisors. The training course is geared to the changes and reforms in society and consequently in education.

*(d) School Education Development Programme for Assistant Superintendents (SEDP)*

This is a continuing development programme for junior school executives under the joint auspices of the Ministry of Education and Culture and the Civil Service Commission.

*(e) Ministry training programmes.*

These training programmes are conducted at the national, regional, division, district and school levels for supervisors, principals and teachers. Selected participants are trained in areas which respond to their specific needs, and in turn they serve as trainers for lower level education personnel.

*(f) Formal courses.*

One very popular mode of training for the development of new personnel profiles is attendance in formal courses. Such courses are taken either through scholarship grants or at the expense of the teacher. Those who are awarded scholarship grants take non-degree or degree course. Those who attend courses at their own expense do so on Saturdays or in the evenings.

The Ministry of Education and Culture operates a summer teacher-training school – the Baguio Vacation Normal School – which offers both undergraduate and graduate courses. In addition, there is a large number of state and private colleges and universities that offer summer courses for teachers. Most of these courses provide opportunities for updating knowledge and skills and for earning more credits for higher degrees, which can fetch higher salaries for the personnel.

**New directions for monitoring mechanisms for change.**

To produce the new profile of teachers demanded by changes in both society and the educational system, a series of mechanisms have been installed. These include in-service education programmes for the levels of personnel, formal courses that have been geared to the changes, curriculum development efforts to accommodate the changes and to serve.

as inservice education vehicle, linkages with other agencies and internal evaluation.

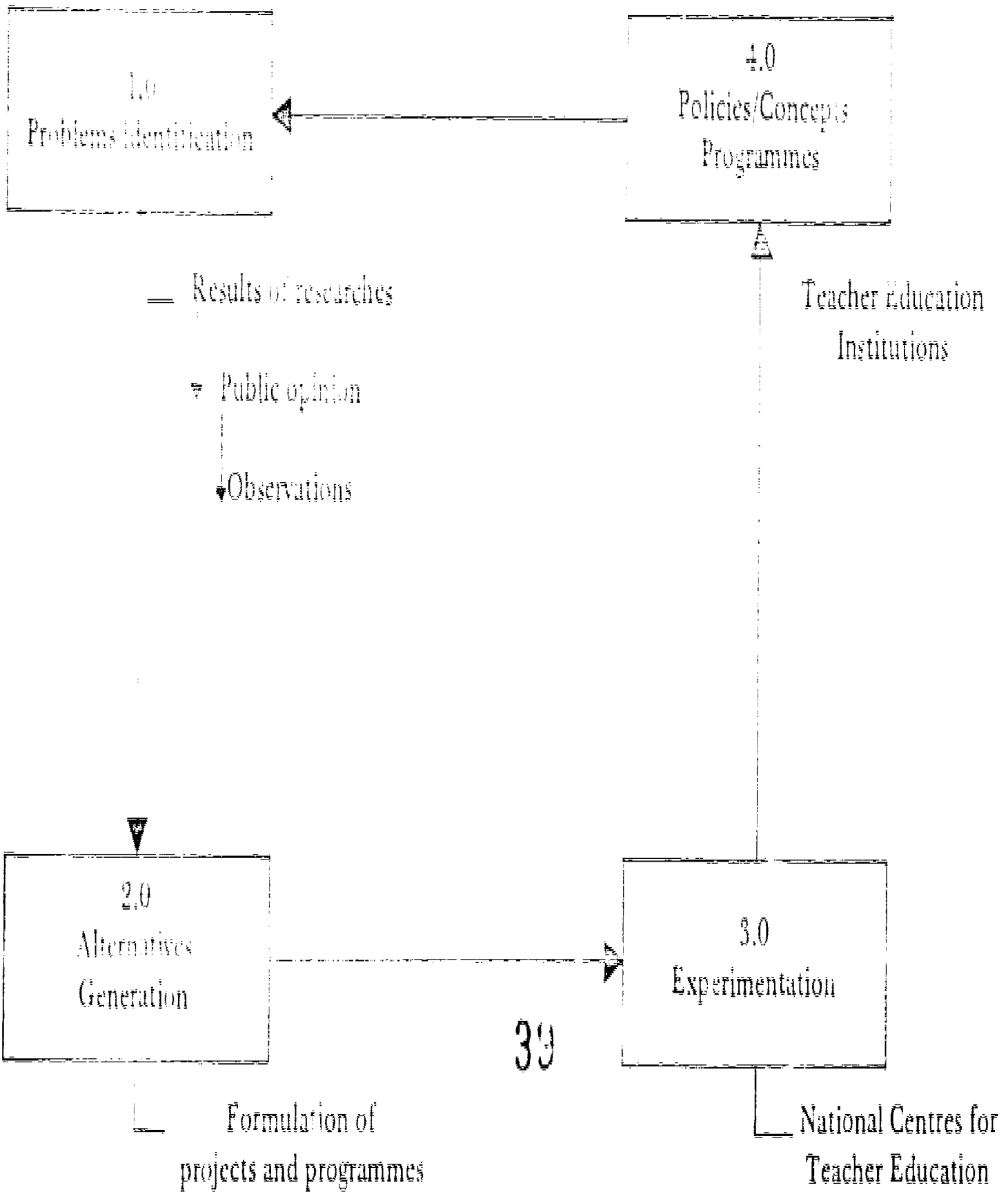
In spite of the massive programme for the continuing development of educational personnel, the country is still far from achieving its goal of developing personnel profiles which can be very supportive of current changes. The study thus recommends that a built-in mechanism addressed to strengthening the present system of monitoring and promoting change be established. This mechanism features the consolidation of all research centres of the Ministry into a National Research and Development Office or Centre and the reinforcement of the Planning Service into a Planning, Programming and Designing Office. The latter office shall retain its Curriculum Co-ordinating Unit which shall take up the responsibility of co-ordinating with the bureaus in order to identify concepts, strategies and content for the training and retrainings teachers. Such information shall be channeled to a National Centre for Teachers and be used as basis for strategies and programmes to be tried out and prepared for approval by the National Board of Education, for final implementation in the teacher education institutions and the agencies involved in training and retraining teachers.

The flow chart, that follows shows the processes which the proposed mechanism will follow in the continuing attempt to search for new educational directions and suggests factors which will affect the new profile of teachers.

#### **Concluding note**

The study accentuates the fact that the only constant thing is change, and that change in society begets changes in the systems embedded in it. It also underscores the idea that what spells the difference between success and failure in any agenda for educational progress is to squarely face the reality: the changing profile of teachers.

# Philippines: Process chart for developing new profile of teachers



Republic of Korea

## NATIONAL STUDY – REPUBLIC OF KOREA

*by Yung Dung Lee*

### Socio-economic scene in Korean society

The conclusion of World War II was a turning point for Korea for it shifted from the status of being under a foreign rule to that of a sovereign state. This transition provided a backdrop for the adoption of democracy as the philosophy for rebuilding the nation.

During the first three years following Liberation in 1945, the ground was laid for the development of a democratic society, and the Republic of Korea was born in 1948. Hardly had the work of Korean people for self-directed growth begun, when Korea was torn apart by the Korean War in 1950, which brought it into shambles, seemingly beyond hope of recovery. Despite many hardships following this fratricidal war, however, the efforts for rebuilding of the nation were intensified.

Korea is not richly endowed with natural resources; therefore, in national policy, industrial and human resources development has been accorded top priority. This policy orientation was reflected in the ambitious attempt of the Government to launch a long-term economic development programme. It involved the formulation of a series of five-year economic development plans. The successful implementation of these plans brought about rapid economic growth, placing Korea at the threshold of an industrialized society. National development policy will be continued along the line of accelerating industrial development and reducing socio-economic disparities among people.

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### *National study*

Looking a decade ahead, one can foresee the emergence of a number of socio-economic factors that will have significant implications for education. Continuing emphasis on economic growth, through industrial development will lead to a rethinking of the priorities in the educational sector. Apart from this, the changes that occur worldwide will have a profound impact on the educational system in one way or another. What is happening in other countries today will be our concern tomorrow. In identifying the socio-economic factors that have implications for education, it is essential that attention be given not only to those changes which are indigenous but also those which are of worldwide concern. Some of these are discussed below.

#### **Rapid industrialization**

As the national policy places greater emphasis on industrialization, technical/skill education will continue to be the dominant need in the programmes of school education at all levels. In this connection, the development of needed high-level manpower will be the primary concern of higher education.

#### **Socio-economic inequalities**

The rapid process of industrial development has brought about disparities in socio-economic status between rural and urban areas. These inequalities will widen further unless some fundamental measures are taken to reduce them.

#### **Population growth and urbanization**

Although the rate of population growth has been reduced markedly, the present annual growth rate of 1.7 per cent is still rated high in view of the limited land and other resources available. The rapid population growth, together with industrialization, increases the possibility of a massive drift of rural population toward urban areas. This trend has also a bearing on the growing concern about environmental problems.

#### **Problems of value**

As the process of industrialization and urbanization has accelerated, the life style of Korean people has changed dramatically toward consumptive and extravagant life. Respect for human dignity is submerged under the rising tide of materialistic orientation, and the supremacy of efficiency outshines the true virtues inherent in the democratic process. The new life style has given rise to conflict with the traditional value system of Korean people. This phenomenon is not a problem of Korean society alone but is of a universal nature.

#### **Potency of mass media**

Another universal phenomenon is the development of mass media which is a major feature of today's society. Although it cannot be denied that mass media have some negative effects, their virtues stand out prominently, which can be harnessed for educational purposes. The potential contribution of the mass media to providing informal and incidental learning must be maximized.

#### **Knowledge explosion**

Korea, like any other country, is experiencing an explosion of knowledge. This information revolution brings with it so much to be learned in many areas that there seems to be no way to cope with the ever-increasing amount of knowledge. The critical need is to disperse the process of learning throughout one's life cycle.

#### **New education approaches**

In response to the socio-economic changes that are taking place, efforts are being made to make education relevant to the needs of the present and future society. The following are the highlights of educational efforts in Korea.

#### **New emphasis in curriculum**

As Korea is setting its sights on the building of an industrialized welfare society based on democracy, efforts are being made to develop curricula relevant to the needs of the envisioned society. To this end, the curricula receive emphasis in the following areas:

1. Value education aimed to develop in young people democratic modes of life, national identity and fundamental virtues such as respect for human dignity, diligence, self-sufficiency and cooperation.
2. Science and technology education aimed to meet the increasing demand for high level manpower needed in a highly industrialized society.
3. Selection and organization of curriculum contents and subject syllabi shifting attention from factual knowledge to fundamental knowledge, with greater emphasis on application and inquiry in the learning process. Apart from the effort for curriculum reform, a new institutional arrangement has been made for curriculum development, which is characterized by a built-in mechanism which provides for channeling research results into curriculum development.

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#### Improvement of instructional system

To increase the outcomes of learning and the productivity of educational programmes, the following projects have been undertaken with the result of exerting significant impact on the instructional process.

##### (a) *Elementary-Middle School Development Project (E-M Project).*

This project attempts to develop an alternative delivery system for primary and middle schools, which would enhance the quality of education at large as well as reduce regional disparity in the quality of education. Having been started in 1972, it has been launched in the selected schools with the purpose of demonstrating how they function in large classes of both urban and rural schools. The new instructional sub-system, a major component of the new system, provides for a flexible grouping of learners, the use of multiple instructional materials, including TV and radio programmes and a variety of learning programmes catering to the needs of the individual student. This system is now on the way to nationwide application.

##### (b) *Skill-learning programme*

The skill-learning development project was undertaken in Korea in 1977, with the purpose of exploring ways in which the effects of skill-learning programmes can be maximized. This project culminated in the development of modularized learning programmes, a dozen exemplar teaching-learning materials and the development of audio-visual aids. On this basis, the skill-learning programme has been developed and integrated into the curricula of primary and middle (junior high) schools. This programme has no reference to specific skills but deals with general materials which are designed to develop a solid basis for continuing training in vocational education at higher school levels. Uniquely, this programme does justice to the affective domain including the development of an awareness of the importance of manual and skilled work and desirable work ethics.

#### Search for an Alternative Approach to School Education

##### (c) *Air and correspondence education*

The programme of air and correspondence education was introduced in 1974 to provide the out-of-school youth with some opportunities to continue schooling. There are at present 39 air and correspondence high schools in the two largest cities — Seoul and Busan — enrolling 21,000. The programme provides education in all required elements of the regular high school curriculum which comprises broadcast lectures (313 days) and class attendance (262 days).

(d) *Community-centered schools*

Community-centered schools are a direct out-growth of Saemaul (New Community) Education, which is an integral part of the Saemaul Movement. This Movement is a nationwide effort to promote spiritual enlightenment, social development and economic development particularly in rural areas. In this context, Saemaul Education is charged with the responsibility of bringing about spiritual enlightenment. Schools have been made the educational centers for community people, and teachers have become actively engaged in providing educational services. There are 158 community-centered schools (one in each county, mostly agricultural high schools) which provide various educational programmes related to Saemaul spirit, scientific farming, agricultural machinery, health, housekeeping and family planning. In addition Saemaul classes are operated by primary and middle schools for parents during vacation.

(e) *In-plant training programmes.* —

The Law enacted in 1975 made it mandatory that industrial firms employing more than 500 persons offer inplant training. There are 443 in-plant programmes across the nation enrolling 41,808 non-skilled workers in 16 different courses. The government increases its administrative and financial support for these programmes. Apart from teaching staffs within the plants, a mobile teaching team has been organized to make periodic rounds of the plants in order to bring the quality of the training programme to the level of the standard performance criteria set.

(f) *Adult education.*

As adult education is gaining ground, school for old people are increasing in number. They teach the old productive skills and hobbies that will enrich the remaining part of their lives. Apart from this, colleges and universities are actively involved in extra-mural service or university extension programmes. Most prominent among them is the "citizen college" for married women.

(g) *Development of high-level manpower*

In its present stage of social and economic development, Korea is faced with an urgent need for developing high-level manpower. This need has also been the anchor point of educational reforms.

(i) *College pilot programme.* The most significant among recent major innovations is the college pilot programme calculated to increase the efficiency and flexibility of higher education in adjusting to new requirements. The colleges and universities inclined and ready to carry out the pilot programme are given encouragement and support. They are

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designated as experimental colleges (or universities). The major features of the pilot programme are downward adjustment of credit requirement for graduation and the introduction of two major systems to solidify the academic foundation of college students.

(ii) *School for the gifted.* In anticipation of the time when it would be on the frontiers of rapidly developing science and technology, Korea is vigorously seeking to develop a system of producing highly competent scientists. The school for the gifted is the response to this need. It is yet at a stage of conceptualization. When this school comes into being, it will be possible to provide for earlier detection and maximum development of scientific talent of Korean youngsters.

### **Personnel profile**

The social-economic milieu of Korea and the new developments of universal nature call for fundamental changes in the functions of the educational system. Since teachers, among others, are the key factor for reform in all educational systems, the change in the profile of teachers is unavoidable.

The profile of teachers may be considered to have two dimensions — personality traits and professional competencies. The developments in the psychology of learning have given rise to the advocacy of a scientific approach to the formation of competencies. Although competencies are important for successful performance in teaching, personality traits of the teacher cannot be neglected. It is especially true in the Korean society which still retains the tradition of holding teachers in high esteem. Amid rapid industrialization of technological advancement, the clamour of the public for high moral consciousness and integrity on the part of teachers is loud and clear. Korean teachers are required to have desirable qualities on both dimensions. Given this reality, the following traits are considered essential:

The teacher should:

1. Be a man of integrity in order to develop in youths the qualities of a whole person manifested in the National Education Charter of the Republic of Korea;
2. Have trust and respect for human potential;
3. Be warm in heart and humane in dealing with sympathetic understanding of their learning and personal problems; and
4. Be sensitive to his needs and motivated toward meeting these needs in a way that accelerates self-growth.

The other dimensions of the teacher's profile, that can be given substance when considered in terms of specific roles that the teacher must play, are as follows.

The teacher should be:

1. An organizer of learning experiences: Teachers should be skilled in organizing a wide range of learning experiences varied enough to meet individual needs.
2. A facilitator of learning. An able teacher ranges along a continuum of interaction styles, which include the roles of stimulator, encourager, helper, questioner, challenger and puzzler. What is important in this connection is the role of guiding learners towards the feeling of satisfaction from their achievement so that they develop confidence in their ability to learn.
3. A resource finder. Teachers should know various data bases to use and efficient ways of retrieval and help learners get the relevant information resources.
4. A designer of teaching aids and materials. Teachers should be able to assess the need for teaching aids and materials and produce them.
5. A diagnostician of learners' progress. Teachers should be highly skilled in the use of various evaluation tools to identify the needs of individual learners and monitor the progress of their learning.
6. A developer of values. In a continually changing context of society, teachers should regularly examine their own views of the world vis-a-vis those of students to develop a sound grounding in values. Sound values required of a teacher help him to identify the values to be cultivated in the students and the ways of guiding them.
7. A counselor. The teacher should be a guide not only in subject matter but also in matters pertinent to the personal life and career development of the student.
8. A human relations developer. Teachers should be familiar with the ways of developing human relationship with people of different ages and assume the role of bridging the value gap between elderly people and the youth.
9. A teacher of adults. Teachers should be highly sensitive to and knowledgeable about the characteristics of adults and should be able to organize learning experiences in a systematic fashion and teach them effectively.
10. A community survey specialist. Teachers should make it a point to conduct surveys on the characteristics and needs of the community and the availability of community resources for instructional purposes.

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11. An innovator. An innovative teacher is well aware of the problems related to his teaching and has the vision of what classroom teaching should be like in the future. He believes in rational planning for some of the probabilities of the future, makes projections into the future and weighs alternative paths to it. As such, he is continuously striving not to be a passive part of mankind's destiny but to help create it.

### Teacher training mechanism

#### Existing mechanism

A rapid increase in the number of primary and secondary schools for the last three decades resulted in a chronic shortage of teachers. In the rapid process of industrialization, the profession of teaching which was held in high esteem has become unattractive amidst the new professions which appear more challenging to the youth. This makes it difficult to recruit qualified teachers.

#### Junior Teacher's College (JTC).

JTC provides a two-year post secondary course designed to produce primary school teachers. Its antecedents are normal schools equivalent to the high school level. There are 11 national JTC's – one in each province. The students of JTC's are exempted not only from tuition and other fees, but also from military service (male students). This is a major incentive to draw bright students into the teaching profession. As a means of upgrading the quality of primary school teachers, a plan is being formulated to extend the two-year programme into a four-year college programme. The JTC's also serve as in-service training centres during vacation periods. With these eleven centres, the opportunity for in-service training is still limited in view of the number of primary school teachers (approximately 100,000) to be trained.

#### Colleges of Education.

There are 24 colleges of education, most of which are university-affiliated, to produce secondary school teachers. Eleven of these colleges – one in each province – also serve as in-service training centres during vacations.

#### Korean National Institute of Education Research (KNIER).

KNIER is a research institute attached to the Ministry of Education. This institute offers residential training in the Saemaul (New Community) Movement, which is compulsory for all principals and assistant principals of primary and secondary schools.

**College of Education, Seoul National University.**

This college has an affiliated training institute which offers a six-month intensive training for principals and assistant principals in educational administration.

**Provincial Education Research Centres.**

There are 11 provincial education research centres – one in each province. They offer a variety of short-term in-service training programmes designed to improve skills in specific areas such as designing of teaching-learning materials, instructional planning, classroom management and teaching methods.

**Planned changes**

In an attempt to remove time and spatial limitations inherent in in-service training, distance learning programmes using broadcasting media are being devised.

The New Community Movement has become a core element of the in-service training programme, with the purpose of equipping teachers with the qualities of community leaders.

With the integration of the skill – learning programme into the curricula of primary and secondary education, the training of teachers in this new area has become a central concern of teacher education. Cognizant of this need, the Department of Industrial Teacher Education has been set up at Chung Nam University which is exclusively responsible for producing teachers and providing in-service training in this field. This University has the advantage of drawing on the facilities and expertise of the Science Research Complex adjacent to its campus.

The establishment of the Staff Training College is being considered not only to train educational administrators but to provide a forum for sharing of experiences and concerns of supervisors, principals and policy-makers and promoting a collaborative attempt to make education more responsive to the needs of the present and future society.

**New mechanism for teacher training**

A review of the existing mechanism for teacher training particularly in relation to the new personnel profile sheds light on what the new mechanism should be like. The new mechanism may be envisioned as follows:



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#### **Pre-service training**

The most dominant deficiencies of the present mechanism are the lack of experiential learning and theoretical learning divorced from actual situation. Therefore, the pre-service training programme envisioned here should be situation-oriented, which visualizes the interweaving of theory and practice. The principle behind this view is that the time gap between the acquiring of knowledge and its application must be kept to the minimum. The situational approach appears to have a great potential for serving this purpose, because being immersed repeatedly in the process of analyzing and interpreting situations enables the prospective teacher to form a system of concepts. But the situational approach should not be considered a substitute for the present consecutive programme but merely a supplementary scheme which needs to be reinforced by a study of the relevant aspects of the theory of knowledge and the cognitive and affective processes of learning and feeling. A close parallel would be to organize the theoretical course around case study and clinical work as is practiced in education for law and medicine. In this connection, the employment of clinical professors deserves special attention as a possible means of bridging the gap between theoretical learning and practice teaching.

#### **In-service training**

The most serious concern of in-service training in Korea is the limited opportunity for in-service training, and this points to the need for reducing time and spatial limitations. A consideration along this line leads us to the question of "how to motivate teachers toward self-directed learning". A consideration of this question may provide a critical path to making a deep dent on the problems besetting in-service training. This view is based on the fact that learning outcomes can be maximized when one is motivated by an awareness of individual needs. An important function of in-service training is, therefore, to help individual teachers identify their needs and provide means of fulfilling them. The provision of self-learning packages, with an effective built-in monitoring mechanism, will be a giant step toward improving the present in-service training system. At the same time, efforts should be made to decentralize in-service training by encouraging local initiative. By deriving self-learning schemes and by encouraging local initiative it would be possible to ensure programmes which would contribute more to the development of the potential of individual teachers. It is imperative that any effort to improve in-service training in the future should place greater emphasis on the diversification of training programmes based on the needs of individual teachers. It is imperative that any effort to improve in-service training in the future

should place greater emphasis on the diversification of training programmes based on the needs of individual teachers.

#### Monitoring and evaluation of educational changes and programmes

The social and political setting of Korea is characterized by centralization, although considerable degree of autonomy has been given to provincial education authorities.

The highest legislative body of the National Assembly is based on a two-party system. The Education and Culture Sub-Committee of the National Assembly is the machinery for proposing and deliberating on bills pertinent to education. Therefore, monitoring and evaluating educational changes and programmes are important functions of the Sub-Committee. In order to collect information and data which are relevant to policy interpretations, the Sub-Committee members have regular contacts with professional associations, research institutes and universities.

The highest administrative body is the Ministry of Education which has a Education Policy Deliberation Council as a consultative body. The Council, composed of leading people representative of various walks of life, advises the Ministry on more specific issues of education. Monitoring and evaluation are also important functions of the Council which helps the Ministry formulate policy measures.

While the Education and Culture Sub-Committee of the National Assembly and Education Policy Deliberation Council perform the functions of monitoring and evaluation, their work in actuality lacks professional insight. The drive for the professionalization of these functions was given impetus by the establishment of the Council for Long-Range Educational Planning (CLEP) under the Office of the Prime Minister in 1968. The inauguration of CLEP was a response to the need felt for a systematic approach to planning changes in the educational sector in the context of the changing social and economic milieu. The important point to be noted here is that educational development planning was treated as a component of a comprehensive national development programme co-ordinated by the Economic Planning Board. The most significant achievement which resulted from this institutional arrangement was the formulation of the Comprehensive Long-Range Educational Plan (1972-1986) which involved an extensive analysis of problems and needs, projections of quantitative indicators that would guide educational development and specification of strategies for the implementation of planned changes.

In July 1971, the CLEP underwent what was called "developmental dissolution" and educational planning has now become the regular func-

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tion of the Korean Educational Development Institute (KEDI). On the basis of the previous long-term plan, KEDI undertook an ambitious study in the early part of 1970 to take a fresh look at required changes in the educational system over a 15-year time span from 1978. The study report, published in 1978 with the title "Long-Term Perspective for Educational Development," is being used as the major resource material for the formulation of policy measures by the Ministry of Education and other concerned agencies. Within this framework, KEDI regularly develops short and mid-term plans focusing on policy guidelines in close co-operation with the Ministry of Education. The evaluative function is of course built in the planning mechanism, which involves leading people representative of various walks of life.

By and large, the monitoring and evaluative functions in Korea are research-based by assigning them to research institutes. In recent years a trend has emerged toward encouraging these functions at the local level, and steps are being taken to develop the planning staffs of local education agencies.

ERIC PUBLICATIONS RELATED TO TEACHER EDUCATION

- Integrating training of teachers in civil service* - ICF ACRU, Geneva, 1977
- Expanding and diversifying in teacher education: re-orienting teacher education for social development* - Teacher Education, 1977
- Preparing teachers for education in social development - 2 booklets, 1977*
- Continuing education for teacher educators - advanced-level workshops, 1978*
- Continuing education for teacher educators: handbook of suggestions for organizing advanced-level workshops, 1978*
- Developing instructional modules for teacher education: 1 handbook, 1978*
- Developing instructional modules for teacher education: selected exemplar modules, 1978*
- Continuing education for teacher educators: identified needs and plans for national workshops, 1978*
- Policy studies in Asia - the training of educational personnel: India, Nepal, Pakistan, Philippines, Thailand, 1979*
- Teacher education: directions of change, 1979*
- Diversifying education: selected innovative experiences - New techniques for preparing educational personnel, 1979*
- Diversifying education: strategies for development and use of instructional materials, 1979*
- Designing instructional materials for general education and teacher training: a portfolio of experiences in Asia and Oceania, 1980*
- New personnel profiles in relation to changes in society and educational systems, 1980*
- In-service teacher education: developing innovatory strategies and instructional materials; report, 1980*
- Preparing educational personnel: Training methodologies based on locally available learning resources, 1980*

The Asian Programme of Educational Innovation for Development (APEID) has as its primary goal to contribute to the building of national capabilities for undertaking educational innovations linked to the problems of national development, thereby improving the quality of life of the people in the Member States.

All projects and activities within the framework of APEID are designed, developed and implemented co-operatively by the participating Member States through the national centres which they have associated for this purpose with APEID.

The 21 countries in Asia and the Pacific participating in APEID are: Afghanistan, Australia, Bangladesh, China, India, Indonesia, Iran, Japan, Lao People's Democratic Republic, Malaysia, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Republic of Maldives, Singapore, Socialist Republic of Viet Nam, Sri Lanka and Thailand. Each country has set up a National Development Group (NDG) to identify and support educational innovations for development within the country and facilitate exchanges between countries.

The Asian Centre of Educational Innovation for Development (ACEID), an integral part of the Unesco Regional Office for Education in Asia and the Pacific in Bangkok, coordinates the activities under APEID and assists the Associated Centres (AC) in carrying them out.

The aims of APEID are:

- To stimulate efforts in the Member States for the development and implementation of innovations in education, both formal and non-formal;
- To make students, parents, communities, teachers and other educational personnel, aware of the need for relevant changes in education;
- To promote understanding and appreciation of the differences in educational practices and approaches of the Member States;