

Teacher Education, Teachers' Conditions and Motivation

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"TEACHER EDUCATION, TEACHERS' CONDITIONS AND MOTIVATION"

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FOREWORD

Teachers:

“...*Hardly any profession is so important in realising the idea of the children’s rights...*”,
Thomas Hammarberg, UNICEF, 1997

Teacher education is generally agreed to be a key area in programmes aimed at improving the quality of education. This area also constitutes one essential component of *Sida’s policy for Co-operation in Basic Education and Education Reform (1996)*. This position paper on teachers forms part of an on-going policy development process at Sida’s Education Division. *Sida Support to Educational Materials Programme – A review of Experience and Current Strategies (Dec 1996)* is an earlier complementary policy paper.

The intention is to develop and review Sida’s policy co-operation in the education sector in view of the shift from project to sector programme support, i.e. the sector-wide approach (SWAp) as well as a human rights and democracy perspective.

The main purpose of this paper is to serve as a frame of reference for policy analysis and dialogue in the context of preparing and following up sector programme support together with local and international partners. It will also, hopefully, serve a useful purpose in the processes of assisting teacher education projects/programmes more directly, involving partner institutions, consultants and other resource people.

The hope is that the paper will enhance discussions on how to improve teacher education and the situation of teachers in general and help to develop more viable and participatory strategies to address persisting problems in most education systems. It is our conviction that all such strategies must consider teachers’ human rights as well as their trade union freedoms. Strategies must actively involve the teaching force. We very much welcome comments. This paper is seen as a “living” document, i.e. we foresee that revision will be necessary during the coming years.

The document has evolved from many contributions and discussions. It is a joint effort in which stock has been taken of the current international debate on teacher education, as well as Sida’s own experience. A reference group was set up in 1997 in order to facilitate and produce this paper. Discussions and seminars have been held. Conclusions from these, as well as written contributions, have been considered and, when possible, integrated into the present document.

In the course of this work the following individuals were engaged in the reference group mentioned above. A.R.M.S. Rajabu (PS, Ministry of Education and Culture, Tanzania), Ranjini Abeywardena (Department of Distance Education, National Institute of Education, Sri Lanka), Agneta Wängdahl-Flinck (School of Education, University of Lund), Leif Lindberg (Department of Education, Umeå University), Göran Lindhe (Department of Educational Research, Stockholm Institute of Education), Wycliffe H. Odiwuor (Institute of International Education, Stockholm University), Dimiter Perniklijski (Institute of Education, Stockholm University). All provided many useful and valuable inputs both written and verbal. Lars Dahlström and Klas-Uno Frykman, (both from TERP, Umeå Univer-

sity) also made important contributions based on their experience of reforming pre-service teacher education in Namibia.

In addition, *Teacher Training Profiles* on programmes supported by Sida were prepared as background documents by Sida's education programme officers and Marit Storeng (Institute of International Education, Stockholm University). These profiles constituted an important source for the analyses in the present policy paper. Some also served as sources for the information boxes included in the document as examples of lessons learnt from programmes supported by Sida.

There is an urgent need for all parties concerned to find sustainable strategies for improving the professional development and status of teachers world-wide. They constitutes one of the most important groups who exert great influence on the adults of tomorrow. This position paper reflects our belief in the key role of teachers for the results of education development programmes and reforms.

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99-10-20

EXECUTIVE SUMMARY

This position paper has been established in the context of Swedish development cooperation objectives which aim primarily at reducing poverty. It takes into consideration the declaration of the World Conference on Education for All as well as efforts aimed at promoting gender equality, human rights, democracy and sustainable development. In addition, it relates to Sida's policy in supporting broad educational reforms. In this paper, attempts are made at providing a holistic and context-bound view of the situation of teachers and teacher education. This paper is intended to constitute a frame of reference for policy analysis and dialogue.

Educational changes and reforms which are expected to take place in the classrooms must also be reflected in teacher education. Teachers are expected to be the main facilitators of learning. As such they should ensure the best interest of the child and know how to adapt the curriculum to children's needs. Moreover, they are required to be administrators and act as the link between parents and the community. The gap between what is required from the ideal teacher and the skills that he/she possesses appears to be widening. In order to enable teachers to meet the various demands placed on their profession, it is increasingly recognised that teachers' skills need to be continuously upgraded.

The challenge is how to implement existing knowledge on teacher education and teachers' working conditions. In brief, the problems facing the teaching profession can be summarised as follows:

- a) low salary levels;
- b) low social status;
- c) precarious working conditions;
- d) deprofessionalisation;
- e) lack of appropriate conditions for training;
- f) deficient educational background and training.

Experience shows that teachers are marginalised in nearly all reform processes. In many cases, education policies are formulated without their participation. The fact that teachers trade union freedoms are not yet recognized in many countries contributes to a situation where the collective voice of teachers cannot be heard.

There is a trend towards lower general education qualifications among teacher trainees. This, along with the emphasis on learning materials and in-service training rather than pre-service training, is to some extent caused by the lack of confidence in teachers' capabilities and the severe pressure on education budgets.

The teacher education system needs to be unified and co-ordinated, ensuring that pre- and in-service education is seen as one single process. It is vital that the importance of teachers, and the role of teachers, are acknowledged. Learning by doing, and critical and systematic reflection on the modalities used in practise, is essential for the development of training and professional skills of teachers.

Capacity, at all levels, to plan, manage and train all education staff is crucial to any strategy aimed at strengthening the role of the teaching profession. The edu-

cation system as a whole needs to be taken into account when planning national teacher education strategies.

What teachers learn must correspond to what they are expected to teach. Therefore, teachers must be involved in defining new teacher education curricula. Moreover, curricula must be developed in coherence with the school system itself. Teachers also need to learn about the relationship between society and school in order to be able to cope with the specific learning needs of the children.

Teachers and teacher education should not be regarded as mere “inputs” into the education system. Teachers’ working conditions and professional development need to be seriously addressed. If educational reforms neglect the problems of the educational staff, reforms are likely to fail.

1. GOALS AND POINTS OF DEPARTURE

The overriding goal of Swedish development co-operation is to improve the quality of life of poor people. This requires concerted development efforts in all sectors of society, including economic growth combined with actions addressing inequalities, peace, democracy, sustainable use of natural resources, and equal rights for women and men. Human development, in a broad sense, is at the core of any such poverty alleviation strategy.

The goal of poverty alleviation is a general point of departure for Sida's co-operation in all sectors, including the education sector. Specific education goals and points of departure are expressed in the internationally agreed declaration of the World Conference on Education for All (WCEFA), in 1990 and also in the Convention of the Rights of the Child (CRC) 1989. The main thrust of *Sida's Education Policy for Co-operation in Basic Education and Education Reform* (1996) is to support broad educational reforms which are aimed at:

- Access to basic education for all;
- Improving quality of basic education with focus on learning;
- Reaching marginalised groups (e.g. underserved regions, working children, girls in rural areas, disabled children, refugees and Internally Displaced Persons).

Such reform processes require the democratisation of education and mainstreaming gender equality into the entire system. Major challenges are how to transform all teaching-learning from conventional top-down approaches to participatory and learner-centred approaches, and how to develop an education system that contributes to the development of a democratic society.

The concept of basic education is broad and includes formal and non-formal education for children, youth and adults.

Sida's policy on basic education identifies some priority areas of support, such as policy, planning, management, teachers and teacher education, textbooks and educational materials and curriculum development. However, no order of priority is made within the field of basic education reform. A holistic and context-bound view is considered necessary. This is particularly essential in order to implement Sida's current intentions to shift from project to sector wide approach.

This position paper on teacher education is, therefore, not meant as a strategy or guide for Sida's support to teacher education projects isolated from broader support to education reforms. It is rather a frame of reference for policy analysis and dialogue in the context of future processes of preparing and following up sector programme support, involving broad partnerships among international, national and local stakeholders. Within such programmes, specific partnerships for teacher education may, if deemed appropriate, arise and involve institutional development co-operation arrangements.

This paper focuses on primary school teachers in formal school and is based on international documentation of experience from Africa, Latin America and Asia,

as well as Sida's own experience of supporting teacher education in these regions. These experiences focus on primary school teachers, but also include training of adult educators, literacy teachers, non-formal education teachers and vocational training teachers. The assumption of this paper is that the main problems and issues involved in training of non-formal and vocational teachers are similar to those of teachers of the formal general system. The more specific issues involved in adult education and vocational education and training have not been included due to the general nature of the paper.

The term Teacher Education (TE) has consciously been chosen so as to encompass all education and training that teachers need or undergo, such as their basic general education, up-grading of subject knowledge and professional pedagogical training.

2. ANALYTICAL FRAMEWORK

Planned educational changes and reforms that are expected to take place in the classroom must also occur in teacher education. Otherwise, education reforms and policies will not develop beyond visions expressed in documents.

Education may be regarded as having three main societal functions, all of which are partly reproductive and partly potentially change-oriented, i.e.

- the ideological function (basic political and cultural values);
- the economic function (promoting productivity and income-generation etc.);
- the socialisation function (incorporation of social norms, habits, attitudes).

From this point of view, the trends since 1980 have been to overemphasise the economic function at the expense of the others, and thus undervalue the importance of the teacher as a role model.

Globalisation, market-orientation, economic crisis, the weakening role of the state and increased aid dependency has meant that global trends in most fields and sectors have impacted on all countries. Dominant global trends generally arise from agendas set by the most powerful economic agents of the world, such as the World Bank and IMF.

One such trend is decentralised school management, often implying autonomous school institutions. A lot has been done in this direction, without preparing teacher autonomy. Without strengthening teachers' professional autonomy and appropriate resource allocations, decentralisation may contribute to maintaining or increasing the gap between efficient and inefficient schools.

2.1 Curricula codes and values

Another global education trend is to move away from nationalistic political and ethical/moralistic-oriented school curricula to a more neutral and utilitarian curricula. This is especially the case of many former socialist states where the political and economic system has adjusted to free market requirements. Consequently, cultural, national and other contextual values seem to have lost their place. One opposing force is represented by a nationalistic and patriarchal trend in certain states and movements. Other counterforces, more in favour of gender equality and democratic participation, are needed.

The ratification of the Convention on the Rights of the Child and the adoption of other conventions and declarations by a majority of states may hopefully represent a new emerging democratic and gender balanced curriculum code.

Linked to this is the complex language issue in multi-lingual contexts. The increasing pressures and requirements to learn a national and international language, e.g. English or Arabic, combined with a tendency to introduce mother tongue instruction in the lower grades, is making the teaching profession even more challenging, requiring much more attention to bi-and multi-lingualism in the basic education curricula.

In assessing and analysing the quality of education reforms and teacher education proposals, it is necessary to establish the values on which education policies are based,

especially regarding the school as a democratic institution and as a means of accomplishing democratic development and equality between women and men.

The improvement of quality in basic education depends on teachers' education, and teachers' behaviour and attitudes. Formal upgrading of qualifications is obviously not enough if, for example, teachers continue to sexually harass and abuse students. The curriculum of the school system, as well as legal rights of children, women and men, should determine the design and content of teacher education and training.

While it is widely recognised that the conventional school system, isolated from the surrounding society, needs to be profoundly reformed, teacher education seem to continue to reproduce the older school models. Teachers continue to be seen as the bearers of truths and passive implementors of curricula.

2.2 The new role of teachers

The ideal new teacher is expected to facilitate learning, not merely instruct pre-determined and static encyclopaedic facts and knowledge. Teachers are nowadays expected to interpret, apply, adapt and further elaborate the curriculum, to search for and select information and contents so as to meet the different learning needs of the pupils.

In order to meet the uncertain and changing future which faces the students and adults of the 21st century, teachers must be able to promote essential competencies and attitudes among their students (i.e. creativity, critical thinking, problem solution, adaptability to changing situations). They must keep themselves informed of and understand new developments in different subjects, be able to interpret and address interdisciplinary sciences, deal with new technology, follow new messages from mass media, be prepared to collaborate and manage collaboration with parents, as well as school administration and community-linked activities.

The increasing gap between the ideal teacher required for implementing new education policies, and what is currently available is alarming and needs urgent attention. Steps need to be taken to start reducing this gap. However, it must be admitted that radical transformation is a long-term process and will not be possible in the short term. Educational reform needs to take into account and analyse the human resource gap (including the gender gap), not only the financial gap, between what is available and what is required to achieve long-term goals.

Box 1: A school for children with rights

“Teachers could find their job description in the Convention on the Rights of the Child. Its principles about non-discrimination, the best interests of the child, child development and respecting views of the child are all ingredients in the conduct of educators. Hardly any profession is so important in realising the idea of the children’s rights. ... Obviously, the Convention encourages the changing role of educators from ‘lecturers’ to ‘facilitators’. Their skills is to encourage and assist pupils in the learning process, rather than to know all the facts. It is also to make the school relate to the community and outside world in a constructive way.”

(Thomas Hammarberg, UNICEF, 1997)

In order to create a rights-based education for students, teaching methods used at school need to be changed to become more learner-centred, where the children themselves participate in creating their learning conditions. The child’s development and learning must be the main focus of teaching and the essential goal of education. The role of the school-teacher is therefore to promote children’s needs and rights. For the teacher to be able to play that role the teachers’ rights should be secured otherwise education cannot be rights-based.

3. SITUATIONAL FRAMEWORK

3.1 The challenge of implementing existing knowledge

Growing national and international commitments to universalising primary education and improving its quality during the 1990s have, paradoxically, coincided with a global deterioration of teaching and teachers' conditions. In spite of this teachers in general are dedicated and committed to their profession.

The drastic erosion of teachers' working conditions and the consequent brain-drain of qualified and experienced teachers to other professional fields have been documented and addressed by ILO (1996), and by a number of other national and international studies. The salaries of teachers in poorer crisis-struck countries undergoing structural adjustment programmes are not enough to ensure the basic needs of even the smallest family. Consequently, these teachers have to use a lot of their time for other income-generating activities, including out-of-school private tuition and charging other "de facto" fees from parents. This produces several negative effects on quality as well as inhibiting access to basic education. This informal privatisation of the education process also denies children from poor families the right to learn.

Professional quality is directly inter-connected to quality of life. It is therefore logical and understandable that teachers with very low incentives who are able to upgrade their formal qualifications then look for better job alternatives. Successful teacher education and training programmes increasingly result in "working for others". The working conditions of those teachers who stay in the profession, whether trained or not, prevent them from performing their duties as teachers.

This is due to:

- the need to use time to earn additional incomes,
- the often precarious classroom situation without adequate facilities, necessary equipment and teaching materials,
- irregular student attendance,
- overcrowded classes or multi-grade classes, as well as
- new demands and expectations on the role of teachers.

For these reasons teacher education and training cannot be addressed in isolation from other important factors affecting teacher performance and development. Any alternative teacher education model must, therefore, be inserted into an overall organisational and pedagogical reform of the school system and address the current low levels of economic, moral and professional incentives offered to them in most countries.

These problems, and their possible solutions, have repeatedly been identified. Implementing knowledge already widely accepted appears to be the major challenge.

For example, the World Conference on Education for All Declaration and Framework of Action propose measures to improve teachers' education and training, professional profile and working conditions:

“The recognition of the vital role of both families and teachers is particularly important. In this context, the terms and conditions of service of teachers and their status, which constitute a determining factor in the implementation of education for all, must urgently be improved (WCEFA Declaration, Article 7)

“The pre-eminent role of teachers as well as of other educational personnel in providing quality basic education needs to be recognised and developed to optimise their contribution. This must entail measures to respect teachers’ unions rights and professional freedoms, and to improve their working conditions and status, notably in respect to their recruitment, initial and in-service teacher training, remuneration and career development possibilities, as well as to allow teachers to fulfil their aspirations, social obligations, and ethical responsibilities” (Framework of Action, Building Partnerships and Mobilising Resources)

In spite of these declarations, the overall teacher issue has often been avoided in national and international discourse. Recently, ILO and UNESCO have paid special attention to the situation and role of teachers.

3.2 Deterioration of salary levels

There is little research on the evolution of teacher salary levels. In some middle-income countries without structural adjustment programmes, such as Botswana, South Africa and Namibia, the teaching profession, even at primary level, is still attractive and salaries have even increased in real terms. Namibia, probably, has the highest paid teaching corps among developing countries. In most countries in Africa and Latin America the salaries have deteriorated so badly in relationship to prices that the very existence of the teaching profession is threatened.

“In the case of Latin America, it is acknowledged that over the last decade, and within the IMF/World Bank structural adjustment policies the adjusting variable has been the teacher’s salary, which has experienced a more profound reduction than that of other public servants. The feminization of the teaching profession, typical of this region (over 80% of primary school teachers are women) can no longer be seen as the expression of women’s advancement but rather as yet another indication of the devaluation of the teaching profession for women who work half-day”.(Torres 1995, p 4)

In Mozambique and Tanzania, most primary school teachers have a monthly income that is significantly below the absolute poverty line. In both countries, real wages of public servants fell by at least 75% during the period 1980–1995 (UNDP/UNICEF, 1996).

Increased teacher absenteeism, due to additional jobs and frequent strikes in many countries, has further reduced the already limited time dedicated to instruction and lesson preparation.

3.3 Deterioration of the profile and social status of teachers

Poorly educated in the deficient public education system, little or no teacher education and training, limited or almost no contact with books, technology and science, and increasingly recruited from among low income and occupational social sectors is a typical profile of teachers in developing countries. The majority of the

untrained or under-trained teachers work in rural areas where the poorest and most deprived schools are situated.

Primary school teachers' own knowledge base and basic skills in the 3 Rs (Reading Writing and Arithmetic) are often very shaky and seldom considered in curriculum and teacher training reforms.

The teacher is very far from what he/she is ideally assumed or expected to be in recently implemented policies and educational reforms.

3.4 Precarious working conditions

The classroom and teaching environment has seriously deteriorated during the last ten to fifteen years, as a result of decreasing public expenditure per pupil in most countries in Africa and Latin America. In practice results include overcrowded classrooms, mainly in urban areas, lack of stationery, teaching aids, textbooks, school furniture and equipment. Available text books are often outdated and the teacher has no reference books or space to sit and prepare lessons. The schools often lack water and toilets. Teachers placed in rural areas far away from home have no decent housing.

More wealthy parents tend to send their children to private schools and public schools receive only the children of poorer families who often need their children's labour. Consequently, many pupils attend irregularly, cannot do homework, come hungry to school, do not afford to buy necessary school material and do not have a chance to learn and achieve expected results. As a result the teachers are forced to teach very heterogeneous classes and cannot show satisfactory achievements from their work .

3.5 Lower salaries, less time, less support and more tasks

Lower salaries, less time available, weaker training and less general support coincide with more demands and an increasingly complex role of the teacher. Teachers are required to be generalists and multi-resource persons in areas such as health promotion, cultural animation, community organisation, environmental protection etc.

New themes for the school curriculum are frequently proposed by researchers, international and national development agencies and others. The implications of these demands for the school curriculum itself and the teachers' education and training curriculum are seldom taken into account. Teachers are expected to possess skills in such diverse and complex areas as early childhood and pre-school education, special education, sexual and reproductive health education, multi-grade teaching methodologies, community mobilisation techniques, adult education etc.

Recent tendencies to emphasise cost-cutting measures, such as increased instruction time, increased class size and multi-shifts, multiply even further the increasing demands for greater dedication from teachers. Development agencies encourage and financially support investments in textbooks and in-service teacher training,

but unfortunately, not in increased salaries, pre-service teacher training or overall improvement of working conditions.

3.6 Escalating criticism of school and teachers

Teachers are often blamed for the problems of the school system and students' deficient learning achievements. Growing criticism of public schools coincide with decreasing confidence in teachers, when in reality teachers are not given the conditions to ensure teaching and even less learning. Teachers, themselves products of the poor education system, are often seen as obstacles to educational change rather than as key human resources. On the other hand teachers tend to respond defensively by overemphasising problems outside their direct influence.

3.7 Deterioration of teachers' morale and health

Widespread frustration and low morale in the teaching force are the result of all these negative factors - low salaries, poor working conditions, criticism and low status, lack of training and support, etc. Teachers own dissatisfaction has been manifested in an increasing incidence of teacher strikes all over the world, interrupting normal teaching for weeks or months, without any positive results for the teachers or the school system.

Health problems among teachers have been documented in a number of countries, as for example illustrated by the growing number of teachers affected by HIV/AIDS in Sub-Saharan Africa.

3.8 De-professionalisation of, and flight from, the teaching profession

The combined effect of these factors influencing the deteriorating situation of teachers is a process of de-professionalisation of the teaching profession. This is reflected in lower entry requirements for teacher training, less time available for education, training and teaching, more time required for administrative duties, teaching as an activity combined with other income-generating activities.

The end result is that only those who cannot find alternative more rewarding jobs stay in the teaching profession. Teachers who have competitive skills, e.g. in maths and in natural sciences, abandon their posts, with serious implications for teaching and learning in basic school subjects. In addition, teacher absenteeism is another method of flight and expression of dissatisfaction.

3.9 Feminisation of the teaching force

One result of deteriorating status and other conditions for teachers in most countries is a process of feminisation of the teaching force. The majority of primary school teachers are women in many regions of the world (e.g. Latin America, the Caribbean and Europe). In other regions, this is also true in countries with relatively high literacy rates, i.e. in Sri Lanka as well as in urban areas all over the world. But even in countries where male primary teachers have constituted the majority, the trend is already changing. For example, in Mozambique, there are presently more male than female primary school teachers, but among teacher trainees at teacher training colleges, the majority were women, in 1998.

One negative result, due to other gender imbalances, is that there is often a lack of trained teachers in maths and natural sciences.

As observed in many countries, such as e.g. Sweden, this may imply that boys attending basic education start lagging behind girls, possibly as a result of lack of positive role models. The gender impact of the on-going world-wide process of feminisation of the teaching force needs more attention among researchers and educationalists.

4. TEACHER EDUCATION: CURRENT TRENDS AND LESSONS LEARNED

The issue of teachers has been neglected in education policies and strategies, particularly teacher salaries and teacher education.

Education policies continue to be formulated and implemented, with very little teacher participation - even in reform processes intended to involve stakeholders. They are instead regarded as mere potential trainees and implementors. Teachers are, in most cases expected to adapt to reforms, rather than reforms adapting to teachers. Teachers' participation in education reform processes, such as curriculum development, is not only a democratic requirement, but also a practical necessity. If, for example, many teachers do not understand the contents and/or the approach of new curricula and textbooks, they will not contribute to intended quality improvements - rather the contrary.

There is no systematic research on teacher education in developing countries, on what and how teachers learn, what they need and want to learn etc. Teacher education has been criticised for being outdated, encyclopaedic, abstract, too short or too long, focusing too much on content at the expense of pedagogics, etc. The overall TE model has, however, never been seriously questioned.

Some recent trends have been to opt for accelerated crash programmes and to recruit teacher trainees with lower general education qualifications than before. These trends have evolved more in response to the aims of increasing access and cost reduction than to the aim of improving the quality of basic education. The recent emphasis on the importance of textbooks and educational technology is partly a reflection of lack of confidence in teachers and their capabilities, as well as a response to the increasing pressure on education budgets.

Another factor behind the tendency to place emphasis on textbooks and in-service training and less on pre-service training is the findings of several studies showing that students taught by teachers with higher formal qualifications do not necessarily achieve better results than students taught by teachers with lower formal qualifications, including teacher training. The problem is that these conclusions do not consider other variables influencing learning. The teacher is in such studies seen as an "input" in a simplistic input-output model.

As a number of studies have revealed, teachers' attitudes and expectations can be more important for student learning than his/her mastery of the subject or of pedagogics.

Other neglected factors in the prevailing models of in-service and pre-service teacher training models which need to be addressed are:

- teachers' previous knowledge and experience
- training needs of other key staff, i.e. principals, supervisors and education officers at all levels
- salaries, working and living conditions, career development and organisational issues

- teachers' motivation, concerns, available time and resources
- participation of teachers in defining training programmes
- adjustment of training to different types and levels of teachers
- a holistic approach as opposed to training as a tool for a specific project or policy input
- the need to improve teaching practice rather than produce formally certified teachers
- the school or teacher collective rather than individual teachers
- the school, i.e. the work place as the best place for training
- the need for a continuing education scheme not just a limited one-off training course (e.g. courses introducing new textbooks are necessary but need to be part of a continuum)
- out-of-training learning modalities, such as classroom observation, peer group discussions, self-study etc.
- the need to integrate pedagogical and administrative knowledge and skills
- the need to combine, and not separate, subject matter and pedagogy
- the importance of an informal environment, including play and enjoyment
- the learning perspective (approached from the needs of the students), not only the teaching perspective
- teaching practice and the use of participatory methods as the most important source of learning
- active learning, critical thinking, creativity, which teachers are expected to promote in their classrooms.
- a human and child-rights perspective

4.1 Pre-service and in-service teacher education

Both pre-service and in-service training have been criticised for their lack of quality, and relevance, e.g. their overly theoretical bias. Given the poor condition of most pre-service institutions and their high cost, the recent tendency has been to pay more attention to in-service training as more cost-effective and potentially of higher quality than pre-service.

However, this assumption actually depends on how the programmes are designed and implemented and on each specific context. Inadequacies of in-service training of unqualified teachers have been identified by Hallak (1990), such as the additional workload they demand on already hard-working teachers. One important reason for the failure of such programmes is the persistence of the poor classroom conditions under which the teachers are working.

The World Bank has advocated a strategy that implies more emphasis on in-service programmes and less on pre-service. The idea is to recruit teachers from among secondary school graduates with adequate subject knowledge, thus reducing the time necessary for up-grading of subject knowledge in teacher training and shorten the pre-service training programme, which would centre on pedagogical knowledge. Revision of salaries is often part of this proposal so as to attract such adequately educated candidates. The pedagogical, social and other consequences have, however, not been analysed.

4.2 Residential and distance training

The advantages and disadvantages of distance modalities of teacher training have been studied in the cases of Sri Lanka, Indonesia and Tanzania. The findings showed better results than conventional programmes in subjects that are verbal and information-oriented, as opposed to maths and skills-oriented subjects (Nielsen et al. 1991).

A general conclusion was

“It is not the technology of transmission that makes these programmes effective, but the kind of learning situations that they create. In distance education, learning materials are developed using principles of instructional design, which focus on how people learn, rather than on subject matter being taught. The most effective distance education methods rely on co-operative or collaborative learning, in which groups of teacher trainees meet to discuss their lessons and the difficulties they are having with them”. (Nielsen 1991)

Studies of more recent experiences of Sida-supported distance education of untrained teachers in Sri Lanka reported that the teachers graduating from the distance education programme do not retain their knowledge and skills as well as teachers graduating from residential programmes. The possible explanation given is the lower initial level of education, as well as less prior experience of teaching. In order to compensate for this and further develop and sustain teachers’ professional competence, it has been recommended that teachers graduating from the DE course should continue to get the school- and Regional Centre-based tutor support which was a crucial part of the distance programme (Ranjini Abeyewardene, 1997)

Good distance education always provides a combination of distance and face-to-face learning. Nonetheless, the advantages can also be achieved through good face-to-face education.

Both residential and distance models can be good or bad. An adequate mix of both is to be recommended, making the best of the comparative advantages of both.

A serious gender problem of residential training institutions in some countries, e.g. Mozambique, is the inadequate organisation and dormitory resources. The female trainees are often sexually abused and harassed. This could more easily be prevented by the provision of separate and safe female sections managed by female staff.

4.3 The role of teachers in the promotion of children’s rights

“Teaching human rights at school means tackling the whole problem of democracy in a human community. The democratic functioning of schools is a prerequisite for the genuineness and credibility of human rights education. Without it, human rights teaching remains a dead letter because it is separated from the life and reality of the social group with which it is concerned”. (UNESCO, 1998)

Teachers can be considered one of the most important agents in the promotion and application of the rights of the child. A child-rights perspective has important implications for the way teaching is conceived and organised. It implies the elaboration of flexible and learner-centred teaching methods which should create conditions for all children to develop to their fullest potential and in an active manner. Teachers should also become aware of and value the living conditions, history and culture of the children, so that they may introduce relevant content and relate in a respectful manner towards the child. A child friendly school not only provides more effective learning, it is also the bedrock for a democratic society based on tolerance and mutual respect among people.

Non-discrimination means that all children have equal rights to equal education. In order to create conditions for teachers to tackle the various needs of children with disabilities, refugee children, working children etc., teaching methods need to be flexible and TE adequate. Consequently, children's rights should be addressed during teacher training.

4.4 The role of teachers in the promotion of gender equality

Experience such as those in Bangladesh made by programmes run by the national NGO Bangladesh Rural Advancement Committee (BRAC) have shown that the recruitment of local women as teachers combined with small schools nearby girls' homes, and the involvement of parents, helps to increase girls' enrolment, attendance and achievement in poor rural communities.

The role model of committed teachers, (locally recruited among men and women with less formal education than normally required for teacher training), for girls as well as boys, can be significant, as shown by the positive achievements of programmes such as BRAC and Shiksha Karmi (see box 4, p.26). In these programmes the teachers have gradually upgraded their educational and professional qualifications through in-service training.

Teachers need to learn to treat girls and boys without discrimination and at the same time help them to develop their gender role identities. Teacher educators, themselves presenting role models for teacher trainees, therefore need thorough training in gender equality issues.

Sexual harassment and abuse by male teachers or male trainers is by far among the most challenging and serious gender problem that needs to be addressed on a broad front by all sectors of society, not just education. This is necessary if teachers are to serve as role models for gender equality, in order to defend children's and women's rights, and to prevent HIV/AIDS and other dangerous sexually transmitted diseases.

Another serious gender problem, often a result of sexual harassment, is early pregnancies among students and teacher trainees. The pregnant young women are the first to be punished by being excluded from continued studies. At the same time nothing is done to make the teachers accountable for their misbehaviour and abuse of the female students.

5. ALTERNATIVE MODELS OF TEACHER EDUCATION

The few innovative initiatives emerging in various developing countries are more often related to in-service than to pre-service TE and have often involved the participation of NGOs, including teacher organisations. Still, the state, as the main employer of teachers, will continue to play a major role in TE. Teacher organisations need to share responsibility with the state. Universities and other academic or artistic institutions are further key partners for TE.

Education reform at the school level requires a profound reform of the prevailing conventional transmission teacher education model.

Firstly, the teacher education system needs to be unified and co-ordinated, ensuring continuing education for the teacher profession, where pre- and in-service training is seen as one single process with clear articulation between all levels of the education system.

Secondly, the teacher as a role model and the major subject and agent of education has to be recognised. In other words, who the teacher is, what he/she knows and is able to do, determines what is actually taught and how it is taught in the classroom, i.e. how the curriculum is implemented and the actual learning processes and outcomes. The working conditions and the institutional context set limits on the influence of the teacher, but no input can substitute for the teacher.

In poor environments where adult illiteracy is widespread and the school often is the only contact with the printed word, the role of the teacher is even more crucial than in more literate environments.

Before thinking of teacher education reform strategies, it is useful to consider how and where teachers learn. Teacher trainees do not start learning from day one at a teacher training college. Teachers have been students of the formal school system, often meaning that they, like other students, leave school with a poor and often out-dated general education. These future teachers internalise the values, methods and practices of an old-fashioned authoritarian school environment, which they later tend to replicate with their own students. Consequently, teacher education, at best, becomes compensatory in order to counteract the bad influence of the conventional school model.

This reiterates the urgency of improving the basic education system. Good quality secondary education is also critical to the competence of future teachers. A holistic and integrated reform of the education system as a whole is therefore crucial for moving teacher education in the desired direction.

Positive experience underlines the importance of learning by doing, i.e. teaching practice. Self-reflection on personal pedagogical practice in order to improve and adjust teaching is an example of this practice-oriented modality of teacher education. Critical and systematic reflection on practice is necessary. Without this, teaching practice does not necessarily mean professional development.

One pre-service TE programme, in Namibia, and one in-service programme, in Zambia, both supported by Sida, illustrate how teaching practice and self-

reflection have been adopted as key components of reforming old models of teacher education and development approaches (See Box 2 and 3).

Box 2: Self-help action for education (SHAPE) in Zambia

SHAPE is an in-service teacher training programme rooted in the "Education With Production" concept. The programme has been operating since 1987 and Sida has financed most of its operation. The programme aims include 1) helping teachers to identify professional needs; 2) equipping teachers with planning and organisation skills; 3) supporting teachers in the continuous development of their subject knowledge and associated teaching strategies and 4) strengthening the training capacity of Teacher's Training Colleges (TTCs) and other institutions dealing with in-service training through the provision of financial/material and support training. The programme has targeted primary school teachers, head teachers, TTC lecturers, resource centre co-ordinators and school inspectors. It is national in character and covers all the 63 districts in Zambia. The programme was implemented in an environment of expansion of pupil enrolment coupled with deteriorating quality of teaching and learning. Moreover, the programme has been instrumental in contributing to an enhancement of the quality of education through the exclusive provision of in-service training to school teachers.

According to an evaluation conducted in 1996, around 68% of all primary school teachers have undergone in-service training organised under SHAPE. In a nutshell, the programme is conceived to have helped teachers in articulating professional needs and has equipped them with better planning and organisational skills. In addition, it has supported teachers in their subject knowledge and teaching strategies. However, in spite of these positive results, it has been argued that SHAPE has suffered from exclusive financial reliance on Sida and that some components of the project (i.e. construction, provision of equipment etc.) were implemented too slowly. Another weakness which has been mentioned was the separate identity of the project and its lack of integration into the overall activities of the Ministry of Education. Lessons are being learned from these experiences for future programme support and assistance. Sida contributed around SEK 52 million to the project during the period 1986-96,.

Box 3: Teacher education reform project (TERP) and basic education teacher's diploma (BETD) in Namibia

Since Independence in 1990, Namibia has embarked on a comprehensive education reform programme. These reforms aim at achieving access, equity, quality and democracy in the educational system. The central role of teachers as agents of change constitutes the basis of the "Teacher Education Reform Project, TERP".

The overall and long term objectives of TERP have been to assist the Namibian government in developing a teacher education reform for basic education and to assist the Ministry of Education in the institutional development of the National Institute of Educational Development (NIED) in the area of teacher education for basic education, planning and research. Consequently, one of the aims of the ongoing reform process has been to increase the number of qualified teachers and to train teachers through a democratic teacher education. The objective has been to foster teachers with new visions, commitments and understanding who would in turn be able to teach in accordance with the learner-centred philosophy.

The Basic Education Teacher Diploma (BETD) was introduced as a national programme in 1993, replacing previous programmes. The BETD aimed at preparing teachers for grades 1-10. This pre-service course takes three years of full time study and has been offered at the four colleges of Windhoek, Ongwediva, Katima Mulilo and Rundu. An in-service programme which aims at the formal upgrading of teachers to the BETD level is also offered on a distance education basis and has a duration of four years. In accordance with the learner-centred philosophy, teaching has been centred around the needs of the learners and their natural curiosity and eagerness. The learners' existing knowledge, skills, interests and understanding have guided the teaching methodology adopted. Learners are viewed as partners and not only as receivers of education. The aim has been to empower them to take responsibility both for their own and others' learning. In other words, the BETD was centred around visions of teaching expressed in such terms as reflective, integrated, participatory and critical inquiry.

Sida's assistance to the national reform in Namibian teacher education has been channelled through Umeå University and the Ministry of Basic Education and Culture. The assistance covered three levels: School (support teachers); regionally to each of the four colleges; and nationally to NIED. In addition, support has been provided to foster inter-college co-operation. During the period 1993-98, some 3000 students have benefited from the programme with an average unit cost of SEK 7500. Views differ as to the impact of the programme, mainly depending on individual positions in the education system and different types of expectations even beyond the basic education classroom. However, many consider that TERP has succeeded in providing support to the launching of a new educational system in Namibia and that the project has supported the democratisation of the reform work. Through the various project activities, TERP has managed to raise pedagogical issues, curiosity, and encouraged the promotion of diversity of views and alternative approaches to understanding. During the period 1993-1998, Sida contributed around 57 Million SEK to the project.

6. TEACHING SERVICES PLANNING, MANAGEMENT AND TRAINING

The capacity of Educational Authorities, at central and regional levels, to plan, manage and train all personnel involved in teaching services - including policy and research development - is critical for any strategy aimed at improving and strengthening the professional role of teachers.

The tasks include key issues, such as:

- forecasting teacher demand and supply;
- deployment and redeployment of teachers according to needs;
- defining career development paths;
- defining and setting up necessary incentive systems;
- training and recruitment of staff for supervision and support services;
- organisation and training for Schools and Training College management personnel, including School Directors;
- training of teacher trainers.

All these measures are necessary to facilitate other meaningful improvements of the TE system, both pre and in-service, and need to be based on overall educational policies and plans.

Systems to attract teacher candidates and deploy trained teachers representing all regions, language groups, urban and rural areas in a balanced fashion are often necessary. Mechanisms for ensuring equal representation among women and men, special regulations, incentives or other actions are also needed.

Underprivileged groups do, for example, not always have enough basic formal education to qualify for teacher training or employment. In such cases, exceptional programmes can be put in place, as has been done in the case of Shiksha Karmi in Rajasthan, India (See Box 4). Locally recruited young teacher candidates with a minimum of only six years of formal schooling were posted as teachers after a short period of pre-service training. After this they regularly attend in-service courses, upgrading their basic education and developing their professional skills. After eight years of service they are accredited as trained primary school teachers.

Box 4: Shiksha Karmi project (SKP) in Rajasthan, India

This SKP (barefoot teachers project) which started in 1987 aims at overcoming two main problems: 1) teachers' absenteeism from schools located in remote and difficult areas and 2) poor enrolment and high drop-out rate of children, particularly girls. The SKP is based on the premise that a change agent can function effectively if he/she belongs to the same locality. This concept finds its relevance mainly for remote and backward areas where it has been observed that outsiders had difficulties in staying or becoming accepted. In such conditions, educational qualifications appear to be less important than the teacher's willingness and ability to function as a social worker.

The project relies on two main assumptions: 1) that education services must enjoy community support if they are to be extended to meet the needs of deprived sections of the rural area and 2) that ordinary people, if given a chance and good training, can perform well and contribute significantly to social development. Through the project, training is provided for selected Shiksha Karmi (barefoot teachers) in teaching methods and other subjects, including elements of educational planning and management. Special measures were taken to ensure the participation of women. The participation of the local community through citizen's assembly in matters regarding the local educational processes was strongly emphasised. Training of Shiksha Karmis and Master Trainers was implemented by a local NGO. The objectives of these training activities were meant to 1) upgrade educational qualifications; 2) improve and promote teaching abilities; and 3) reinforce solidarity between the teachers/community especially with regards to their social activist role.

A look at the achievement of the project over the period 1987-97 reveals the following:

- a) Both day and night schools (over 5 000) cater for the needs of some 157 000 children, out of whom 70% first generation learners;
- b) Around 5 000 Shiksha Karmis teachers were trained;
- c) 83% of girls aged 6-14 of the SKP villages were enrolled in the schools;
- d) Enrolment increased by more than 300%, and in 184 villages enrolment of eligible boys and girls was 100%;
- e) Retention of pupils increased on average from 19% to 61%.

During the period 1994-1998, Sida contributed around 60 Million SEK to the project.

In countries, where female teachers are underrepresented, similar special recruitment and training programmes have been put in place.

In Ethiopia where the recent regionalisation and language policy means that the language of instruction is adopted to and determined by each region, the difficulty

in recruiting teachers with language skills other than Amharic, the official language of previous regimes, has not yet been solved.

Teacher deployment is particularly challenging in situations of rapid change, urbanisation and increasingly uneven development. Typically, school facilities in remote rural areas are under-utilised schools, while urban schools are over-crowded and used for two or three shifts. Another problem is to recruit or retain teachers in deprived areas. Housing for rural teachers, incentives or bonuses for teachers who teach in unattractive areas, paid home leave, reimbursement for travel expenses and allowances or other support for transport, clothing or other extras may be needed to convince trained teachers to teach where they are needed. The recruitment of candidates among basic education graduates from the area in which teachers are needed is another way of making it easier to obtain sufficient teachers.

The introduction of organised multi-grade teaching is often seen as a cost-effective solution in sparsely populated areas, but requires special training and in-service support. The organisation of School Clusters around resource centres, allowing for smaller schools with only one or a few teachers to be organised around one bigger school managed by a School Director, responsible for all the schools and teachers in the cluster, is in a process of gradual development in Cambodia, with support from Sida via UNICEF (see box 5).

Box 5: School Cluster Policy in Cambodia

Education in Cambodia has been gradually restored and developed. However, the Cambodian primary educational system has been characterised by high level of internal inefficiency coupled with shortages of teachers and educational supplies. As a result, the government has set objectives to improve the educational system through curriculum and textbooks reform and change of the educational structure from a 5+3+3 system to a 6+3+3 system.

In order to enhance educational development, cluster demonstration projects were implemented in seven provinces and municipalities in 1993. The projects were implemented in co-operation with UNICEF, REDD BARNA and other NGOs. Sida has been supporting the project through UNICEF. An evaluation of these projects in 1995 in all the sites revealed the positive impact of the projects on enrolment, quality of teaching, and promotion rates. Consequently, as a matter of policy, the government has decreed the establishment of school clusters throughout the country.

The school cluster model incorporates, among others, community participation, and encourage local initiatives and call for co-operation with international organisations and NGOs. The cluster model is viewed as an important instrument in the improvement of the quality of and access to education. The cluster arrangement has enabled teachers to set weekly agendas, whereby meetings are regularly held with a view of finding solutions to common problems.

During the period 1996-1999, Sida has so far contributed around 83 Million SEK to the project.

7. STRATEGIES FOR TEACHER EDUCATION REFORM

7.1 Key Issues in Teacher Education (TE) Strategies

National strategies for TE need to take into account the whole education system, pre-primary, primary, secondary (general and vocational), and adult education, including special needs education within each of these sub-systems. Priorities and choices have to be made as regards, for example, where to start, when and how to introduce the various curriculum components, how to combine theory and practice, pre-service and in-service modalities etc.

The key pedagogical principle of responding to learner needs and concerns as the point of departure, is necessary to adhere to when designing a teacher training strategy. Nevertheless, the process of TE must go beyond immediate demands by enabling teachers to develop their perception of their own learning needs for development towards a more professional role.

Linked to this is the need to consider teacher education as adult education so as to break conventional TE practice of treating teacher trainees as if they were children and not adults. Bringing in knowledge and experience from adult education could be very beneficial to TE, especially considering that teachers in developing countries are adults often coming from low-income, underprivileged sectors of society. The empowering approaches of adult education could benefit future teachers and become a step in a strategy aimed at empowering the teaching force in their personal and professional development. Enhancing self-confidence of teachers in the mastery of subject and pedagogical knowledge and skills should be at the heart of any TE programme, whether pre- or in-service training. Examples of such links with adult education and empowerment are found in the Sida supported *Shiksha Karmi Project* in the state of Rajasthan in India, inspired by the work of local NGOs, and the “*900 Schools Programme*” in Chile (see Box 6).

There is an urgent need to introduce more systematic pilot activities linked to research in the area of different teacher education modalities. This is particularly important seeing that it is very hard to change teaching behaviour without seeing and experiencing models that differ from the normal or from what you personally experienced at school and at teacher training institutions. It is therefore imperative to organise good examples by facilitating networking between schools and setting up demonstration schools or model schools, as done in the case of, for example, the SHAPE programme in Zambia. In addition, dissemination of successful innovative programmes from all parts of the world is helpful.

Box 6: The programme for quality improvement in primary schools in the disadvantaged areas of Chile – (P-900)

The programme for quality improvement of primary schools in the disadvantaged areas of Chile (P-900) is considered as one of the most successful experiences in Chile. The programme's innovative approach makes it replicable in other countries. The programme was initiated in 1990 by the Ministry of Education in Chile in order to address the problems of low educational quality, low learning achievements and unequal distribution of education opportunities. The programme consisted of the following components: 1) in-service workshops for teachers; 2) learning workshops for students with low learning achievements; 3) preparation of textbooks for students and in-service training manuals for teachers and supervisors; 4) provision of classroom libraries and didactic materials, and 5) improvement of infrastructure.

In-service training was carried out through weekly workshops in schools among teachers (grade 1-4). The themes of the workshops were aimed at improving teaching methods in the three R's and the understanding of children's cultural surrounding, relationship with the community and creativity. The approach was experimental and active in nature and promoted verbal expression, exploration, decision-making and incorporation of daily experiences. The workshops provided teachers with the opportunity to form groups for reflection on learning achievements and teaching practices in the schools. Provincial supervisors organised the workshops and were trained and provided with materials.

Evaluation results from the programme have revealed the drastic improvement of learning achievements in the schools which participated in the programme. In fact, performance in some schools were even better than in schools outside the programme. The programme was especially innovative in its approach to training young community members to run learning workshops which aimed at strengthening learning, improving self-esteem and favouring social competence among students with low education achievements.

During its duration, the programme covered 10 per cent of the country's school (in total 1200 schools), 7000 teachers, 400 supervisors, and 200,000 pupils. The approximate cost of the programme was US\$ 16.894.000 of which the Chilean government covered 40 per cent. Sweden contributed 30 per cent and Denmark 30 per cent of the programme costs.

Systematic reflection of teaching experiences through, for example, videos, teachers diaries, school-based studies, or drama, in order to promote an active link between practical experience and theory and vice versa is an essential component in teachers' professional development. Sharing experiences with other teachers, thus breaking the isolation of profession, is especially important. Participatory training approaches and team work are part of this. If this is to occur, time and space must be provided for working teachers to meet and exchange experience on problems and solutions.

Informal learning and self-study must not be underestimated as a mode of developing teachers' competence. For this to be possible it is often necessary to make sure that teachers have access to reference literature, books, newspapers, magazines, radio and if possible TV, as well as museums and libraries.

Teachers are expected to motivate their learners by introducing activities such as games, music, songs, drama etc. Formal and rigid teaching of teacher training programmes need to include such more informal and fun activities as an important pedagogical tool in the development of creative teaching.

7.2 Critical issues in defining what teachers need to learn

Firstly teachers must be involved in the process of defining a new TE curriculum in order to make sure that it responds to their needs and also as a basic democratic requirement. Secondly, it is essential that the TE curriculum corresponds to the school curriculum. In other words what and how teachers learn and what they are expected to teach must be compatible. Teachers need to be empowered with the competencies considered necessary for a modern, democratic approach to teaching that stimulates reasoning, critical thinking, group work and self-study etc.

Box 7: Retraining of unqualified teachers in Tanzania

The expansion of the primary school system in the 1970s as a means of achieving UPE has brought along the employment for thousands of non-qualified teachers. The majority of teachers possess seven years of schooling and some limited training. This variation in the level of teachers' education has caused a stratification of the teaching force into various categories (A, B and C). Category A are those who possess 12 years' of schooling and 2 years' of residential teacher training. The government's policy has been to attempt to standardise the teachers' qualification and upgrade all the B and C categories teachers to Category A through a system of in-service training. Sida has been a major funder to the project which addresses the needs of some 60% of primary school teachers in Tanzania. Through the in-service training programme, participants are expected to reach the formal level of 11 years' of schooling ("O" level) which is then supplemented by a one year residential course. Since the inception of the project some 10,000 teachers have completed their "O" level and some 50% of these have graduated from the residential training. However, due to the generally poor conditions surrounding teachers' salaries and working conditions, it appears that only half of them has remained in the teaching profession after graduation. The government as well as the donors are aware of the problems and there are currently concerted efforts being made to address these issues.

During the 90s, Sida contributed some 14 Million SEK to the project.

The priorities of TE programmes must be differentiated and adapted to each context and the specific learning needs of that context. These will be determined by educational objectives, the socio-cultural background of the students, the teaching-learning environment, the curriculum, the available teaching materials, the evaluation system and the possibilities of continuously improving teaching practice.

In addition to subject and combined practical-theoretical pedagogical training, teachers need to be trained in both administrative and pedagogical management. Also, the teachers must learn how to relate to and understand the community in which the school is located in order to be able to deal with external factors which strongly influence learning, such as poverty, nutrition and health.

As to basic general "academic" skills, teachers' own language competencies, especially in reading and writing, often need to be prioritised. This is due to deficiencies in teachers' own educational background and the critical role of language in teaching and continuous learning for their own professional development and self-confidence. This includes mother-tongue as well as bi-lingual and multi-lingual situations. Many teachers are expected to teach in a language they do not master themselves. This requires intensive language training and better understanding of language-related issues affecting teaching and learning.

In fact, a critical area in basic education in developing countries is learning to read and write. Failure in this area is closely related to the frequently high rates of repetition in the first two grades. What are often labelled as learning difficulties are actually often teaching difficulties, that need to be seriously addressed.

Teaching and learning basic literacy, as well as numeracy, needs to be given much more attention, taking into account the heterogeneous groups of learners attending nearly every class.

Multi-grade teaching is a competence that all basic education teachers, not only multi-grade teachers, need. This helps in addressing the different needs and levels represented in one class, including functionally disabled learners with “special needs”.

Finally, all the tasks be it - new and old – that teachers are expected to perform need to be addressed in TE, how to assign homework, adapt the curriculum, evaluate, involve parents, promote attitudes and values, such as equality between women and men, between different ethnical groups, etc.

8. MAIN RECOMMENDATIONS FOR EXTERNAL SUPPORT TO TEACHER EDUCATION

In order to achieve a truly learner and/or child-centred education system, teachers and their professional development must be the backbone and at the centre of educational reforms. Education sector development programmes, co- financed by national governments and their external funding partners, must be analysed in a holistic manner. In this context, external financial support should not fail to address the salary, career and professional development aspects of the teaching and non-teaching/support staff.

In addition, provision should be made for exchange of experience between and among teachers and educational managers. These exchanges should be promoted within and between countries.

Institutional development through links with suitable training institutions elsewhere should be encouraged. Through these arrangements, teachers and trainers may be exposed to alternative approaches which might be instrumental to the reform processes. These links could allow countries to be exposed to other models related to the management and development of the teaching force. Such institutional development links should also promote the development of action-research capacity through innovative experimentation or pilot activities.

A key issue in analysing reform programmes is the participation and involvement of teachers in defining their own training needs. In this context, teachers' unions should be encouraged to participate in the reform processes. Networking and co-operation between unions from various countries could strengthen the union's voice. It is further essential to ensure that the TE reform adapts a continuous education and training process approach, and does not build on fragmented training courses of an ad-hoc character.

The problems discussed in this paper in the situational analysis (section 3) and the elements for a strategy addressed in sections 5-7 may guide the assessment of proposals for developing the teaching profession in the context of education reforms. The perspectives and considerations of this paper should, however, not only guide assessment of teacher education components of reforms, but also other integral components or sub-programmes. For example, curriculum and textbook development, assessment systems etc., must take into account teachers' time, educational background, competence, training needs, understanding and involvement.

In order to ensure democratic educational reforms which aim at learner-centred education, teachers' needs, working conditions and motivation need to be seriously addressed. Teachers and TE should not be seen as only one of several "inputs". Questions that should guide the assessment of most aspects of education reforms are:

- Who are the teachers? How will they be involved and motivated in designing and implementing the reforms and what instruments or resources do the teachers have at their disposal for dealing with these changes?

- What support is planned for the teachers and in what way is their education and training prepared for the changes?
- How can the changes be adapted to the existing and the new teaching force?

As discussed throughout this paper, educational reforms are likely to fail if due consideration is not given to the teachers. This paper has raised some of the most pertinent issues which could guide the assessment of education reform programmes/projects as related to the needs of teachers.

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