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ABSTRACT

This document reports on a workshop concerned with the inservice training of educational personnel. The workshop's main objectives included: (1) review of policies and plans for the development of primary education; (2) identification of alternative objectives, issues, and growth points; (3) development of training strategies for the implementation of new models, trends, and processes of primary education; and (4) consideration of possible plans and materials for any follow-up workshops on inservice training. Participants came from Indonesia, Malaysia, Nepal, New Zealand, Papua New Guinea, the Philippines, Republic of Korea, Sri Lanka, and Thailand. This document reports on each of the objectives and conclusions of workshop participants. A summary description of the workshop/studies formulated by the participants is presented in tabular form. Appended are the workshop agenda, a participants list, summaries of surveys on selected topics, and country perspectives in summary. (CB)

APEID

Asia and the Pacific Programme of Educational Innovation for Development

Report of a Workshop on In-Service Training of Educational Personnel Focused on New Developments, Trends and Processes of Primary Education

UNESCO REGIONAL OFFICE FOR EDUCATION IN ASIA AND THE PACIFIC
Bangkok

IN-SERVICE TRAINING AND TOMORROW'S PRIMARY EDUCATION

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PREFACE

As the world approaches the end of the twentieth century, the rate of change accelerates rather than diminishes. But the unrestrained optimism that was characteristic of the 1960s has given way to a more focused determination to achieve efficiency and effectiveness in the pursuit of national development goals. The most economical use of resources to achieve the best returns has become an insistent theme with rationalization and re-structuring the persistent themes.

The effects have been felt in education. When systems have rendered account, questions have been raised about standards, about educational effectiveness and about the relative value of investment in one sector or another. Other questions have also been asked about the relevance of education systems to national development and the contribution they may make to it.

Such questions have led to attention being focused on curricula and what is being taught to pupils; on the schooling system and who benefits from it (and who should pay for it); on technology as a key to the future; and a number of other alternatives to existing practices.

In all this, two things remain relatively clear and reasonably certain. First, among the resources most important to any nation's development are its people. Second, the development of the human resource is of both intrinsic and extrinsic worth – to the individual and the nation.

It follows then that education systems as agents in the process of developing a nation's human resources, are themselves important – for what they can do well and may do badly. It follows again, that training teachers to be efficient and effective is a necessary condition for national development. That condition can partly be met by effective and efficient in-service training directed towards the future and what its needs are thought to be.

It was with this as the back-drop that the workshop concerned with the in-service training of educational personnel was convened in Seoul in October 1986. It is hoped that the outcomes of the workshop will help in the struggle to prepare for that challenging but promising future.

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INTRODUCTION

The sub-regional training workshop on the in-service training of educational personnel and focused on new developments, trends and processes of primary education, was held at the Korean Educational Development Institute from 7 to 15 October 1986.

The workshop was convened by the Asian Centre of Educational Innovation for Development (ACEID), UNESCO Regional Office for Education in Asia and the Pacific, as part of its work plan of the third cycle.

The main objectives of the workshop were to:

i) review policies and plans for the development of primary education;

ii) identify alternative objectives, issues and growth points;

iii) develop training strategies for the implementation of new models, trends and processes of primary education; and

iv) consider possible plans and materials for any follow-up workshop on in-service training.

The workshop was attended by eleven participants from nine countries – Indonesia, Malaysia, Nepal, New Zealand, Papua New Guinea, the Philippines, Republic of Korea, Sri Lanka, and Thailand.

Inauguration. In his opening address, Dr. Young-Shik Kim, the President of KEDI welcomed the participants, offering them ready access to the institution's resources. His remarks on the relevance of the workshop were both encouraging and challenging – encouraging because he stressed the importance of human resources; challenging because he made education responsible for developing those resources to best effect.

Dr. Cho Sung Ok, the Secretary General for the Korean National Commission for UNESCO extended a welcome on behalf of UNESCO. He affirmed the importance of primary education both for society and for the intrinsic value it had for individual growth and development. Nevertheless, he warned that deficiencies in primary education had serious consequences in any nation and that the pursuit of excellence should be a consistent goal. That goal, long adopted by UNESCO, was the means of enhancing quality of life and benefitting mankind widely.

Mr. Hong Rae, Chief Supervisor of Educational Research in the Ministry of Education, speaking on behalf of the Minister of Education, reiterated the importance of primary education and highlighted current concerns that were being dealt with in Korea. They included; increasing the duration of teacher training from two years to four; the development of management systems; reducing the size of classes and integrating the lower school curriculum.

In-service training

Responding on behalf of UNESCO and the participants, Dr. H.K. Paik expressed his gratitude for Korea's and KEDI's hospitality and support. He also saw in this occasion, opportunity to take stock of ROEAP's current cycle of activities and look ahead to the approaching fourth cycle of APEID. To this end, the search for new models and the development of training programmes were both of considerable significance provided they were rational, logical, and empirically defensible. The necessity to identify and target the real problem was crucial.

Election of officers. In the first plenary session, the participants elected: Dr. Kwak, Byong-sun (Republic of Korea) as chairman, Mr. A Neuendorf (Papua New Guinea) as vice-chairman and Professor R.S. Adams (New Zealand) as Rapporteur. For the two working groups the elected Rapporteurs were Ms. Edith B. Carpio (Philippines) and Mr. Saw Chee Leng (Malaysia).

Organization and procedures. The workshop started with the presentation and discussion of papers from each of the countries. They gave overviews of new developments, trends and processes in primary education and brief outlines of in-service training practices and strategies Thereafter followed three separate sessions where attention was given to:

i) policies and plans for the development of primary education;

ii) alternative objectives and growth points; and

iii) changing roles and tasks in in-service training and the preparation of educational personnel.

Prior to forming two discussion groups, the participants examined some of the conceptual and practical issues surrounding the development of appropriate and relevant training strategies focused on new developments, trends and processes in primary education.

The groups then took the main topics and considered them in greater detail and depth. The review of that consideration was then incorporated into the draft final report.

Outcomes. The principal outcome of the workshop is the final report itself. It gives an account of (i) issues currently thought to be significant in education; (ii) policies and plans relevant to addressing them; and (iii) in-service training strategies to prepare educational personnel for coping with them. It also considers some of the unresolved questions that bear on the choosing and planning of strategies appropriate for any given educational development.

The report entitled "In-service Training and Tomorrow's Primary Education" was adopted after modification at the closing session on 15 October 1986.

Chapter One

OVERVIEW

In the early years of UNESCO many member countries were concerned with quantitative aspects of the development of their education systems. There was great need to provide more schools and enable more children to gain access to them. To some extent, quantitative issues still command attention. The drives for universalization of education, equity of access and reduced drop-out rates all reflect a quantitative concern. But the quantitative problem has been greatly reduced and with that reduction has come a new concern for qualitative aspects. It is no longer sufficient only to provide educational opportunity. Now the worth of the education is required to be as high as possible. Indeed the question; 'What education is of most worth?', has become an insistent one. In the process, the traditional curriculum and its academic subjects characteristic of colonial days, has come under strong criticism as elitist and irrelevant. What, it is asked, is education doing for our country and for our children?

Behind the question lies the assumption that education, while being of intrinsic value, ought also to be of extrinsic worth, having a value or pay-off for both individual and nation.

In this context, it is not surprising to find that educational plans and policies become linked to plans and policies for national development. Education is seen as one of the agencies through which national aspirations can be achieved. Accordingly, education is required to be relevant for national economic development and for national social development – a means for contributing to the economy and to national identity and unity.

This has led to questions about how best to prepare children for a satisfying and useful vocational future and how to inculcate those values and beliefs that are considered to be essential for true nationhood.

Understandably, such questions have led in turn to focusing on what the school does – what is taught in it and how it is taught. The curriculum and teaching strategies have come under the spotlight. They, it is recognised, constitute the mechanisms by which education occurs, they determine education's quality and its worth. The teacher is central in this process. It is he or she who translates the curriculum into educational action. It is he or she who orchestrates the teaching learning process. On the teacher depends what the children learn, the way attitudes to learning are formed and even whether children continue on with their education or forsake it.

In response to the national need, changes have been made in the content and structure of national primary school curricula. These are often followed by consequential changes in the curricula of pre-service training institutions/colleges and

universities. New teachers going into the system for the first time are to that extent familiar with the the new curricula and aware of the intentions held. However, new young teachers are greatly limited in the extent to which they can introduce and implement changes in school practices. They lack the authority and confidence of experience and are not highly regarded by veterans in the system as equipped to instruct their elders.

For this and other reasons, the in-service training of practicing teachers is both desirable and necessary if the required qualitative changes are to become widespread. In-service training provides the opportunity to upgrade teaching practices, to introduce new procedures and provide enrichment and refershment.

This then is the full cycle. From issues of social significance to the nation come national policies for development. From national development policies come educational development policies. From the latter in turn comes the need to provide new in-service training. And from that need comes the necessity to develop and implement new and relevant training strategies so that the quality of teaching is improved.

However, in some cases the cycle is not complete. One of the linkages is missing with the consequence that the objectives of the national policies may not be met or the in-service training provided may not prove to be socially relevant.

The chapters that follow in the report were prompted by the belief that it would be informative to examine national trends and developments providing comparative information that might merit reflection. It was also prompted by the belief that examining strategies of in-service training might be useful to those who have to plan and undertake it.

Those who contributed to the construction of those chapters, the participants in the workshop, came from countries that are diverse in character and varied in their experiences with development and in-service training. While the main points they held in common are covered in the following chapters it is perhaps worth briefly highlighting some of the differences that relate particularly to in-service training.

Access and communication is much easier in the relatively compact nations -- the Republic of Korea, Sri Lanka, New Zealand and Thailand. By contrast Indonesia and the Philippines face the same problem – many island communities scattered across wide stretches of ocean. For their parts, Papua New Guinea and Nepal had to cope with problems of isolation – in the former's case caused by mountainous country covered in dense impenetrable forest, in the latter's by the mountainous terrain of the Himalayas.

Technology was not yet playing a major role in either education or in-service training in most of the countries; Korea, and to a lesser extent, New Zealand being the exceptions.

The Philippines approach to in-service education was distinctive because of its multi-faceted and multi-level approach. Recognizing that innovation depends on

all parts of the system being interrelated, their approach to in-service training stressed the necessity to ensure that personnel at all levels were properly prepared to play their roles.

Sri Lanka's current position is noteworthy for the ambitions held for education, the degree of national support it attracts (6 per cent of GNP) and the comprehensive plans made for future development including in-service training.

Thailand's development of school clusters as a device for providing support systems for schools and a measure of autonomous decision-making based on consensus, provided a model that excited interest. Papua New Guinea's concern to encourage a measure of independence and initiative among teachers, especially those inclined to rely over-heavily on externally provided guidelines and outlines, struck responsive chords elsewhere also.

The Republic of Korea, where overcrowded classrooms and traditional methods were thought to be inhibiting teacher (and pupil) initiative, was moving to modernize teaching methods – partly through the use of integrated curricula in the lower school. Indeed moves towards integrated curricula were common to almost all of the countries for mainly two reasons. First, traditional curricula seemed to favour the advantaged and second the relevance of traditional subjects to contemporary ideals and national needs seems questionable.

Malaysia also favours integration of curricula in the early school years prior to extending provisions in the future. Its main current concern is to upgrade the general quality of teachers.

Indonesia, in the face of its logistics problems, relies relatively heavily for in-service education on centrally controlled but delegated authority – the model that is perhaps still the main model in the region.

New Zealand's approach to in-service training includes provisions that enable teachers to take opportunities to advance their qualification and professional capabilities by undertaking part-time study either at local teachers colleges, universities or by distance education.

Nepal's focus on distant and disadvantaged communities and in equalizing access to education for girls makes constructive use of locally available manpower – a practice that commended itself to other countries where teachers, unfamiliar with the district or local cultures were being encouraged to employ the same principle. These and other concerns and developments are seen in wider perspective in the chapters that follow.

Chapter Two

ISSUES AND GROWTH POINTS OF PRIMARY EDUCATION: ALTERNATIVE OBJECTIVES

In considering issues and growth points of primary education, the workshop did not attempt a sociological analysis of the issues facing the various societies. It placed its focus on educational issues per se. However, the other broader societal issues did surface from time to time, particularly when they impinged directly on the education system.

For example, the importance of economic development, was a 'given' for many countries. As well, the questions of national unity and national identity were always to the forefront in some of the participating countries, particularly those with large, diverse and scattered populations. Both concerns were reflected in educational policies.

As well, there were other national issues that surfaced from time to time. The question of gender equity was touched on briefly as a matter of national concern for some, for others as a sector concern reflected in the promotional prospects of women teachers and in access of girls to schooling.

The issue of cultural minorities was also touched upon and had its echoes in problems relating to the interface between school and community.

However, the main thrust of the discussion was directed towards those aspects of development that were salient to professional educators. To that extent it must be conceded that this one perspective tended to dominate discussions. Had the group been differently composed, the perspective might well have been different too. Politicians no doubt would have looked with different eyes, so too would have economists. It also must be said that whether or not the community perspective has been able to be represented faithfully is also a little problematical.

The educational issues that surfaced during discussions were many and varied. At the broadest level of analysis, they could be seen as concerned with, respectively, quality of education, quality of educational management and disparties. Such concerns, however, are universal. Here however, they take on particular significance when the matters given emphasis within them are identified. Discussion follows:

Quality of education. The integration of the curriculum was seen as perhaps the most promising way of improving the quality of education, but there were qualifications to make also. All member countries have agreed that the integrated curriculum with its flexible approach is ideal for the primary school but regard must also be maintained for achievement levels. Closely allied to achievement levels is seen to be the need to provide a variety of learning and instructional materials and

to utilize new teaching strategies, methods and technologies. All countries have considered these of relevance in outlining new objectives. Between 1983 and 1986 Indonesia, Malaysia, Philippines, Republic of Korea, Sri Lanka and Thailand had all gone to the extent of introducing reforms in the primary school curriculum with these objectives in view. Indonesia, Nepal, Philippines, Sri Lanka and Thailand are also providing a variety of learning kits and instructional materials to pilot schools and deprived schools and have also carried out school-based research to test the effectiveness of the strategy.

Allied to quality of education is assessment. There appears to be an increase in concern over the effects of purely summative assessment and the conformity and competitiveness that seems to be associated with it. There is however a fine line to draw between using formative tests to encourage personal growth and initiative and maintaining or raising academic performance levels. Part of the concern for quality of education is also expressed through interest in modern teaching methods and to some extent in the new information technologies.

Quality of management. All member countries agreed in principle that the management capabilities of personnel at all levels should be improved. Malaysia, Papua New Guinea, Philippines, Republic of Korea, Thailand have already planned and carried out management training for networks of personnel involved in the supervision of primary schools and have evaluated the outcomes. Nepal and Sri Lanka have started management training on a limited scale and are in the process of evaluating it. In New Zealand, a new Master of Educational Administration degree has became available for teachers through distance education. Strengthening the linkages with agencies or groups involved in primary education is another new objective being pursued by Nepal and Sri Lanka on a major scale. This principle is being accepted and being tried out on a minor scale by Indonesia, Malaysia, Papua New Guinea, Philippines, Republic of Korea, Thailand.

Disparities. While emphasizing new objectives which deal with the quality of primary education, Indonesia, Nepal, New Guinea, Philippines, Sri Lanka, Thailand have also outlined new objectives that deal with improving the expansion of primary education and also the reduction of drop out and repetition rates at the primary level. In Nepal the emphasis is on programmes dealing with female education and expansion of primary school enrolment in remote rural areas and mountainous regions. In Indonesia, Philippines, Sri Lanka and Thailand the emphasis is on deprived areas, plantation areas, new settlement areas and even on certain slum areas. New Zealand's concern over disparity is primarly directed at disadvantaged ethnic groups. Tied to this was also the objective of providing basic education to all children of primary school age and also reducing disparities in the allocation of scarce resources among schools and the refinement of information dissemination systems.

In all this, certain points of potential growth in the education systems can be discerned.

The integrated curriculum is expected to continue to develop, subject in some cases to modification following results of research into its implementation and effects (eg. Indonesia and Malaysia).

In-service training

Distance education for the training of teachers looks likely to continue to grow in a number of countries though others at the moment are focusing an other priorities.

School based research seems to be exciting a measure of interest – in Republic of Korea and Thailand in particular. It is thought to provide useful information and encourage the professional growth of teachers. This seems to be accompanied by an increasing concern for the academic and professional capabilities of teachers.

In some countries including for example, New Zealand and Thailand, there appears to be scope for the development of *bi-lingual* education – in the interests of identity and self-confidence. However, the mind boggles at the application of this principle in Papua New Guinea where the 3.5 million people speak between them, 700 different languages.

Bi-lingualism is but one aspect of *school community relationships,* an area which also appears to be a potential growth point in a number of countries. This is regarded as a two-way process with both school and community benefitting.

Teacher Resource centres appear to constitute another growth point. All of the participating countries make use of them but to a lesser or greater extent.

Similarly the development of *multi-media curricula,* though being undertaken quite comprehensively in the Philippines, Republic of Korea and Thailand is less prominent elsewhere. Many countries share the view that provision for the disadvantaged, the handicapped and the disabled will receive increasing attention in the future.

Finally, *in-service training of teachers;* probably school based but not exclusively, will be a matter which education systems are likely to continue to develop.

Chapter Three

POLICIES AND PLANS AND THE DEVELOPMENT OF PRIMARY EDUCATION

The practice of having national development plans is widespread in the region although it is not quite universal. The practice of having educational plans for national educational development is also widespread but again not universal. It seems as if countries adopt one of two stances towards planning – either (i) a pro-active stance, which, in an attempt to control the future, develops systematic programmes in anticipation; or ii) a reactive stance, which expects that the existing system will both continue to function satisfactorily and, should a problem arise, the system has the means to respond constructively and successfully to it. The pro-active stance seems more concerned with the continuing construction of a system. The re-active stance seems more concerned with fine-tuning of an (already constructed) system.

Whatever the case, the question may be asked, what is the connection between what the country is doing to foster its own development and what the education system is doing – are they interdependent or unrelated?

From the information provided at the workshop, the indications were that the range was wide – from countries that had chosen to have both national development and national education plans (eg. Indonesia, Malaysia, Nepal, Republic of Korea, Thailand) medium term plans (eg. Papua New Guinea and Philippines) to those that had neither in any formal sense (eg. New Zealand). Also it was apparent that the connection between the direction national development was going and the direction educational development was going was sometimes deliberately interconnected, sometimes they appeared not necessarily connected at all, even covertly.

This is not to say that in the latter case the two were opposed. Rather, it was either assumed that (i) what primary education was doing was appropriate, given the direction the nation was going; or (ii) that the contribution education might make to development had not yet been examined closely.

Nonetheless most of the participating countries have accepted, in principle, the idea of laying down a national policy on education that is related to the national development policy. Indonesia, Malaysia, Nepal, Republic of Korea and Thailand are all into their 5th national plan or beyond it.

Papua New Guinea, Philippines and Sri Lanka in a similar fashion are working to medium term development plans. Annual implementation programmes of the respective ministries or education departments tend to be worked out in the context of national policy and priorities. In most countries the educational planners have to map out action paths for the purpose of making the education system more efficient in achieving set targets within the framework of set objectives. In New

Zealand, the Education Department tends to adopt short term or long term projects, consistent with the government's policies and to some extent in response to public opinion – which is sometimes actively canvassed.

Against this background, it is possible to see three main current concerns among those who are responsible for policies and plans. There is an overarching concern with (i) access and retention; (ii) quality of education; and to a lesser extent (iii) finance. Each will be dealt with in turn below.

Access, retention and accommodation. A number of the countries in the region are concerned about wastage in education. The tendency for children to drop out of school and in some cases not even attend has its causes in: (i) inaccessibility of schools to remote areas; (ii) poor scholastic performance (in turn reflecting disadvantaged backgrounds); (iii) teaching that is less than interesting; (iv) no apparent advantage to be seen in education; and (v) the need for child-help at home or on the farm for economic reasons. The drive for universalization consequently continues – except in Malaysia, New Zealand and Republic of Korea where full primary school attendance has been achieved. Relevant to this general area of concern is the question of entry into primary school. Earlier access seems to be commonly desired. Most countries specify 6 years as the compulsory entry age – some 5 or 7 years. The alternatives appear to be to either specify a younger age or permit entry prior to the age specified as compulsory. No doubt pre-school education (before 5 years) will become a matter of concern in the future.

Finally under this heading comes the issue of overcrowding in schools. A number of countries expressed concern that (i) their classes were too large (whether the space available was sufficient or not); or (ii) that population increases, especially resulting from urban drift, were putting extreme pressures on schools. However, some uncertainty was expressed over the apparent contradiction that some of the best academic results were achieved in large classes. The resulting discussion revealed the difficulty of establishing cause and effect in educational performance and isolating such influences as family (educational) background; support systems (financial and personal); quality of teaching; and processes of selection for admission; as significant variables. The overcrowding issue was however seen as one factor affecting the quality of education.

Quality of education. To those participating, quality of education depends mainly on the type of curriculum, the availability of a critical mass of resources; and the academic and professional level of teachers. In all the countries the integrated curriculum with its flexible approach has been accepted in principle. However, in practice there are differences. Malaysia, Nepal, Republic of Korea, Sri Lanka and Thailand have a fully integrated curriculum at the lower primary level and a partially integrated curriculum at the upper primary level. The success of the integrated curriculum depends on the capabilities of and the innovative practices carried out by the primary school teachers. In all these countries a centrally prepared curriculum with emphasis on achievement levels does not encourage innovation – a matter of concern in Malaysia, Republic of Korea and Thailand. In Papua New Guinea, Sri Lanka and Thailand though there is a minimum number of textbooks and the teachers have been allowed to try out innovative methods and practices, they usually followed what has been outlined in the teachers handbooks or what

they have learnt during in-service sessions. School-based research is a normal feature in the primary schools in the Republic of Korea but is yet to be reflected in flexible teaching.

Peer learning and group learning though accepted in principle has not been effectively used to any great extent.

Finance. It is the case that finance determines resources – and resources, to quite an extent, determine what can be done. It is not so much a matter of providing money indiscriminately, but ensuring that the resources needed for any specific undertaking are adequate to the task. In this respect it is useful to consider what a critical mass of finance would be in any given situation. For example, the use of new technologies obviously implies sufficient finance to purchase the audio tape-recorders, video tape-recorders or computers that are required. Less obvious however, is the need to recognize that any new development requires continued and regular maintenance and service (whether the development involves machines or people). Failure to provide for that financially is to run the risk of jeopardising the whole operation.

It is perhaps becauses of the limited availability of finance that there was not such consensus to be found on other issues that nonetheless were reflected in the policy concerns of some countries. The main ones are listed below.

Disparities in educational opportunity. For a variety of reasons some countries were more concerned with disparities than others. For example, Nepal has immense accessibility problems with 85 per cent of the school-age population living in remote areas. Again some countries are giving particular attention to the handicapped and disabled – with 'mainstreaming' seen as one solution. Gender too is of concern to some countries where girls are not yet taking full advantage of educational opportunities.

Teacher autonomy and morale. This too is a subject of greater or lesser direct concern in the countries. The main preoccupation, where it occurs, is with encouraging teachers to be inventive and show initiative and enterprise in adapting their teaching to the needs of their own pupils and localities. The age-old problem of improving the status and image of the profession is also of concern to policy makers. Whether the only recourse is to higher salaries or other forms of status recognition will no doubt be debated for some time.

Evaluation and assessment reform is more salient in some countries than others. It is usually associated with the intention of reducing competitiveness and focusing on the growth and development of individual pupils in contrast with relative performance.

The process of *equipment and media research and development* excites interest in some countries. Sometimes it is associated with a very real concern for the logistics of supply and distribution. The far flung islands of Indonesia and Philippines pose very great problems.

Decentralization of authority was currently only exercising the minds of policy makers in a few countries. Understandably, decisions on this matter depend on the professional capabilities of teachers and the local political climate.

Chapter Four

TRAINING STRATEGIES, NEW DEVELOPMENTS, TRENDS AND PROCESSES IN PRIMARY EDUCATION

At least two ways suggest themselves for attacking the problem of identifying different training strategies for new developments in primary education. On the one hand a deductive approach might be employed. It would start with an analysis of the specific activities that teachers had to be able to incorporate into their teaching practice and then from that deduce what kind of training needed to be done. Next it would be necessary to work out the best way of doing the training. If different kinds of activities required different kinds of training, which in turn required different ways of doing the training, this would allow different training strategies to be identified.

As an alternative, the task could be approached empirically. A survey could be undertaken to discover what kinds of training strategies were currently being employed and these could be seen as constituting the available types.

In the present chapter both approaches are examined and used, but neither completely. The deductive approach is examined as a planning strategy and no attempt is made to apply it. Similarly the survey undertaken is very partial. It entailed a rather informal enquiry conducted among the workshop members. Their responses were somewhat subjective but considering the offices they held, can be taken to be roughly representative of current practices. Both approaches are dealt with in turn below. Appendix IV contains summaries of the surveys.

Deductive approach

In one sense, any plan for monitoring a programme for development that requires retraining as part of it, has to use a measure of deductive reasoning for deciding what to do. In essence there are two questions that have to be asked:

1 What kind of training is appropriate in the light of the new development or process that is planned?

2. How might that training be accomplished?

Predictably what strategy is best, depends on a number of context-specific matters. Principle among them would be the current capability of the target group (teachers or other educational personnel); the kind of development or process envisaged (say, general teacher quality improvement or specific skill development); the time-span envisaged (long-term or short term); the availability of trainers (throughout the country or in a few locations, all the time or only on specific occasions); the resources needed; and particularly, what the end objective is.

In the broadest sense there are two strategies for introducing reform into an educational system – 'top-down' and 'bottom-up'. To the extent that the direction of educational development is decided by the central authority and then implemented step by step by the authority, particular training strategies follow as the most appropriate. In-so-far as reform is intended to come from the grass roots, from teachers in the classroom themselves, a different strategy is implied.

When all these aspects are taken into account together, it is possible to identify four basic general types of in-service training strategy that also correspond with the practices existing in the participating countries. The basis of idenification is (i) whether the training is voluntary or required; and (ii) whether it is an individual activity or group activity. Figure 1 displays the alternatives.

Figure 1. General types of in-service training

	voluntary	required
Individual	1.1	1.2
Group	2.1	2.2

Type 1.1 includes opportunities for teachers to undertake professional improvement activities on their own initiative such as enrolling for university courses or other courses provided by the system. For example, teachers in many countries may take degree and diploma papers through universities, (and in New Zealand through the Education Department's Advanced Studies for Teacher Programme).

1.2 The kind of provisions available under 1.1 may also, be required of teachers either as a necessity or for the purpose of gaining financial reward or promotion.

2.1 This strategy involves the provision of courses usually of different kinds and to which teachers (or other educational personnel) may elect to go. These are usually, but not exclusively, State Department or university provided.

2.2 Courses provided in 2.1 may also be required or compulsory for staff either in a specific instance or within a given period of time.

To identify strategies in this way is to use only one of any number of categorization systems that might be employed. For example, if specific kinds of developments were classified according to their types, different kinds of training strategies may seem more appropriate than others.

One basis for such a classification has been used in the Republic of Korea. It differentiates between developments concerned respectively with: (i) objectives; (ii) instructional systems; (iii) school management systems; and (iv) instructional materials.

In-service training

Developments that were aimed at the change of objectives (e.g. for National unity) might call for *promotional or inspirational strategies.* Developments that were designed to improve instructional systems might well entail *practice-based or experimental strategies.* Those that were concerned with school management systems might favour *Technology-based strategies.* Those for instructional materials might better employ *demonstration, explanation and illustration strategies.*

Another classification that is important for determining the strategy for in-service training makes the useful distinction between who determines what the *objectives* shall be and who determines what *methods* to use. Given two essential components in *the trainer* and *the trainee* any in-service training operation, four logical alternatives present themselves, as under:

1. Trainer determines the objectives and method;
2. Trainer determines the objectives while trainee chooses the desired methods;
3. Trainee determines the objectives and the trainer selects the method; and
4. Trainee determines the objectives and the method.

Figure 2 illustrates them clearly.

Figure 2. Types of training strategies

		Methods	
		Trainer	Trainee
Objectives	Trainer	1.1	1.2
	Trainee	2.1	2.2

Clearly, very different kinds of training are entailed if the situation is completely controlled by the trainer, as in 1.1 or completely controlled by the trainee as in 2.2. The hybrid cases 1.2 and 2.1 also would have their own distinctive character.

It is also the case that training strategies can be differentiated from each other on the basis of the following:

Organizational structure – individual (alone), small group, large group;

Delivery method eg. lectures, discussions, demonstrations;

Communication mode eg. face-to-face or distance; and

Communication medium eg. vocal, print, audio, video.

The points behind this exercise in analysis are (i) that it is difficult to arrive at a clear statement of what the different types of strategy are; and (ii) the bases of

analysis considered above all imply that certain kinds of decisions have to be made in any situation where a strategy has to be employed or devised.

However, such an exercise does not convey an impression of what is actually being done currently and what strategies are currently finding favour in the region. The next section attempts to do that and be a little more specific.

Current strategies

In this section those in-service activities that are a little different from the usual have been singled out for brief description in their own right. Whether or not they represent types of 'strategies' or are rather 'tactics' within broader strategies is a definitional issue that will have to be resolved elsewhere. For the purposes of this paper they will continue to be called strategies. In all, six have been singled out. They are: (i) school based; (ii) mobile; (iii) distance education based; (iv) community linked; (v) multi-level; and (vi) multiplier effect strategies.

School based in-service strategies. The practice of basing in-service training on the individual school is becoming increasingly widespread. The operating principles behind the strategy are (i) that those who have to make the changes ought to be involved in planning and developing them; and (ii) institutions ought to undertake a measure of self evaluation from time to time. Both of these principles are said to ensure that change takes place faster and is maintained more easily. The weaknesses of the strategy lie in relying on only the expertise available in the school and in leaving the authority structure to determine what is to be done. To combat such weaknesses some countries use visiting 'experts', 'consultants' and 'facilitators'. The latter help the staff manage the review process but without making a substantive contribution.

As a sub-case of the school-based strategy, school clusters have been attracting considerable interest. They are particularly well developed in Thailand where sets of up to ten schools in easy reach of each other co-operate in implementing Ministry policy and in staff and school development. The consensus ethic that exists, together with some collective funding has enabled the process to work smoothly while allowing the separate schools to retain their autonomy.

Mobile Strategies. There are several variations on this theme. In Nepal experts make short visits to schools to engage in on-the-spot in-service training. Elsewhere, notably, Indonesia, Philippines and Thailand groups are set up with special mobile facilities and suitable resources to undertake group visits for the express purpose of conducting in-service training. To some extent, itinerant advisors can be regarded as reflecting a 'mobile strategy'. For example, in New Zealand, advisors in all the curriculum subjects and additional problem aspects eg. reading, rural education and Maori (the indigenous language and culture) are available on request to provide teachers with help. The essential feature of any mobile strategy is that it takes the in-service training facility to the location where it is required.

Distance education based strategies. Distance education *per se* is no stranger to the region. For example Indonesia's Open University, first started in 1974, has

recently added a new programme that is almost solely concerned with teachers. Universities Terbuka already has 64,000 students and anticipates 150,000 in the very near future. Thailand's open university which also provides teachers with the opportunity for further study has 400,000 students. A College of Correspondence has been run in the Republic of Korea since 1972. New Zealand has one university responsible for the nation's undergraduate distance education programme. However to augment it, the State Department of Education has set up its own 'Advanced Studies for Teachers Unit'. It caters exclusively for teachers and provides only professional development courses. Distance education also provides scope for the use of advanced technology – a field in which the Republic of Korea is prominent within the region.

Community linked strategies. There has been an increasing demand throughout the region for education to be relevant for and to its local community. In cases where that community is culturally distinctive – for ethnic or social reasons – that necessity is even greater. Unless the community can identify with its school, full advantage of educational opportunities are unlikely to be taken. Different countries have employed different ways of using the community for de facto informal in-service education. They include for example;

a) asking local people to come and demonstrate their skills and even teach children in the school;

b) organizing co-operative activities with other government agencies eg. Health Department, Agriculture Department;

c) employing student visits and field trips as a device for familiarizing pupils and teachers with the situation.

On the other side of the coin, some schools, for example in the Republic of Korea, have parent education programmes also. These can serve the double purpose of keeping parents up-to date with school affairs and, because of the interchange with teachers, keep them in touch with parent opinion.

Multi-level strategy. Elsewhere in this report attention has been given to the distinctive strategy employed by the Philippines. Based on the proposition that all related parts of the system should be properly prepared for any intended change, it sets out to make sure that appropriate in-service education is done at all levels where it is needed. This may extend all the way from head office officials to classroom teachers and may be quite diversified.

Not all countries employ such a comprehensive and systematic approach to planning and development, but its value is clearly appreciated.

Multiplier effect. In the 1870s in England, Lancaster and Bell developed a procedure for coping with very large classes. Called the 'monitorial method', the teacher taught a group of senior pupils (monitors) who in their turn taught groups of children. A variant of that method is currently being employed in several countries in the region for teacher in-service education. Malaysia uses it and in New Zealand's 'reading recovery' scheme, teachers having received leave with pay to do a full-time

one year training couse, are required to instruct up to 20 future teachers who then, as 'Reading Recovery Tutors' teach the children in their own schools. The strategy has obvious advantages but it does seem often that those on the end of the chain who actually do the work receive less training than those above who instructed them.

Comment

This chapter began with a brief outline of how strategies might be planned and then undertook a conceptual analysis that illustrated two things: (i) how strategies could be classified; and (ii) some of the dimensions that strategies have. The second part of the chapter provided brief descriptions of some strategies currently being used.

From both sections it is possible to conclude that there are certain aspects that always ought to be considered when devising a strategy to achieve a new development. The main ones are listed below:

1. Clarifying and stating the *objectives* of the undertaking;
2. Specifying what the *task* is, i.e. a systematic step by step analysis of what has to be done;
3. Determining what *methods* are appropriate for each step;
4. Deciding on the *personnel* involved – both as targets and trainers;
5. Undertaking a *resources* analysis – of equipment, buildings needed etc.;
6. Ensuring that the appropriate *finance* is available;
7. Calculating a realistic *time scale;*
8. Making provision for *linking* with all the appropriate individuals and groups that will be involved;
9. Providing for *monitoring and evaluation;* and
10. *Review and measurement.*

Chapter Five

CHANGING ROLES AND TASKS IN IN-SERVICE EDUCATION

The new developments in primary education, brought about as a consequence of national development policies responding to pressures in our fast changing societies, necessitate change in the roles and tasks of educational personnel – particularly teachers. The changes may be quite diverse, ranging from aspects relating to system management, research and experimentation, and to curriculum implementation. It may apply at all levels from the central administration to the individual classroom. To affect major changes, the combined efforts of many personnel at many levels is necessary.

Smaller changes, for their part, often entail concentrated and more specific effort. The strategies for bringing about change may therfore vary in their extent and comprehensiveness. For the large changes, multi-level, multifacetted approaches are essential. For small changes, the strategy can be less complex. Nonetheless, if any strategy is going to be effective, certain conditions must be met. Experience has repeatedly shown that any significant organizational change occurs only when all related organizational groups and individuals are prepared for change through involvement in the process by which it is occurring. This means that in any effective implementation of a change or innovation it is necessary to analyse what that process entails and identify whom it depends on. Then it is necessary to provide for carefully phased induction or training to ensure that all are ready at the right time and in the right sequence so that their new roles and tasks can be undertaken.

In the last analysis, however, it is the teacher who is the medium for the educational message. What the teacher does plays an important part in what children learn, how they think and what they value. The teacher's role and the tasks undertaken are central. Whatever new developments occur in public policy, eventually have to be translated into teacher actions. It is the teachers who must ultimately adopt new roles and undertake new tasks.

Changes of this sort are not easy to induce. It is not sufficient for governments to decree a change. For the teacher, new skills are needed, new understandings must be gained, new attitudes learned and even new values accepted. The evidence from educational research however, shows that many innovations in education fail. They fail for two very important main reasons. First, adequate implementation provisions are not made – the teachers are not well enough inducted, the resources are insufficient, support and back-up are not provided. Second, the involvement and participation of important authority figures, for example, the principal, the inspector, etc. does not occur; either from lack of commitment or lack of ability.

In all this, it is worth noting that ready acceptance of change is the exception rather than the rule. People are by habit conservative or, to put it more accura-

tely, "conservationistic." Most are inclined to favour the ways with which they are familiar and "resist" undertaking changes especially when the demand comes from elsewhere. After all any suggestion that someone should change implies that what they have been doing up until now is either wrong or inadequate.

To any responsible person this can be seen as an attack on their integrity and even, in some circumstances, their identity. It is also the case that within organizations, new changes may effect the power structures, shifting power from regular authorities to new ('upstart') ones. It is for this reason the committed involvement of recognized leaders is important.

The implications of this kind of reasoning for in-service education are that many roles and tasks will need to undergo change. Perhaps that can best be seen by tracing the route by which changes in the classroom behaviour of teachers come about in response to a curriculum change generated by the central Ministry or Education Department.

At the heart of such an operation lies the classroom teacher who is unaware of the proposed changes and presumably believes that s/he is already doing a good and responsible job. To upgrade that teacher's competence entails both convincing him or her that the change is worth making and developing the skill and competency to be able to do it. Whether or not conviction will follow without extrinsic rewards or incentives probably depends on the nature of the change required, the urgency of the need and the professional attitude of the teacher.

Whatever the case, the change will not work unless (i) the resources needed for it are available and appropriate; (ii) adequate time is provided; and (iii) provision is made for a personal support and follow-up system. All of this implies, in turn, that those who are to provide the new training for teachers must themselves be adequately trained.

Necessarily the conditions for successful change listed above apply equally to the trainers. They too need to be convinced and enabled to do their jobs.

Beyond that, the teacher in attempting to undergo change does so in the context of the school. To the extent that the teacher needs the support of others in the school, the others too need preparation to cope with their supporting roles. This applies particularly to senior teachers and principals who, if made to appear ignorant or ineffective may even subvert the teacher's work.

However, even this is not enough if others at other levels of the system are likely to affect the teacher's work. Advisors, supervisors and inspectors all need appropriate 'learning' to be able to play their roles. Because they often exert an influence over a teacher's career and prospects, any disinterest shown would signal the unimportance of the activity.

There is, behind all this, the necessity to ensure that the system functions smoothly in accommodating the new developments. This means that management structures are appropriate and management procedures are flexible enough to adapt to novelty. It is also the case that those structures and procedures neces-

sary for researching and developing the resources should themselves be effective and efficient. It may often be the case that in-service training is required for personnel in education other than the professional educators and administrators.

Many countries in the region can provide examples to illustrate the points made above. However, in the remaining part of the chapter, attention is given to particular areas that proved to be of general concern and interest to the participants.

They are:

i) curriculum;

ii) teaching in the classroom; and

iii) relationships with the school community.

Each is discussed below with implications for roles and tasks indicated.

Curriculum. One current trend across the whole region seems to be that every teacher in front of a class ought to have a thorough understanding of the curriculum to be taught. Although this would always have been true, much more attention is being paid to it nowadays. This leads to two types of emphasis on the training needs of teachers. Firstly, there is the need to upgrade teacher competence where it is lacking in subject areas. This is perhaps more needed in subjects such as values education but is probably necessary in all. It is likely that for new developments in integrated curricula, teachers need major in-service education so that they not only understand actual subject matter but also understand why and how subjects have been integrated. Secondly there is a need to understand curriculum development theory because, more and more in the region, teachers are being required to adapt curricula to the needs of their own area. This is fully in keeping with current trends in the region to decentralize, regionalize and localize education. If education is to be maximally relevant, teachers should be able to adapt curriculua but in such a way as to be faithful to teaching and learning principles. All too often teachers are afraid to experiment and modify because they do not understand the basics of curriculum development.

Such a concentration on in-service education in curriculum matters is essential if education is going to be meaningfully decentralized and if teachers are to be enabled to become fully professional.

Appropriate types of in-service education are being conducted in the region. Indonesia, Malaysia, Papua New Guinea, Philippines amongst others, all provide instances of subject matter being tackled with refresher courses and special training courses to ensure that the new curricula being introduced (whether integrated or not) are able to be implemented.

Improved teaching in the classroom. There is no country in the region that does not recognize the need to have improved teaching in the classroom so that children will better fit into the modern world.

For many teachers this requires a radical change of attitude. It is often found that teachers depend very heavily on traditional methods of teaching. It has

been said that often teachers use nineteenth century methods to prepare today's children for the twenty-first century.

One way this manifests itself is in over-dependency on teacher's guides and manuals. Preparation consequently suffers as teacher's attempt to seek solutions to their problems in text that by definition is devoid of the specific context. Routine and rote thus become the substitute for reasoned practice and deviation from the appointed path cannot be attempted. Integrated curricula do not so readily lend themselves to an automation approach. Their increasing popularity in the region, especially at junior school level reflects the desire to escape from traditional-teaching strait-jacket. Considered and considerate in-service training will be needed however, before old habits can be exchanged for new. Such developments, it is hoped, will also lead to children enjoying school and looking forward to it. Teachers need to understand that in this context they are no longer concerned mainly with preparing children for life in the future but are participating with them in their present lives as well.

These are new concepts for many teachers so in-service education is needed. It may be however, that while a country is in its early stages of educational development, these concepts may not be able to be understood and accepted. The community, including most teachers, may well be resistant to such an approach and any in-service education might need to be delayed somewhat.

Because such concepts are new, in-service education will need to stress the management of instruction. This may take the form of group instruction or ungraded teaching on project work making use of the library. This leads to emphasis on lesson planning, especially for the new demands of inter-disciplinary thinking.

If these concepts are able to be transmitted to teachers and grasped then teaching is likely to become dynamic with children enthusiastic about learning. School will become a pleasure and society will benefit with members more fitted for the present and the future.

Relationships with the school community. There are two main reasons why there is increasing interest in the region in the community/school interface. First, there is growing recognition that the school is accountable to the children and their parents for the education provided. Second, there are practical advantages to be gained from better liaison. Increasingly schools are not being allowed to claim responsibility for the successes of their pupils but to disclaim responsibility for their failures. Increasingly too the admission of parents into the school's territory is having its benefits. Not only are their services being obtained (often at low or no cost) and the teacher's load, to that extent, lightened but benefits accrue to the educational process. Teachers and parents communicate about and work together on the child's education and the combination can be most effective. Apart, they may even work against each other's interests. It is also the case that there is increasing demand, region-wide, for education to be locally relevant. In some cases this may mean the introduction of aspects of a different culture into the classroom – the beginnings of a bi-cultural or even multi-cultural approach to education.

In-service training

The implications of such developments in community school relations for the roles and tasks of teachers (and principals) is considerable. It takes skill to account to the community and parents in such a way that constructive results follow. Judgemental report cards and critical 'notes' from teachers are no longer acceptable. In the interests of the pupils' development formative evaluation is called for and summative evaluation needs to be handled with care. Diplomacy and professionally objective communication do not always come readily to teachers.

Similarly if parents are to become part of the school's day to day activities their 'encroachment on the teacher's territory' calls for diplomatic skills and managerial capabilities not necessarily part of the teacher's armoury.

Again the teacher who is unfamiliar with the culture from which the pupils come is faced with a substantial learning and acculturation task. It will certainly entail understanding and appreciating other cultural values and attitudes. It may even entail learning a new language.

It almost goes without saying that to cope with such new roles and tasks the teachers will need further education and training. Given the particular character of the new roles and tasks it would seem that school-based in-service training would have much in its favour.

As a finale to this chapter there appear below a list of in-service training activities that address a number of 'needs' perceived by the participants. They are less global than those dealt with above.

a) Training for the development of skills and the ability to accept, and be motivated towards, instructional and organizational change.

b) Training for development of the ability to disseminate new techniques of research and innovation.

c) Training for the development of knowledge and skills necessary to apply the new methods and techniques of teaching.

d) Training in skills and practice in the use of new technology or use of a multi-media approach to teaching.

e) Training in shifting from an academic information dissemination mode to a learning organizer and helper mode.

Chapter Six

CONCLUSIONS AND FUTURE ACTIVITIES

The purpose of the present undertaking was to examine the way in which in-service training might serve national needs. In particular, it was to consider how in-service training could be related to new developments, trends and processes in primary education.

The resulting discussion revealed a close link between intentions held for educational developments and over-arching national development plans. Often the former derived from the latter, but it was not always the case that resources were sufficient for full implementation; despite substantial national allocations to education, more would be welcomed.

In global terms all countries were concerned with: improving the quality of education; upgrading management practices; and reducing disparities.

The workshop provided a forum for a wide ranging discussion of issues and concerns in the development of primary education. Issues that were common to most countries were surfaced. They included: increasing the achievement level of primary school children; expanding the outreach of primary education to special groups of children like the handicapped, the gifted and the isolated; reducing drop out rate; increasing retention rates; reducing disparities in educational opportunity, and providing for the efficient allocation of resources among schools. In the development of school personnel various approaches were discussed such as: the multi-level approach; the single-school and school-cluster approaches; the use of mobile training teams or units, and distance learning. In most countries all of these approaches are utilized to some extent depending upon the training needs or requirements of their schools.

But as societies change, there will be more changes and developments in primary education, and more issues and problems. A major task of the system still remains how to prepare school personnel to cope with the demands of new developments, trends and processes in primary education.

During the workshop, the participants produced proposals for follow-up activities which in their opinion should be promoted by UNESCO under APEID as a matter of first priority. A summary description of the national workshops/studies, formulated by the participants, is presented in tabular form below:

Table 1. Summary description of workshops/studies of interest in participating countries

Country	*Title of the workshop/study*	*Theme/objectives*	*Implementing agencies*	*Duration (date of completion)*
Indonesia	In-service training for the development of primary education	Qualitative improvement of primary education	Directorate of primary education	20-30 September 1987
Malaysia	School-community relations with special emphasis on the role of the community in achieving educational objectives	Developing desirable attitudes in the community with regard to the school as a social public institution and the proper role to play to assist in achieving educational objectives	The School Division Ministry of Education	1 week in August, 1987
Nepal	Primary school headmasters district workshop	1. Up-grading the quality of teaching in remote districts 2. Generation of interest in teaching among teachers	The Curriculum Textbook and Supervision Development Centre	10 days in December, 1987
Papua New Guinea	Review of inservice needs to meet the requirements of the primary education system in the light of current trends and developments	Complete review of training needs of educational personnel at the primary level . teachers . headmasters . inspectors . curriculum developers . administrators	The Department of Education the Deputy Secretary's Office	1 week May, 1987
Philippines	National training of primary school principals in their changing roles and tasks	Training of primary school principals to cope with the changing roles and tasks in the development primary education	Bureau of Elementary Education, Culture and Sports	1 week, September, 1987
Republic of Korea	The Strategies for the development of in-service training programmes primary education	1. Development of pilot inservice programmes which can be utilized in most institutes of inservice training 2. provision of new strategies for the programme designed by in-service institutes	The Korean Educational Development Institute	10 days 15th May, 1987

Table 1. *(continued)*

Country	*Title of the workshop/study*	*Theme/objectives*	*Implementing agencies*	*Duration (date of completion)*
Sri Lanka	National training workshop on in-service training of educational personnel focused on new developments, trends and processes in primary education in relation to deprived areas in Sri Lanka	1. Expand outreach of primary education to disadvantaged and deprived groups of children 2. Provide a variety of learning kits and instructional materials 3. Improve management capabilities of school personnel in deprived schools 4. Increase achievement levels of primary school children in deprived schools	Primary School Education Programme Curriculum Development Centre, Ministry of Education	12 days October, 1987
Thailand	Cluster-based in-service training for the development of primary education in Thailand	1. Qualitative improvement of primary education at the cluster schools	Office of the National Primary Education Commission	7-10 days November, 1987

Annex I

AGENDA

1. Opening of the workshop

2. Election of officers of the workshop and consideration of the provisional schedule of work.

3. Presentation of discussion papers relating to a) policies and plans on development of primary education, b) development of alternative objectives, issues and growth points of primary education, c) changing roles and tasks for preparation of educational personnel and in-service training focused on new development, trends and processes of primary education.

4. Development of training strategies focused on new development, trends and processes of primary education.

5. Follow-up plans and materials for in-service training workshops in participating countries.

6. Consideration and adoption of draft report of the workshop.

Annex II

LIST OF PARTICIPANTS

Indonesia:	Mr. G. L. Marsadji Staff, Directorate of Primary Education, Ministry of Education
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Philippines:	Ms. Edith B. Carpio Assistant Director Bureau of Elementary Education Ministry of Education, Culture and Sports Manila
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In-service training

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Observer:	Ms. Ju Hyun Research, Korean Educational Development Institute Seoul, Korea
Unesco Regional Office for Education in Asia and the Pacific:	Dr. H. K. Paik Chief of ACEID a.i. ACEID

Korean Educational Development Institute, Seoul

Dr. Young-Shik Kim (president)
Dr. Se-Ho Shin
Dr. Byong-Sun Kwak
Dr. Moon-Tae Park
Ms. Ju Hyun

Annex III

SUMMARIES OF SURVEYS ON SELECTED TOPICS

In the course of the workshop, participants were asked to complete a quickly devised set of questionnaires which asked them to indicate the weighting currently thought appropriate for five topics, viz

A. Issues and problems in primary education

B. Potential growth points in primary education

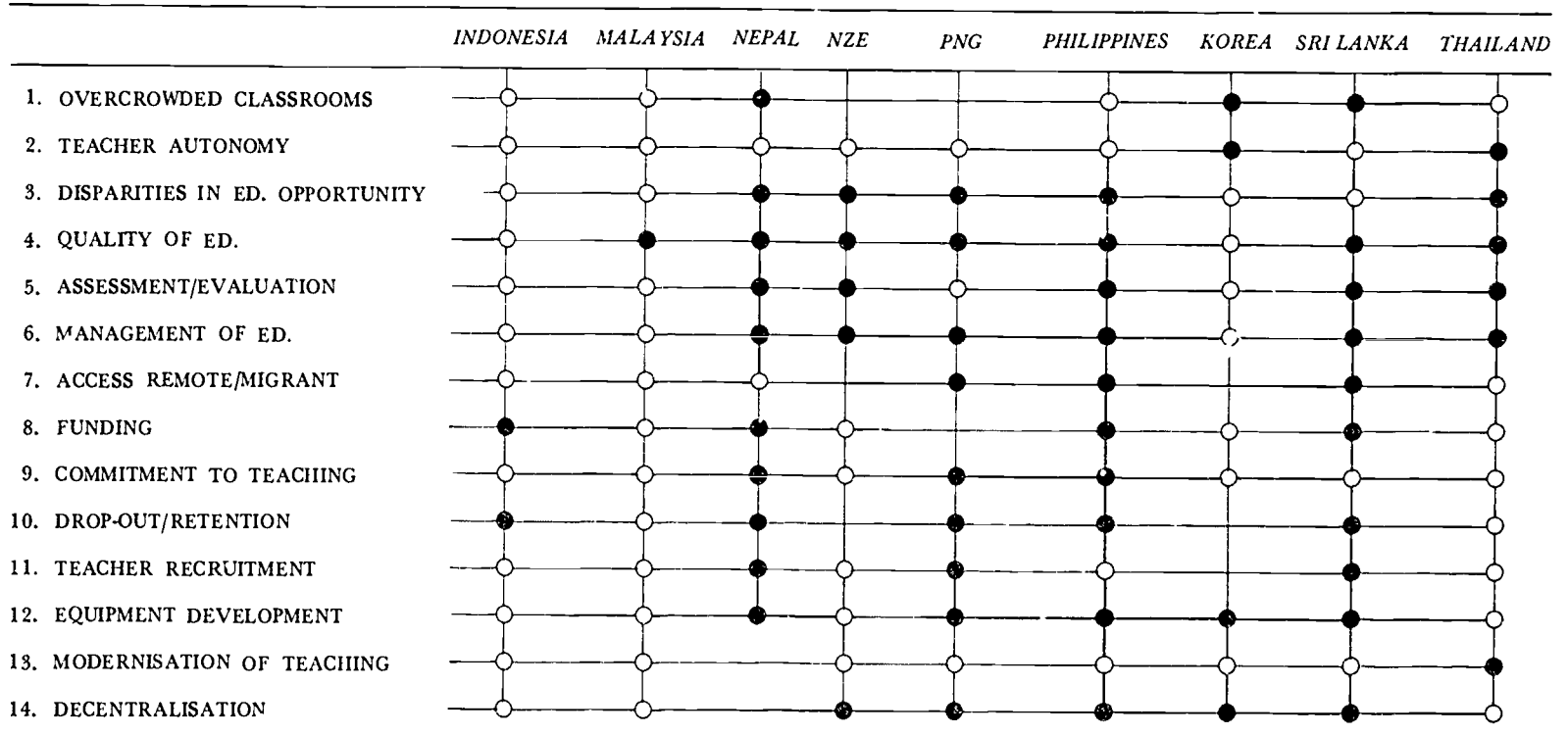
C. New objectives in primary education

D. In-service training strategies

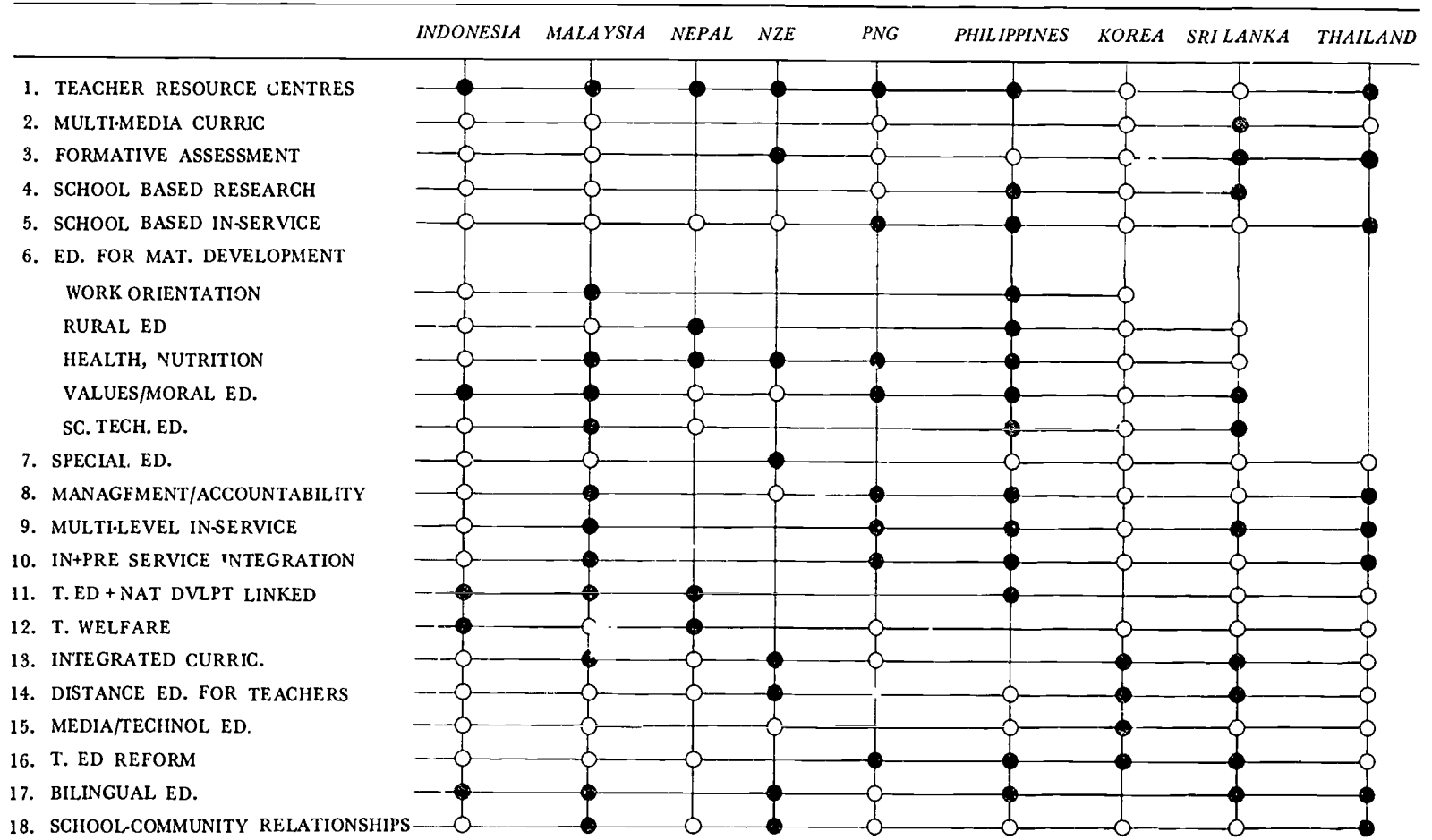
E. New roles and tasks in in-service training

The results of the survey are included as five figures below. A good deal of caution should be used in interpreting them particularly in drawing any inferences about the nature of a given system. The reasons for giving 'major', 'minor' or 'no' emphasis to any given item might be highly situation specific. To take one example, "emphasis on greater autonomy for teachers" may not receive major emphasis now because it has already been achieved or because other matters take precedence. The figures then can merely be treated as providing approximations.

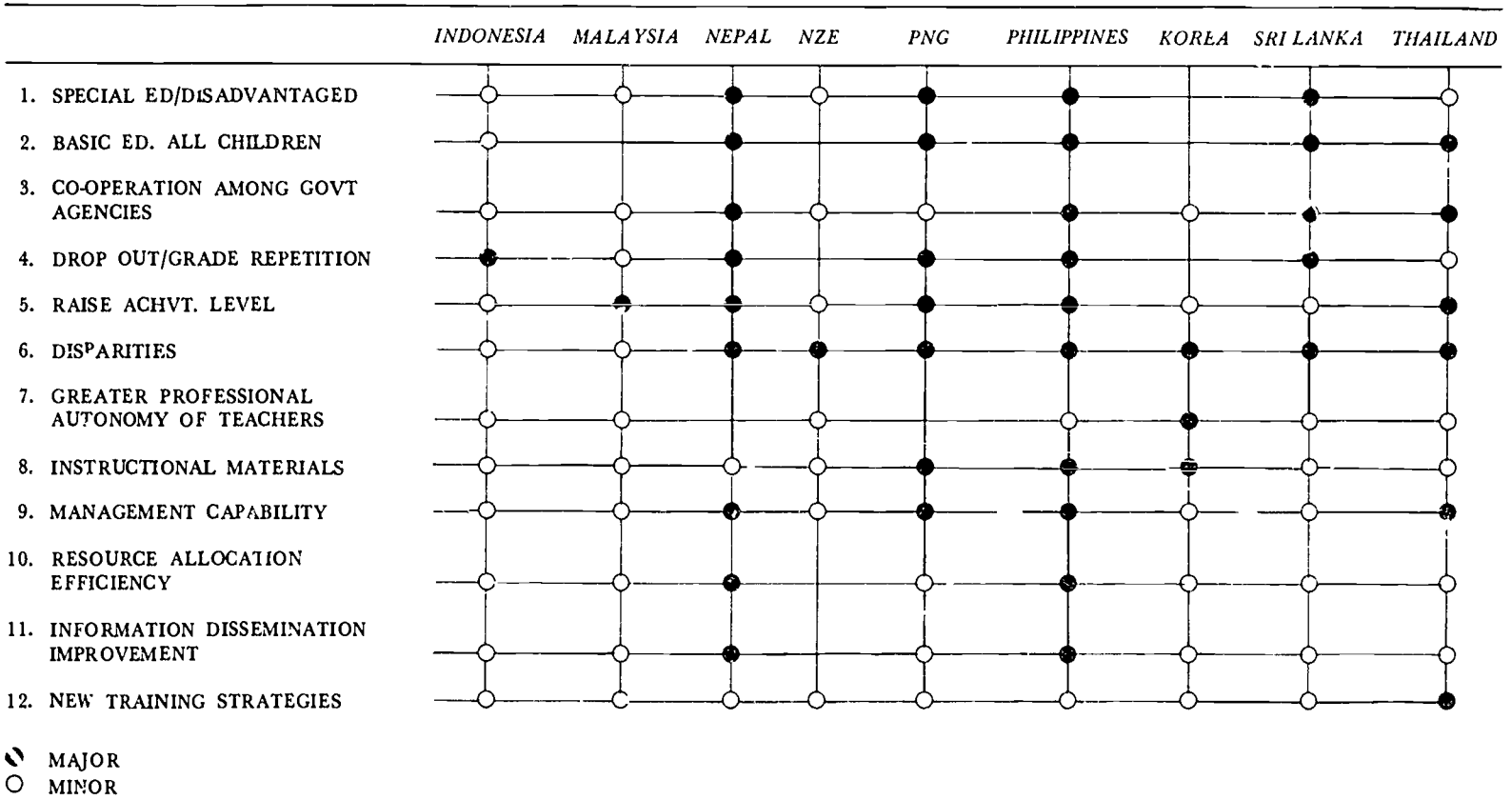
A. ISSUES/PROBLEMS IN PRIMARY EDUCATION



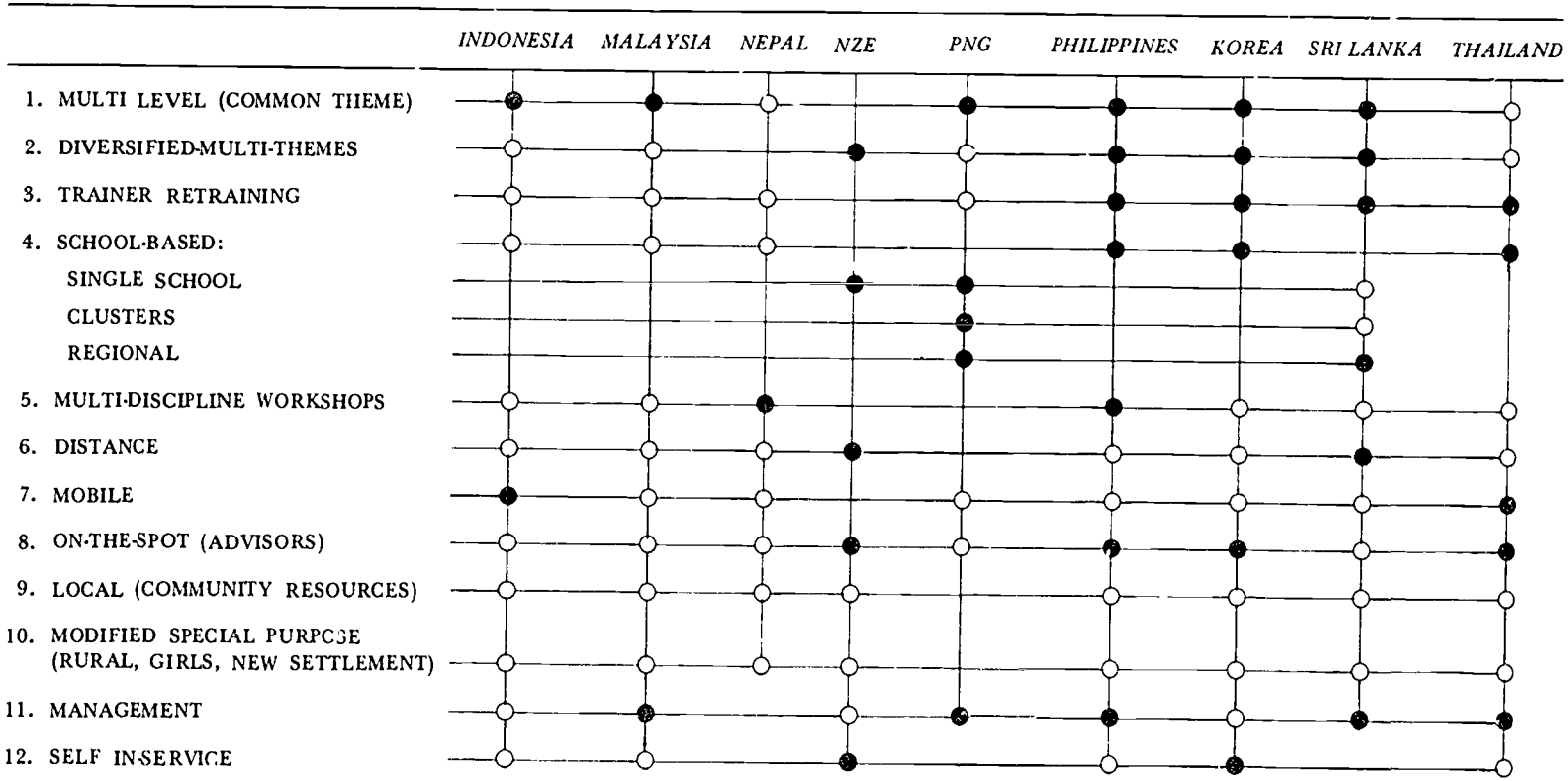
B. GROWTH POINTS



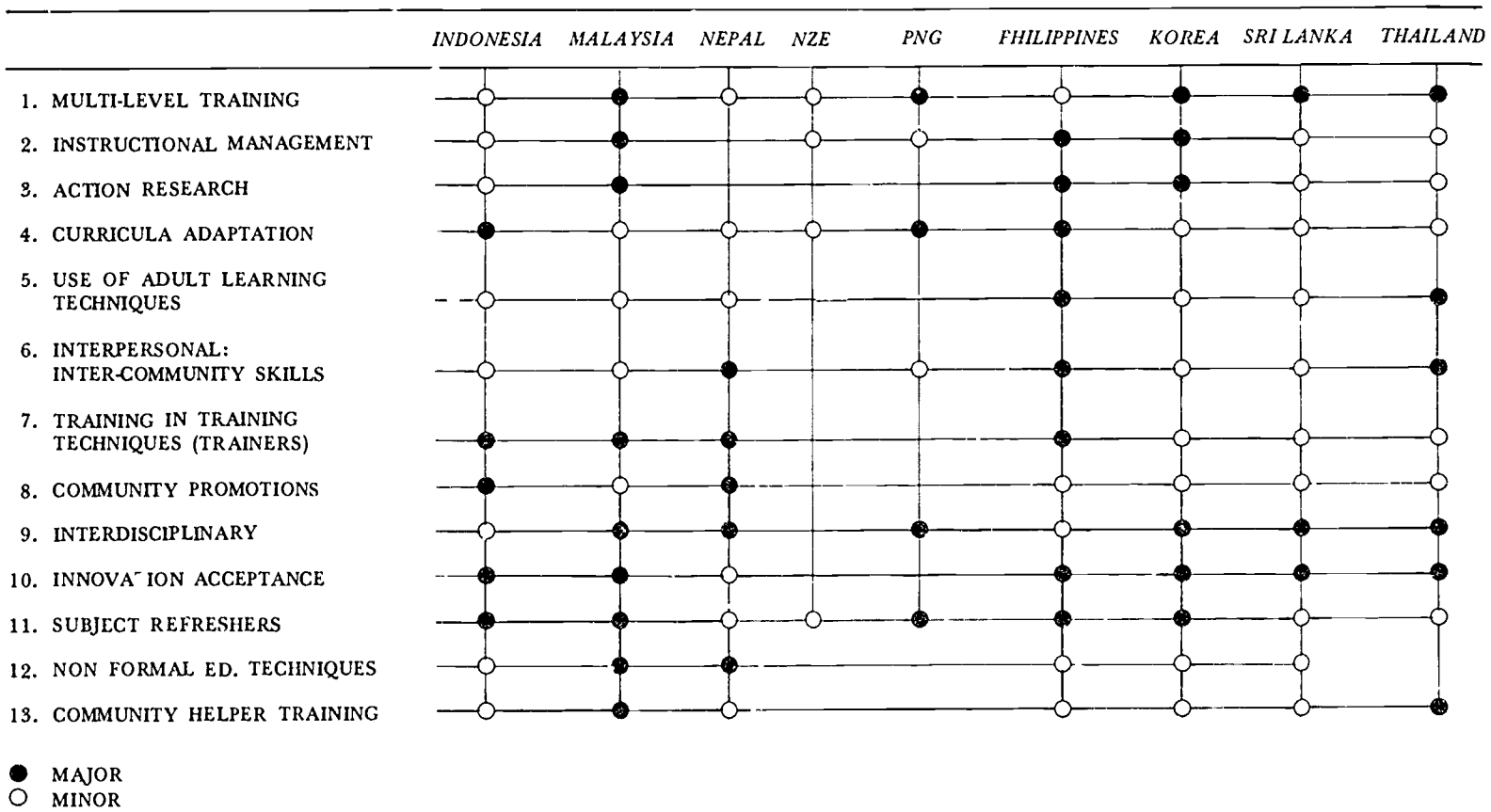
C. NEW OBJECTIVES



D. IN-SERVICE TRAINING STRATEGIES



E. NEW ROLES AND TASKS



Annex IV

COUNTRY PERSPECTIVES IN SUMMARY

Discussion papers brought from the countries were summarized and presented below;

INDONESIA

Policies in education are authorised by the people's Representative Assembly. They emenate from the President of the Republic who has the assistance of the Ministry of Education in setting priorities, The Division of Primary Education develops a five year strategy for its area and then takes responsibility for implementing it.

The two main policies are:

i) to provide greater educational opportunity for the 7-12 age group particularly including the handicapped;

ii) to improve the quality of education.

To achieve the policies there are several different kinds of schools available:

a) the conventional primary school

b) the moslem primary school

c) the small primary school

d) the pamong primary school

e) the integrated primary school

f) the special primary school

In 1974 it was decreed that all villages were to have their own primary schools. Since then the number of schools and teachers has increased dramatically. Subsequently, and as a result of their development, schooling was made compulsory for all children between the ages of 7 and 12. Nowadays Indonesia has more than 157,000 primary school buildings and 1,200,000 primary teachers.

New developments have brought a new emphasis on increasing the quality of primary education, notably

a) improvement of the curriculum

b) standardization of primary apparatus, teaching-learning aids, and school buildings

c) up-grading courses for refreshment

d) training courses for standard qualifications for primary teacher

e) writing for primary textbooks

f) mass production and distribution of primary textbooks

g) distribution of apparatus and teaching-learning aids

h) provision of cars and motor cycles for supervisors

i) national competition in main school subjects, music and art

j) national testing of the main subjects

k) national examination of the main subjects

l) distribution of primary library books

m) distribution of learning modules to isolated areas and remote islands

MALAYSIA

The National Education Policy and the New Economic Policy are strategies in Malaysia's drive for national identity, national unity and rapid national development. The education system of the country has been called upon to play a vital role in achieving those objectives, and a government Cabinet Committee was set up in 1974 to look into the implementation of the National Education Policy. The Committee monitored the overall implementation, and in its Report (1979) stated, among other things, that the primary school curriculum was too heavily loaded and that there was little integration between the subjects in the curriculum. It recommended a reform to ensure that education at the primary school level be in the form of basic education with emphasis on the learning of the 3R's.

The *New Primary School Curriculum* was introduced as a pilot project in 1982. Nationwide implementation came about in 1983. By 1988, all classes in primary schools throughout the country will be following the new curriculum.

The emphasis of the NPSC is on the acquisition of the 3 basic skills, viz, reading, writing and arithmetic. The teaching-learning process encourages active pupil participation to acquire; verbal and aural skills, reading for understanding, writing based on knowledge and experience, and the application of basic mathematical concepts.

The structure of the NPSC

1. The Area of Communication – comprising:

   the basic skills components
   which include reading,
   writing and arithmetic.

2. The Area of *Man & His Environment* – comprising:

   i) The Humanities and Environment;

   ii) Spirituality, Values and Attitudes (Islamic Religious Education, and Moral Education).

3. The Area of *Individual Self Development* – comprising.

   The Arts and Recreation Component (which includes the subjects Music, Art and Physical Education).

In-Service Training

To facilitate the implementation of the new curriculum, in-service courses have to be conducted during each preceding year of the implementation with the following objectives:

1. to expose teachers to the concept of the new curriculum,
2. to provide guidance on new approaches and methodologies in the classroom,
3. to expose teachers to the content of the syllabus,
4. to develop teachers' skills in a variety of teaching techniques,
5. to develop teachers' skills in evaluating pupil achievement in the classroom.

In view of manpower, financial and time constraints, the 'Key Personnel Strategy' which is based on the 'Multiplier Effect' concept is used in the orientation and training programme. In this strategy, curriculum developers from the Curriculum Development Centre who are mainly responsible for planning the syllabi of each of the six-year primary courses, conduct exposure courses for a core of key personnel representatives chosen from all states in the country.

These representatives in turn conduct similar courses for other key personnel in their respective states. Teacher exposure/training at state or district levels thereupon becomes the responsibility of the State Education Department who use these key personnel. Courses for teachers are held during weekends and terminal school holidays.

The key personnel, therefore act as agents in implementing the new curriculum at state or district level, linking curriculum developers at the national level to the classroom teachers in schools. They also function as course organizers, lecturers and resource persons, in their respective states.

NEPAL

Nepal has a long tradition of religious education but the institutionalization of education in the modern definition came very late. English medium schools had

been established in 1853 and the directorate set up in 1853. However, it was not until 1939 that the first educational code was promulgated to establish public supported schools.

Democracy dawned in 1951 and the government adopted a very liberal educational policy. Different commissions, committees and councils were organized from time to time and finally a national education system was produced which incorporated their suggestions and recommendations.

His Majesty King Birendra declared primary education free in the country on Feb. 24, 1975 and textbooks for the first three grades were distributed free of cost from 1979.

These actions resulted in a tremendously high rate of enrolment in primary schools. In the face of the consequential demand for school buildings, teachers, text-books and other instructional materials, it became necessary to undertake a variety of projects including innovative approaches to train 128,000 primary teachers.

The approach to increase training through the Education for Rural Development Project (ERD) can be regarded as another innovative approach. Training activities are conducted at resource centres with trainees accommodated in residence. There is a minimum of lecturing and a maximum of practice teaching, micro-teaching and practical work. Resource Centres have also become community centres because communities are taking interest in the construction work associated with school building.

School based inservice training is also an innovative approach in Nepal. This takes advantage of summer or winter vacations. Untrained teachers themselves plan and execute the programme with the assistance of teacher educators.

The outcomes of the training are; (i) the development of teacher confidence, and (ii) willingness to share experiences. Even so, some problems remain. They include·

i) providing education to distant and sparsely populated areas;

ii) encouraging some ethnic minorities to take advantage of educational opportunities;

iii) reducing the drop-out rate;

iv) increasing the enrolment of girls,

v) improving facilities.

In general terms, not all sectors of the community; though appreciating the importance of education, have been able to take advantage of educational opportunities. Resources are limited and there is some scope for raising- the level of teacher training and teacher qualification.

PAPUA NEW GUINEA

Although current school enrolment is about 85 per cent of the seven year old population, the retention rate is 70 per cent. Efforts are being made to retain a higher percentage of students and improve standards by inter alia (i) stream lining the structure to meet present needs, (ii) providing interesting textbooks to attract children to study even in out-of-class time, (iii) improving teaching in tune with the new textbooks through in-service training.

The inspectorate is also expanding with fewer teachers per inspector. Another trend is discernible in the attention being given to management of education. To this end, it is intended to employ five regional management and planning advisors and five assistants. They will supervise on-the-job training of all provincial education office personnel.

For the in-service programme, various organizational structures are used e.g. in-school, groups of schools, region-wide etc.. The national Education Department also has an in-service college for longer duration courses. Teachers are also at liberty to undertake further courses at home and abroad, usually with government sponsorship.

Much of the in-service work is linked to the 'localization' (indigenous self-sufficiency) policy which is steadily being implemented.

All teacher training including in-service training, is a government responsibility. In education some delegation to the provinces has occurred. The latter undertake some of the more important in-service training making use of available national funds supplemented by provincial funds.

The main thrust in the next five years is to be on in-service training of teachers. (all whom are already trained) in the use of newly produced indigenous text books. The work comes under the jurisdiction special committes chaired by the provincial senior inspectors.

The strategy to be used is a 'multilevel approach' with a multiplier effect where twenty senior inspectors once trained, then train the inspectors on their staff who then train headmasters and senior teachers as supervisory teachers who then in turn train teacher in their own schools.

In addition, teachers are allowed a further week of in-service training each year on any matter identified by the provincial committee as warranting attention

PHILIPPINES

In the Philippines, education at the elementary level in the country's major programme in the delivery of mass and universal education for its people. Its mission is to enable every citizen to acquire a basic preparation that will make him or her an enlightened, disciplined, nationalistic self-reliant, god-loving, creative, versatile and productive citizen in the national community.

In-service training

Elementary education is a six-year programme with entrance at seven years of age but a child who is six and a half years at school opening and has attended kindergarten may he eligible for admission to grade one. This year the school enrolment is close to 9 million. Approximately 95 per cent of the school population are in public schools and 5 per cent in private such all schools whether public or private are under the control and supervision of the Ministry of Education, Culture and Sport.

The size of classes varies depending upon the diversity of the school population. On the average, 40 pupils are enrolled in a class although in many schools, class size very from 30-50. In some places, where the school population is small, the multi-grade scheme is implemented where a teacher handles three or more grade levels. Some elementary schools have special programmes to meet the learning needs for the physically handicapped, the mentally retarded and the gifted. The programmes implemented are as follows; itinerant teaching, special schools, hospital instruction and non-formal instruction.

One of the major programmes for elementary education is the Programme for Decentralized Educational Development (PRODED). It is addressed to reducing disparities in educational opportunities, raising the over-all quality and efficiency of elementary education and enhancing the management capabilities of the Ministry's personnel, especially at the regional and sub-regional levels.

The following components of PRODED are calculated to achieve its objectives: curriculum development (the New Elementary School Curriculum; Staff Development the Educational Reorientation Programme); technical assistance, physical facilities development, and special studies.

The New Elementary School Curriculum (NESC) is the centerpiece of the elementary education reform programme. It deliberately orients elementary education to national development requirements and reflects a research-based direction for curriculum change. It has fewer learning areas. It emphasizes a return to the basics and the development of humanism and nationhood.

In the implementation of the NESC, the teachers use the Minimum Learning Competencies (MLS) which contains basic skills to be mastered in every subject for every grade. The list of objectives serve as bases for evaluating learning outcomes and for developing textbooks and other instructional materials.

For the attainment of quality elementary education, the Bureau of Elementary Education installed an evaluation system through its Project Preparation of Elementary Education Measures (PREEM). This project has developed tests which are administered to schools. Test results are analyzed and fed back to the different region and school devisions to provide the basis for improving instruction.

To ensure the smooth implementation of the NESC, the educational Reorientation Programme for teachers, principals/head teachers, supervisors, superintendents and their staff was mounted under PRODED. This programme has certain unique features designed to develop the competencies of school officials so that they will be able to perform their functions more effectively and efficiently.

REPUBLIC OF KOREA

1. Korean primary education which is free and compulsory is based on a 6-3-3-4 school system. Children enter at age 6. Major development had occurred by the late the 1960's and textbooks became free of charge in 1978. The primary school curriculum encompasses regular subject matter and extra-curricular activities with the programme integrated for grades 1 and 2. Primary school teachers receive a comprehensive 4 year training at teachers colleges.

2. Issues and problems causing present concern are as follows;

   a) need for greater provision for individual child needs in the schooling process

   b) over-uniformity in the teaching-learning process

   c) some lack of confidence and morale among teachers

   d) over-crowded classrooms particularly in the urban areas

   e) learning achievement disparities between rural and urban areas

3. In dealing with these issues and problems several efforts have been made since the mid 1970s. Some salient activities are;

   a) A nation-wide tryout of the Elementary-Middle School Development Project (E-M Project) orginally developed between 1974 and 1982 and designed to introduce a new school system.

   b) Implementation since 1982 of a new school curriculum. It focuses on; education for national identity, whole person development, and career education.

   c) Introduction of model based instruction in an experimental phase in 1984.

   d) Effort to reduce large size schools and classes and the introduction of an education tax.

   e) Intensifying education broadcasting utilizing the results of the E-M Project.

4. Approaches to in service teacher training include;

   a) self in-service training on an individual basis

   b) school-based in-service training

   c) institution-based in-service training

   d) other (R and D, "top-down", "mass-communication" etc.)

SRI LANKA

Sri Lanka's island nation is multi-ethnic and multi religious in character. It has a population of nearly 16 million. The educational roots of the nation can be traced back to the third century and the introduction of Buddhism. Currently, educational policy aims at (i) the complete eradication of illiteracy (now, merely 13 per cent); (ii) the universalization of primary education (now 90 per cent). Education receives approximately 19 per cent of the annual government budget. The educational administration system is partially decentralized with responsibility for in-service training in the hands of the curriculum development centre and the Regional Directors of Education.

Most of the significant developments that have taken place in primary education since 1984 arise out of a government 'White paper' on Education. They include: (i) redefinition of primary curriculum integration; (ii) strengthening first-language and mathematics teaching; (iii) improved evaluation; (iv) reducing disadvantages. Using the 600 advisers trained by the Curriculum Development Centre, has enabled 50,000 teachers to be introduced to the new innovations. Other undertakings also initiated or planned are: (i) supervisory roles for education officers; (ii) management training for principals; (iii) better educational planning at the zonal level or school cluster level; (iv) in-service training on the new curriculum; (v) enrichment programmes for all teachers; (vi) leadership training; (vii) national assessment procedures and minimum teaching competency specifications; (viii) resource centres and (ix) literacy centres. Distance education programmes for the professional development of teachers are receiving special attention as also are provisions for handicapped children and the improvement of education in new settlements and remote areas.

In order to co-ordinate such staff training and curriculum development activities and oversee the production of text books at the national level, the Ministry, has proposed the establishment of a National Institute of Education. This is part of extensive plans for future educational developments.

THAILAND

The development of primary education in Thailand is seen as a comprehensive task which involves the upgrading of the entire education system. The beginning point is a detailed and careful investigation of its present status and current issues. Then follows an identification of essential problems and the determining of priorities. Alternative ways and means for resolving the problems are then devised with the best solution accepted for adoption and development prior to fuller implementation.

At present, Primary Education is under the jurisdiction of the Office of the National Primary Education Commission which is operating within the last year of the Fifth National Education Development Plan (1982-1986). The three main issues affecting the quality of primary education that are of most current concern are: (i) availability, equality and quality of educational inputs; (ii) efficiency of the educational processes and (iii) quality of educational output. The Office of the

National Primary Education Commission has continued its efforts to develop the quality of primary education by setting up such new developments as: (i) decentralization of primary educational management using school clusters; (ii) having a quality development committee in every province to focus on quality development and report to the National level and (iii) resources centres at the school cluster level to control resources e.g. personnel, tools, audio-visual aids and various methods of primary education quality development.

At present, the Office of the National Primary Education Commission (ONPEC), has 31,250 primary schools and 385,215 primary school teachers. ONPEC is aware of the difficulty of training all the primary teachers all over the country. Accordingly, ONPEC created new strategies for in-service training. Noteworthy among them are: (i) Mobile Educational Resource Centres for Provincial Supervisors to conduct in-service training for primary school teachers at the district level, the school cluster level and also the primary school level; (ii) school cluster based in-service for primary school teachers by using the school cluster resource centre to facilitate it and (iii) school based in-service training for specific programmes or designed for the specific needs and problems of specific schools.

NEW ZEALAND

The first European school was built in New Zealand in 1814. Sixty-three years later the country passed an Act legislating for "free, compulsory and universal education." Some one hundred years later again, the nation has a well developed system with education compulsory between the ages of 6 and 15 but invariably extending beyond that in all cases.

As recently as 1986 the newly elected government called for a public review of the current curriculum. The resulting recommendations reflected a variety of current concerns namely: (i) incorporating indigenous Maori culture into the predominantly western-style curriculum; (ii) eliminating gender inequalities; (iii) producing a more general (integrated) curriculum for the first eleven years of schooling; (iv) involving the schools much more closely with the community; and (v) ensuring that consequential changes also occur in teacher training.

The country uses a variety of in-service training approaches. Many teachers prove their qualifications by undertaking part-time university study. As well the government has set up an 'Advanced Studies for Teachers' programme which also uses a distance education mode. Throughout the year, the Education Department holds in-service courses on a variety of subjects to which teachers are invited. Other courses are open to those who volunteer.

Schools also have a small entitlement of time for in-school in-service courses. The Education authorities also employ itinerant local advisors who are expert in curriculum subjects and some special areas (Maori, moral education, reading etc.) Several one year courses are provided to develop new specialists, eg. in "Reading Recovery" "Special Education" and "School Librarianship". Some of those trained are required to train others using the multiplyer concept.

LIST OF SELECTED APEID PUBLICATIONS
RELATING TO TRAINING OF EDUCATIONAL PERSONNEL

* *Distance learning for teacher education* (3 volumes). *1982.*

* *Social change and training of educational personnel; report. 1982.*

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Mutual co-operation for schools development some experiences from Asia and the Pacific; report. 1985.

Training of science teachers and teacher educators; report. 1985.

Interface between education and state policy: redesigning teacher education policies in the context of a preferable future – Republic of Korea (Education and Polity 3). 1985.

Building multidisciplinary training networks for rural development, report. 1986.

Teacher development for better pupil achievement. 1986.

School based in-service training: a handbook. 1986.

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* Out of stock

The Asia and Pacific 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 over one hundred national centres which they have associated for this purpose with APEID.

The 25 Member States participating in APEID are Afghanistan, Australia Bangladesh, China, Fiji, India, Indonesia, Iran, Japan, Lao People's Democratic Republic, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Samoa, Socialist Republic of Viet Nam, Sri Lanka, Thailand, Tonga, Turkey and Union of Soviet Socialist Republics.

Each country has set up a National Development Group (NDG) identify and support educational innovations for development within to country and facilitate exchange 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, co-ordinates the activities under APEID and assists the Associated Centres (AC) in carrying them out.

The programme areas under which the APEID activities are organized during the third cycle (1982-1986) are:

1. Universalization of education: access to education at first level by both formal and non-formal means;
2. Education for promotion of scientific and technological; competence and creativity;
3. Education and work;
4. Education and rural development;
5. Educational technology with stress on mass media and low-cost instructional materials;
6. Professional support services and training of educational personnel;
7. Co-operative studies and innovative projects of research and research based experimentation related to educational development.