

TEACHER DEVELOPMENT IN THE CARIBBEAN

ERROL MILLER

PURPOSE OF THE PAPER

The purpose of this paper is to provide background information on experiences and accomplishments in teacher development in the Caribbean, and to identify challenges that the countries of the region face and goals that they have adopted in the 1990s. Particular attention will be paid to recent developments and innovations in teacher education and training, continuing professional development of teachers, teacher supervision and teacher evaluation.

Almost all countries in the Caribbean came to the conclusion that despite the gains made in education between 1950 and the 1980s, major reforms in education were needed in the 1990s. Such reforms were deemed essential if the country was going to respond constructively and positively to the fundamental global changes in politics, economics and technology over the last decade. Several countries established Task Forces or Working Groups or Project Teams or other such entities which engaged in widespread consultation with the various stakeholders and actors in the education sector. Almost all the strategic plans or projects emerging from these exercises identified teachers as critical to the reform of the education sector. Teacher development therefore has become a priority throughout the region in the 1990s.

A SOCIO-HISTORICAL SKETCH

The priority currently being placed on teacher development represents renewed interest and emphasis on an old subject. Not only is teaching an old profession, but mass schooling in the Caribbean has a history that parallels that of the developed world. Bearing in mind the strong and close relationship that exists between schooling, teachers and the structure of society, it would be unwise to proceed to a full-blown discussion of recent innovations and proposals for new policies, projects and programmes in teacher development without taking note of a few salient social features of schooling and teaching as they have evolved in Caribbean society.

It is also important to acknowledge that teacher bashing is a well-known and widespread phenomenon in the world. As Spencer(1996) noted, teacher bashing tells less about teachers and more about the perspectives and interests of those levelling the charges. Teachers' relatively low status in society means that those in higher status positions can define their rights, duties and obligations as well as assess them. Further, one status group can present itself as superior to others by criticising them. In the Caribbean, teacher bashing has been the norm in every generation and era. At the same time the teachers bashed in one era are posthumously venerated and celebrated, as part of the process of bashing current teachers. This is an important aspect of the context in which statements and assessments of the teaching profession in the Caribbean need to be interpreted and understood.

TEACHERS AND THE SOCIAL STRUCTURE

From a sociological perspective, teaching is not, and has never been, a single occupation. Sociologically, teachers in the Caribbean are not a unitary category. Using the social criteria of ethnicity, gender, social class and occupational prestige it is possible to identify at least five teaching occupations within the region. Roughly, these five teaching occupations in rank order are:

- University teaching that is comprised predominantly of males of the middle and upper classes and among whom the minority ethnic groups are over-represented. University teaching enjoys the highest prestige among the teaching occupations.
- High school and college teaching which is comprised of a majority of females and significant minority of males of middle class backgrounds and recent recruits to the middle strata from the lower strata through educational achievement.
- Private preparatory and kindergarten school teaching which is predominantly comprised of females of the same ethnic and social background as the clientele that patronise their schools.
- Public primary school teaching, which is comprised predominantly of females of the lower social strata and of the same ethnic groups as the mass of the student population, served by the schools in which they teach.
- Community based pre-school teaching comprised almost totally of poorly qualified females of the lower social strata.

The present composition of the different teaching occupations, in social terms, must not be regarded as either a static representation of history or a terminus in the social evolution of Caribbean society or of the teaching occupations. Rather, the social composition of the teaching occupations is reflective of both historical patterns as well as transformation in Caribbean social structure which are continuing.

The scope of this paper does not allow for any in-depth treatment of the social history and implications of changes in the social composition of the different teaching occupations. However, as an illustration of some of the changes that have taken place, it is instructive to note a few important social shifts related to high school and college teaching occupation as well as the public primary school teaching occupation.

Up to the middle of this century, high school and college teachers were mainly males. The majority was mostly either qualified European expatriates or minimally or unqualified nationals. The few qualified nationals had been educated abroad, mainly in Europe.

In the evolution of secondary school teaching over the last fifty years, five substantial changes have taken place. These are:

- a) There has been a massive expansion of the high school and college teaching occupation consequent upon the vastly expanded system of secondary schooling and tertiary education. From a situation where no more than 10 per cent of the 12-17 years age cohort receiving secondary education, nearly half of the countries of the region now provide universal secondary education, while all the others except one provide mass secondary education. From a situation where less than one per cent of the 18-24 years age cohort went to college the regional average is currently around six per cent.
- b) Caribbean nationals have replaced European expatriates as the mainstay of the secondary school and college teaching force.
- c) The region has developed its indigenous capacity to train secondary teachers. The vast majority of secondary school and college teachers have been educated and trained in national and regional universities and colleges
- d) To meet the demand for secondary school teachers from local supply, a significant number of teachers are recent recruits to the middle classes from the lower social strata through educational achievement.
- e) An increasing number of secondary school teachers are female. In many countries the majority of secondary school teachers are females.

While all of these developments can be viewed as positive accomplishments, they are not without negative social connotations. These latter social connotations have implications for the perception of the secondary school teaching occupation and the relationships between teachers, teachers and parents and students and teachers. For example, many parents, past students and persons holding important policy and policy advisory positions in Caribbean society have nostalgic views of their secondary school teachers in terms of older male European teachers who were graduates of prestigious international universities. Young, female Caribbean nationals educated in local and regional institutions are perceived in an unfavourable light compared to those past icons.

The strong perception among such persons is that the current secondary school teachers are inferior to those who taught them. At the same time, viewed on a macro basis, secondary school teachers are better educated and trained than at any other time in the history of Caribbean schooling. The point to note is that the social context of the teaching occupation cannot be overlooked or ignored in seeking to make objective assessments of teacher development.

Developments within the public primary school teaching occupation are somewhat different. Major developments over the second half of this century could be listed briefly as follows:

- Significant increase in the number of public primary school teachers to match the expansion of primary schooling consequent upon provision of universal primary education by almost all countries of the region.

- The pupil teacher system of recruiting primary teachers directly from the ranks of the most able primary school students has been phased out. However, a significant number of the older primary schoolteachers were recruited through this system of apprenticeship.
- Recruits to primary school teaching are currently from among students who have successfully completed high schooling.
- The majority of current primary school teachers have been college trained consequent on the expansion of the indigenous capacity to train teachers at this level.
- Primary school teachers have become overwhelmingly female. In several countries within the region, the majority of primary school principals are females.

Notwithstanding these developments, there are some social aspects of the primary school teaching occupation that have not changed over the course of the twentieth century. While the educational route to the occupation has changed, the ethnic and social class backgrounds of the teachers have not. The most able and ambitious children of the Black and Indian populations of modest means in rural areas are still the vast majority of public primary school teachers. All the issues related to access and equality of opportunity for poor underprivileged rural populations and women have antecedents related to public primary school teachers.

It is not surprising therefore that public primary school teaching occupation still suffers from the mantle of inferiority that was placed firmly on it by racism and racial discrimination in the nineteenth century. Much of the latter continues in the form of class prejudice and institutional discrimination. Hence, in several countries within the region, public primary school teachers still practice their profession without the benefit of basic amenities and the majority of primary school principals manage their schools without the benefit of any clerical or administrative support staff.

The differences in the social composition of the different teaching occupations have implications not only with respect to public perception and relationships among the stakeholders, but even for how teachers organise to represent themselves. For example, in some countries primary and secondary teachers have formed different unions and associations to represent them. Even where primary and secondary teachers have united to form a single union or association, there are strains and tensions between the teachers drawn from different social segments of the societies. While these strains and tensions do not paralyse the capacity of teachers to act, they are important considerations in developing strategies to gain consensus and to produce united actions.

In many instances in examining incentives and obstacles to teacher development in the Caribbean, issues of incentives and obstacles imposed by the Caribbean social structure are not far below the surface. Consequently, teacher development should not be discussed and interpreted in historical and socially neutral categories. The transformation of the teacher in the Caribbean is intimately linked to the transformation of Caribbean society.

TEACHERS AND GOVERNANCE OF THE EDUCATION SYSTEMS

There is no uniform system of governance of public schooling in the Caribbean. However, it is possible to classify the governance arrangements into three groups. Aruba, Belize, the Netherlands Antilles, and St Lucia continue to employ the denominational system of school governance that arose in the 19th century. Schools are owned and operated by various religious denominations that run the schools through boards established by them. While the Ministry of Education provides the finances for operating the schools, it is the denominational boards that continue to hire and fire teachers, discipline students and give oversight to the day to day management of the schools.

In Jamaica, and in Barbados at the secondary level, schools are governed by individual school boards that hire and fire the teachers, discipline students, conduct their own financial affairs and manage the day to day operations of the schools. In these two countries there is a substantial degree of school-based management.

In Antigua and Barbuda, The Bahamas, Guyana, St Kitts Nevis, St Vincent and the Grenadines, Trinidad and Tobago and the Turks and Caicos Islands, schools are run directly by the Ministry of Education. Teachers are employed directly to the government and can therefore be transferred by the Ministry from one school to the next.

These different forms of governance result in different terms and conditions of service for teachers largely because of the different legal frameworks that apply in the three forms of governance. In the denominational and school based systems of management, teachers are public servants, while in the centralised system teachers are civil servants. In Aruba and the Netherlands Antilles, for comparable qualifications and experience, teachers are better paid than civil servants. In Jamaica the reverse is true, teachers are paid less than civil servants. In St Lucia up to 1992 teachers were paid less than civil servants but since 1992 they are paid on par with civil servants with comparable qualifications and experience. While teachers as public servants can participate actively and openly participate in the political life of the country, including representative politics, teachers as civil servants are precluded from such involvement.

Teacher development in the Caribbean has taken place within the dynamics of different forms of governance in the school systems. For example, where teachers are civil servants, they usually are most of the officials in the electoral process in the particular country. Where teachers are public servants some may be electoral officials while others can be candidates or campaign organisers in the electoral process. In the latter situation, it is not usual for Ministers of Education to have to deal with some teachers who actively campaign against them and others who campaign actively for them in the constituencies that they present. While it is not possible to predict the course of teacher development in terms of the form of governance, it is important to note that in the Caribbean it is unwise to adopt a one-size fit all approach to teacher development.

CHANGE IN THE STRUCTURE OF THE TEACHING OCCUPATIONS

Apart from university teaching, and more recently college teaching, the structure of the teaching occupations has been flat. Traditionally, there a two tiered structure comprised of head teachers or head masters or head mistresses at one level and teachers at the other level. Between the 1960s and 1990s as schools became larger and as more qualified young nationals were recruited, several shifts in the structure of the teaching occupations took place which can be listed briefly as follows:

- Head teachers, head masters and head mistresses became principals as management became as important as instructional leadership in the operation of schools.
- Posts of vice-principals were created and related to school size.
- Hierarchy was created among teachers as paid posts of senior teachers were established. For example, in Jamaica the Ministry of Education determined that in any school one third of the teachers would occupy senior teacher posts on the basis of predetermined responsibilities outside of classroom teachers. Benchmarks were established for three levels of senior teachers with higher levels of pay being associated with ascendance in the hierarchy.

The effects of these changes in the structure in some countries has been to create a more differentiated path for teachers who intend to remain in teaching throughout their careers.

INTERNATIONAL AND REGIONAL TRENDS IN TEACHER DEVELOPMENT

There is growing international consensus that good teachers are key to the delivery of high quality education and to the reform of education to meeting the new demands of society. The National Commission on Teaching and the America's Future, put forward a three pronged argument with respect to the central role of teachers to good education.

The essence of the argument was:

- What teachers know and can do is one of the most important influences on what students learn.
- Recruiting, preparing and retaining good teachers is the central strategy for improving schools.
- School reform cannot succeed unless it focuses on creating the conditions in which teachers can teach and teach well.

A growing body of research results also appears to suggest that teachers' abilities, teachers' knowledge of subject matter and teaching methods and teaching experience along with small class sizes and the positive influences of small schools, are critical elements in successful student learning, Ferguson(1991), Ferguson and Ladd(1996) and [Greenwald, 1996]. This research confirms common sense that teachers of high ability,

with some teaching experience, who are thoroughly versed in their subject matter, master their teaching methods and know their students well, should be the most successful in promoting student learning. At the same time, this body of research challenges the long standing myths that anybody can teach and that teachers are born and not made, Darling-Hammond(1998).

Aligned with the emerging consensus that good teachers are critical to student learning and the growing body of empirical evidence in support of this notion, has been movements to reform schools and school systems to promote learning. Indeed, educational reform has been a dominant trend in the 1980s and 1990s. Invariably, reform movements have focused on the issues of governance of school systems and schools, supervision of teachers and accountability, which usually encompasses teacher evaluation. In addition, several reform movements have tackled the issue of teacher compensation and conditions of service.

Kelley(1997) developed a useful organisational framework which connected reforms in the model of school organisation with the goals of schooling, the requirements for teacher education and the role of teachers and compensation packages in the United States. Kelley's approach is adopted here as a useful way of conceptualising international trends in the reform of schooling and the consequential changes as they have affected the preparation and roles of teachers.

The Scientific Management Model of School Organisation

Kelly noted that beginning early in this century, and continuing up to the 1960s, school organisation followed the Scientific Management model, which could be characterised as rational, mechanistic, bureaucratic and hierarchical. Teachers were expected to implement an essentially teacher-proof curriculum, as determined in textbooks and later curriculum guides, and to follow rules formulated by the education authority. The scientific management model of school organisation valued authority and individualism. Teaching was a lifelong career and teaching credentials were needed to place scientifically trained teachers in schools. Colleges and universities were the main sources of these scientifically trained teachers.

The Effective School Model of School Organisation

In the 1970s, the Effective School model emerged as a new paradigm of school organisation. The effective school model focused on equity as it was implemented in schools serving low income and depressed urban populations. It represented a shift towards the development of results oriented goals in schooling, particularly with respect to the mastery of basic skills in reading and mathematics for employment. The effective school model also placed emphasis on human growth needs and viewed the school in terms of communities. The teacher's role in effective schools was to provide services, teach basic skills, develop a set of generic teaching skills and become involved in school improvement planning. While colleges and universities remained the main sources

preparing teachers, school districts and local authorities began to become important sources of staff development to train teachers in effective teaching skills.

The Content Driven Model of School Organisation

During the 1980s the Content Driven model of school organisation emerged. This model shifts the emphasis away from at-risk populations and basic skills towards a rich curriculum for all students. The hallmark of this model is curriculum content standards that provide the framework for teaching high levels of subject matter competency and problem solving skills to all students. The content driven model is premised on the notion of preparing students for multiple careers and lifelong learning in a highly competitive and rapidly changing global economy. In this model, teacher training needs shift from general pedagogical skills to in-depth knowledge of specialised content. The teacher's role is expanded to include active involvement in curriculum development and participation in school management. The principal becomes the prime mover in school management supported by inputs from teachers.

The High Standards/High Involvement Model of School Organisation

In the 1990s, the High Standards/High Involvement model of school organisation has made its debut. It builds on the content-driven model, which its intense demands for professional expertise, but shifts the emphasis from the provision of rich curricula for all students to high outcomes for all students. In this model, school leadership is the responsibility of teams of teachers and not administrators as in the other models. Further, teachers take responsibility for curriculum development, professional development, counselling and budget preparation. Accordingly, teachers share in the decision-making with respect to curriculum, instruction, management and budgeting. The teacher's role is the most complex of all the models. Previously, teachers eventually moved out of teaching into administration. In the high standards/high involvement model teaching is a career long commitment. 'Master teachers' take on additional responsibilities but remain connected to the classroom throughout their careers.

Along with leadership responsibility, staff development becomes a school site responsibility. Teachers develop knowledge and skills as a result of ongoing formal and non-formal education, action research and participation in professional activities and professional associations. Teacher training expands to include not only subject content and teaching methods but school management and decision making.

The Eclectic Approach to School Organisation Emerging in the Caribbean

Kelley's typology of models of school organisation, and their consequential definition of the roles of teachers, and her sequence of the emergence of these models provides a useful conceptual framework within which to discuss both international trends as well as

regional developments in teacher development. To begin with it is necessary to note that Kelley's typology of models of school organisation in the United States can be roughly applied in the Caribbean, allowing for variations in the time boundaries suggested by her.

For example, it is possible to identify elements of all four types of models of school organisation and their consequential definitions of the roles and responsibilities of teachers operating simultaneously in Jamaican schools in the 1990s. There are large numbers of schools that continue to operate along the lines of scientific management. Teacher centred classrooms, hierarchical structures, bureaucratic arrangements and autocratic decision making prevails. At the same time, the New Horizon Project currently being implemented in 72 primary schools by USAID, the Competency Shelter Project being implemented by the Ministry of Education and Culture with assistance from UNICEF, and the Jamaica 2000 Project being implemented by the Jamaica Computer Society Education Foundation are all premised on the effective schools model. Dominant emphases in the schools participating in these projects are advancing equity by targeting schools serving disadvantaged populations, improving basic skills, enhancing school community relations, promoting human growth and developing more effective teaching skills.

At the same time the Ministry of Education and Culture is currently implementing Content-Driven Model in two major projects. First, the Reform of Secondary Education, ROSE Project, being implemented with World Bank assistance seeks to implement a common curriculum in Grades 7 to 9 in all types of secondary schools and later to extend this approach in the upper grades. Second, the Primary Education Improvement Project being implement with assistance from the Inter-American Development Bank, IDB, which has substantially altered the primary school curriculum. The aim of both projects is to provide a rich curriculum for all students and to prepare students for a rapidly changing world. The concept of the teacher being promoted by these projects is that of a 'guide by the side' and not 'the sage on the stage', that characterises the teacher in the Scientific Management Model. Deliberate efforts are therefore being made in these projects to train teachers to employ team planning, co-operative learning strategies and multi-level teaching and child centred methods and collaborative approaches.

Further in responding to strong representation from the Jamaica Teachers Association the Ministry of Education in 1995 undertook a major reclassification of the teaching service which was done by Price-Waterhouse. One of the highlights of the reclassified teaching service is the establishment of posts of master teachers in primary and secondary schools. The primary intention of this innovation is to provide teachers with an alternative career path that will keep them connected with the classroom instead of moving into administration as a means of advancement. Over 400 teachers are now being considered for appointment as master teachers, with the first appointments being made in January 1999. In this regard an element of the high standards/high involvement model is being implemented in the Jamaican schools.

Salient Features of Caribbean Education with Implications for Teacher Development

The Jamaican example underscores and highlights several salient features of Caribbean education including teacher development. These can be stated briefly as follows:

- Caribbean education has been part of Western education for over 350 years and readily adopts and adapts major developments in leading Western school systems. Throughout the history of Caribbean education it is usual to find some schools within region adopting and adapting major educational development within Western Education within a decade of their emergence.
- The eclectic nature of the education reform process within the Caribbean. Both within and between countries it is possible to find a wide array of educational reforms being implemented simultaneously. Further, because most reforms are adoptions from the West there is not a strong indigenous capacity to initiate original approaches derived from first principles applied to Caribbean imperatives.
- Most major reforms are associated with external funding from multilateral and bilateral donor agencies. While the standard claim is that these agencies are assisting the Government and countries to implement what they had formulated it is not possible to ignore the strong association of educational reform with external financing and the policy orientation, if not direction, of the various agencies.

Educational reform and developments within and among schools in the Caribbean can be generally located and associated with contemporary developments within Western education. However, there are substantial differences in the economic resource base of the Western countries from which the Caribbean borrows educational ideas and Caribbean countries doing the borrowing. Further, there are as substantial differences in political, social and cultural imperatives. These differences usually mark the points of departure in the course of developments within education. That is to say that while teacher development in the Caribbean addressed the issues of increasing the access of teachers to knowledge of both content and methodology, transforming the role of the teacher in the learning process, improved compensation and explored new forms of supervision and evaluation these took place within the framework of Caribbean realities. It is against this background that the rest of this paper outlines regional developments and innovations in the pre-service teacher education, in-service teacher training, continuing professional development, teacher supervision and teacher evaluation.

TEACHER EDUCATION AND TRAINING WITHIN THE REGION

Teacher education in the Caribbean the Caribbean has a history which parallels that of the industrialised world. The first teacher colleges in the Caribbean were established in 1830 just around the time that similar institutions were established in England. While there are many similarities in both history and organisation, there are several differences in practice. One relatively unimportant difference in practice, but a source of much confusion, is the use of the terms pre-service and in-service teacher training.

In the industrial countries the term pre-service training is generally used for formal training before teachers enter the profession while in-service training generally refers to non-formal training on the job. Caribbean practice undermines these neat distinctions. Many persons who are employed as teachers before they are formally trained as teachers. To further complicate the matter in-service training is one modality through which initial teacher training is delivered. In Caribbean circumstances the term initial professional training more accurately describes formal teaching. Pre-service education equates, in the Caribbean, to initial teaching training. In the Caribbean in-service training could refer to both initial and non-formal on the job training. For the purpose of this paper the terms pre-service and in-service will be used with their Caribbean meaning.

PRE-SERVICE TEACHER EDUCATION AND COLLEGES TRAINING TEACHERS

From its inception in the 1830s until the 1950s pre-service teacher education followed the same pattern:

- Pre-service training was restricted to primary teachers. There was no indigenous capacity to train secondary school teachers.
- The proportion of teachers trained compared was very low compared to the teaching force in the schools. For example, in the Commonwealth Caribbean in 1955 the proportion of trained teachers in the primary school systems ranged from 7 to 45 per cent.
- The vast majority of teachers in primary were recruited from the most able students of the primary school. They were recruited into the pupil teacher system and from that pool into teachers colleges through an examination process.
- The teachers college programme was for two or three years and paralleled the high schools in terms of subject matter content but added pedagogic training.
- Secondary school teachers were recruitment from among the most able student passing the Cambridge examinations and qualified expatriates, mainly from Britain. Where local desired teacher training they went abroad for it.

Beginning in the mid-1950s there has been vast improvements and changes in the provision for the pre-service training of teachers. The most significant advances can be listed as follows:

- a) Substantial expansion in enrolment of colleges training primary schoolteachers with the result that the vast major of primary schoolteachers in the region currently is college trained. Indeed, all primary school teachers in Aruba, the Netherlands Antilles the Bahamas and Barbados are trained through pre-service programmes.
- b) The academic level of the programmes for primary teachers has been raised substantially, as the pre-service programmes require successful completion of secondary education as their starting point.
- c) An indigenous capacity to train secondary school teachers has been established with the result that the vast majority of secondary teachers are professionally trained.
- d) A wide variety of modalities of delivery of pre-service education have been created. These include the two-year intramural plus one-year internship models that was developed in the Western Commonwealth Caribbean; the three year intramural plus

one-year internship model employed in Aruba; the two and three year intramural models common in the Commonwealth Caribbean; and the school experience model now being used in Belize. In the School Experience model students do one calendar year full time in the college followed by one semester of teaching practice. They then teach for at least one-year in the school system and then complete the training in a one-year full time course in the college.

Despite the impressive advances made in teacher preparation in the Caribbean since the 1950s by the latter part of the 1980s it was clear that new imperatives had overtaken pre-service teacher education. Indeed, these new imperatives shifted the ground from celebration to dissatisfaction and the demand for further change.

- While teacher education had advanced over the period, teacher status had declined. One of the roots of this decline was the advance in the general level of education of the population. Teachers who in the past had commanded respect on the basis of their superior education compared to the vast majority of parents and the general community, no longer held such an overwhelming advantage. While the content of the teacher credential had improved, teachers were still being certified through certificates and diploma in circumstances in which persons with degrees were becoming more numerous.
- The rapid rise of global economy combined with spread of democratic process throughout the society demanded workers who could be self-directed and citizens that participated in the apparatus of the states and the enterprises within civil society. These imperatives dictated changes in teachers' roles and relationships among themselves and with students and parents. Traditional authoritarian, teacher centred sage on the stage teaching methodologies which gave priority to teaching had to give way to teamwork and collaboration, greater networking with communities and parents, student centred approaches and guide by the side teaching strategies which gave pride of place to learning.
- Shrinking resources demanded that new modalities of delivery of training had to be employed along with conventional full-time face to face instruction.
- Advances in information technology that had transformed factory and home production, entertainment, transportation and communication had made many approaches and processes used in colleges and schools obsolete. College and school processes had to be re-engineered to incorporate information technology.
- Increasingly greater economic and cultural linkages between Caribbean countries and across language groups have stimulated greater demand for foreign language acquisition.

Innovations in Pre-Service Training in the 1990s

The innovations and developments in pre-service teacher training in the 1990s, some of which started in the latter part of the 1980s, have to be seen and interpreted as responses to these imperatives. These can be listed briefly as follows:

- a) Upgrading the academic and professional standing of the pre-service programmes.
Several Governments have decided to move to a fully trained graduate teaching force

by the end of the first decade of the next century. Associated with this policy decision is the upgrading of college training teachers to offer pre-service training through degree programmes, as is the case with the Bahamas. Consistent with this policy direction several colleges in the region have begun to offer degree programmes in teacher education. These include the College of Bahamas, the University College of Belize, Mico and Shortwood Colleges in Jamaica and the Sir Arthur Lewis Community College in St Lucia. These degree programmes are invariably follow-on programmes from certificate and diploma training previously received. However, the transition to the degree programme as the standard for initial pre-service teacher training has begun in the College of Bahamas since 1995.

- b) Changing pedagogical practices in the training of teachers. If teachers are to use less didactic approaches in the schools it is imperative that their training in colleges be conducted using pedagogic practices which are student centred. Several efforts within the region have included components addressing this objective. These include the DFID project in the training of primary school teachers in colleges in the Eastern Caribbean, The European Union sponsored project for training secondary school teachers in the OECS countries, the ROSE project in Jamaica and the reforms planned in Aruba and the Netherlands Antilles.
- c) Expanding the modalities used in the delivery of teacher training to include distance education and school based approaches. For example, in expanding access to prospective teachers from rural areas in 1994 the Belize Teachers College introduced its distance teaching route to formal teacher training. This modality of delivery included four elements: self study using distance teaching materials developed by the college and school-based group interaction, monthly supervisory visits of the trainers by college tutors, monthly workshops at regional resource centres and annual summer workshops held at the college, Thompson(1999). Another successful example is that of the use of the distance teaching mode to upgrade teachers from a certificate to a diploma level in Jamaica. The Jamaican application used much the same elements as was used in Belize except for the monthly visits to the schools. A less successful but equally important innovation was that of the use of a school-based approach to training secondary school teachers in Grenada through the LOME III Project in Tertiary Education the OECS countries. While the project did produce graduates, it was severely hampered by the limited number of master teachers available, and the multiple involvement of the few that were available, to provide guidance to the trainees in the schools. Another OECS initiative is the Secondary Teachers' Training Programme mounted by OECS Tertiary Education Project. The Project is designed to train secondary school teachers on the job using a combination of face to face instruction in summer and vacation classes, distance teaching modules during school time and clinical supervision of teaching in the classroom. The trainees are teachers in secondary schools in the OECS holding degrees, associated degrees or their equivalent or having passed two GCE Advance level subjects.

Pre Service Teacher Training and the use of Information Technology

Another major initiative of the 1990s is that of using information technology to modernise instruction and management in colleges training teachers. There has been a

heated debate concerning feasibility and appropriateness of introducing information technology in school systems in the region especially in circumstances where basic provisions are lacking or inadequate. Most governments did not make the introduction of information technology a priority. However, by adopting policies that invited with communities and the private sector to become partners in the delivery of education, the way was opened for information technology to be introduced in schools. The position generally taken by communities and the private sector is that the Caribbean will not be competitive in the world of the future if school leavers cannot competently use information technology. By the end of the decade many governments are not only formulating information technology policies for schools and colleges but also supporting projects to implement such policies.

The first efforts involved the donations of computer labs to colleges by various interest groups and foundations and also through grants from Ministries of Education. Examples are donations of computer labs from the Ashcroft Foundation to the Belize Teachers College, IBM Bahamas to the College of Bahamas, the Jamaica Computer Society Education Foundation to several teachers colleges in Jamaica and government assistance to establish labs at Erdiston College in Barbados. The most comprehensive and spectacular initiative, however, is that of the EDUTECH 2000 policy initiative by the Barbados Government which proposes to spend US \$175 million to modernise all schools and colleges in information technology over the ten years. The training of teachers and education officers in the use of information technology in education is one of the four main areas of focus of this programme launched in 1998.

An interesting innovation in this regard is the linking of teachers colleges with a cluster of primary and secondary as is being done in the case of Bethlehem and Mico Colleges in Jamaica. The colleges provide leadership, technical support and training to teachers and members of the school communities in the cluster and in return gain access to the schools with respect to the teaching practicum and action research by staff and students. Another aspect is that of upgrading teacher trainers in the use of educational technology in their teaching in the colleges as is being done through the JCSEF/MULTICARE Foundation project in Jamaica.

Over the course of the 1990s almost all colleges have acquired computer labs by means of donation from some elements of the college community. They have engaged in the training of students and staff in computer literacy particularly with respect to productivity applications and the Internet, particularly email. One college, Bethlehem in Jamaica requires all its teacher trainees to enter the college computer literate. Such students that are not computer literate are required to take a pre-college course, organised by the college, to acquire the requisite skills. The MULTICARE Project plans to provide all colleges training teachers in Jamaica with computer labs for their staffs to be trained in information technology and to allow them access to the Internet.

More recently several colleges have been established web-sites setting out their programmes and activities thus making it easier for students and the general community to access information. However, over the last three years attempts are being made to use

information technology in relation to the core business of teacher training and the operations of the colleges. Probably the most systematic approach has been that of the Joint Board of Teacher Education of the University of the West Indies in conjunction with the 14 colleges training teachers in the Western Caribbean.

The Joint Board has been using information technology in the operations of its Secretariat since 1982. However, the 1990s have brought new challenges. These can be listed briefly as follows:

- The demand to modernise instruction to bring schools and colleges in line with technology now common in homes, offices, factories, commerce and entertainment. In this regard it is imperative that teachers learned through these new technologies.
- The need to improve the quality of teacher education in the light of the higher education standards required by the information age.
- The need to provide continuing professional development to teachers in-service. The rapidity and profound nature of the changes taking place dictate career-long professional development by teachers in order to keep abreast of the transformations in progress.
- Shrinking resources as structural adjustments and the financial woes of the country continue to threaten, and actually impede, the flow of resources to the education sector.
- Globalisation, especially with the rapid growth of the Internet.
- The necessity to become not only a consumer but a producer of knowledge

In response to the demand to meet these educational objectives, as well as to find solutions to these very real problems, as they affect teacher education, the Joint Board has embarked upon the following initiatives:

1. Developed a management information system, College Manager, which will allow colleges to manage their operations more effectively. The range of operations stretch from student admission, registration, examinations, financial management, plant management to all personnel matters related to staff. College Manager also allows colleges to carry out on-line transactions with the Joint Board and the Ministry of Education. College, and School, Manager, were first developed in Windows but with the use of tools and technology that became available in late 1997, they have been upgraded to a Web Page and Browser version.
2. Established a Wide Area Network linking the administrative LANs in the colleges in Jamaica and Belize. In addition to colleges, the infrastructure in place allows Ministries of Education to be linked into the WAN and to do on-line transactions with the JBTE and the Colleges.
3. Connected the LANs in both the Institute of Education and the Joint Board Secretariat thereby facilitating research, as the colleges' databases are available to researchers in the Institute on at their desks.
4. Established a Web-Site that will be at the hub of many of the JBTE operations in the future. The Site has been designed to:

- a) Provide information about the JBTE programmes, courses, regulations, personnel, publications, curriculum, examinations and events.
 - b) Provide training and technical support for School and College Manager.
 - c) Host the JBTE On-line Conference capability.
 - d) Host the JBTE Distance Teaching operations.
 - e) Host the tutorial system planned to assist students.
5. Introduced on-line asynchronous web conferencing among the staffs of colleges in the 24 subject disciplines that comprise the teacher-training curriculum. Using Virtual U, developed by Simon Fraser University, the intention is to give Boards of Studies additional means of collaboration, knowledge building, sharing best practices, sharing Internet and other resources resources, and conducting routine Board of Studies business on-line.
 6. Plans to deliver distance teaching on-line. Over the next year the JBTE plans to put the distance teaching modules developed through the ROSE and other Projects on-line and to upgrade them to include multimedia.
 7. Pilot testing is now being done on delivering some UWI Masters in Education courses on-line, starting with courses in teacher education.
 8. Plans to develop an on-line tutorial system designed to support the full and part-time instructional programmes in colleges training teachers by facilitating collaboration among students across the colleges.

IN-SERVICE TEACHER TRAINING INITIATIVES

There have been several in-service teacher-training initiatives in the Caribbean in the 1990s directed at changing the role of the teacher in the teacher/learning process through on the job non-formal programmes. These include the Government of Guyana/World Bank Secondary School Reform Project, The CIDA In-service Teacher Training Project in Guyana, the Government of Jamaica/World Bank Reform of Secondary Education Project and the Netherlands Antilles Reform of Basic Secondary Education. The Government of Jamaica/World Bank ROSE Project was the earliest. The first phase of the reform was implemented in 1993 and completed in 1998. This project was one of two that received the World Banks Quality Award from among the Bank's projects worldwide for 1998.

The defining features of the ROSE curriculum and teaching training aspects of the reform can be summarised briefly as follows:

- A common curriculum in Grades 7 to 9 in all types of secondary schools and all students.
- Mixed ability grouping and multi-level teaching among these groups.
- Students taking responsibility for their own learning.
- Co-operative learning among students.
- The teacher as a facilitator and guide in promoting student learning.
- Team planning and collaboration among teachers.
- Integration across subject areas.
- The infusion of career guidance in all subjects in the curriculum.

The Joint Board of Teacher Education, JBTE, implemented the In-Service Teacher Training Component of the ROSE Project. The philosophy adopted by the JBTE in the execution of the In-Service Training was that of continuing professional development and not of teacher supervision. The latter implies universal compliance of all teaching in meeting minimum standards set out in regulations or guidelines lay down by the Ministry of Education. The essence of the former is voluntary commitment to strive to realise the ideals prescribed by the ethics of the teaching profession and to achieve the goals set for quality education.

The basic elements of the in-service teaching training strategy were as follows:

- a) The employment of 25 subject specialists, in both content and methodology, whose sole full-time responsibility was the in-service training of teachers to support the implementation of the ROSE Reform in their schools. These subject specialists were deployed in five regional teams located in five strategically placed teacher colleges across the country.
- b) The development and delivery of 45-hours methodology courses taught over ten days by the subject specialists in the summers during the five years of the project. These methodology courses were designed to orient and prepare teacher to implement the defining features of the ROSE Reform in each of the five subject areas included in the Project – Language Arts, Mathematics, Science, Social Studies and Resource and Technology.
- c) Regular school visits over the course of each school year by the subject specialists to support the teachers in the implementation of the methodology courses in their classes.
- d) The mounting of one and two-day workshops among clusters of schools as dictated by the subject specialists' observations and teachers' requests resulting from the school visits.
- e) The development and use of self study distance-teaching modules for teachers in both content and methodology as prescribed by the ROSE curriculum in Grades 7 to 9 in the various subject areas.
- f) Continuing professional development for the subject specialists through regular workshops and other collaborative exercises.

Some of the lessons learned from the implementation of the In-Service Teacher Training Component of the ROSE Project can be listed as follows:

- Teachers and students alike overwhelmingly support the pedagogical shifts prescribed by the ROSE reform, [Brown, 1998].
- While teacher and student behaviour do undergo some change in the directions intended by the Reform, the extent of the change is much more modest than the level of expressed acceptance and support.
- The changes required in teacher and student behaviour are by no means cosmetic. The fundamental nature of the shifts required demand concerted co-ordinated and

sustained effort in order to bring about the changes to the desired behaviours among the vast majority of teachers.

- The desired changes in teaching and learning strategies are most evident where supporting elements of the reform have been implemented. Hence the prescribed shifts are more evident where curriculum materials have been supplied and are used, buildings have been refurbished, more teaching materials have been provided, and the prescribed textbooks have been supplied.
- Teachers tend to revert to the traditional teacher centred approaches in circumstances where the in-service teacher training was the only element of the reform that was implemented in the school and where that support was scaled down or withdrawn.
- The support of principals for the reform, and heads of departments in large schools, and their instructional leadership within the school is critical to the desired transformation.
- Success in effecting the shift in the teachers' roles and relationships as prescribed by the Reform not only varies considerably between schools but also within schools.
- The development of quality self instructional distance teaching materials is a slow process.

INTEGRATION OF PRE-SERVICE AND IN-SERVICE TRAINING

An important feature of the ROSE Project was the links established pre-service and in-service training. One link was that the methods courses developed and delivered in the in-service training summer workshops became the prescribed methods courses for teaching Grades 7 to 9 in the five subjects in the pre-service programme. Hence, all graduates from the pre-service training programme since 1995 had been trained in the teaching of the five subjects in Grade 7-9 using the strategies that defined the ROSE reform. Another link was the subject specialists of the Project were employed to and operated from five teachers colleges strategically located across the country. In effect during the course of the Project these regional teams were de facto In-Service Departments of the Colleges.

An understanding between the Ministry of Education and Culture and the JBTE was that should this model of integration pre-service and in-service training prove successful, then steps would be taken to institutionalise the links. On reviewing this element of the Project, the Ministry of Education and Culture was sufficiently satisfied with the achievements to establish in-service departments in the five colleges and to retain the teams of specialists in permanent posts. In this new arrangement these colleges will work in close collaboration with the Regional Office of the Ministry in their area to continue to carry out in-service training in support of the reform. Further, colleges will organise to rotate tutors between teaching the pre-service programmes in college and in-service training in schools. Such rotation it is envisaged should strengthen in the pre-service training of teachers through the closer links with schools.

Another example of the integration of pre-service and in-service training through colleges training teachers and collaboration with the Ministry of Education is the case of Belize. In the World Bank and DFID project the in-service training of teachers to support the reforms to primary education was carried out by the Belize Teachers College which

established regional centres across the country. Colleges tutors responsible for the delivery of the pre-service programme played a critical part in the delivery of the in-service training related to the reform of the National Curriculum. Likewise, supervisors employed in the regions to deliver in-service training undertook some of the supervision of student-teachers normally done by College staff.

The essential elements of the approach to integrating pre-service and in-service training in both Belize and Jamaica can be identified and listed as follows:

- The synchronisation of the reform of the National Curriculum being delivered in the school system with consequential reform of the curriculum in the pre-service teacher training programmes.
- Organising the teacher-training curriculum, in the various subjects, in units and writing distance-teaching modules that corresponds to the curriculum units.
- Using the distance teaching modules to deliver systematic and sequential instruction to those teachers who are being formally trained in-service.
- Using distance-teaching modules on a cafeteria basis to deliver in-service training in support of the reform process.
- The use of regional teams to provide school based assistance in the implementation of the new teaching strategies.
- Close collaboration between the territorial education officers of the Ministry of Education and the colleges.

The anticipated outcomes of this integration of pre-service and in-service teacher training are as follows:

- The teacher preparation programmes of colleges will keep abreast of educational reforms in the school system. Consequently, teacher emerging from colleges will be adequately prepared for the challenges being addressed in the schools.
- Colleges will become intimately involved in the continuing professional development of teachers. Pre-service teacher training will therefore not be conceived in terms of being a one-shot event but rather as the commencement of life-long continuing professional development.
- Involvement in continuing professional development of teachers in the schools by college tutors will enrich pre-service training by virtue of keeping the tutors abreast of the current realities in the school system.

UPGRADING THE TEACHER TRAINERS

In addressing the issue of teacher development, especially as it relates to educational reform, new initiatives and use of information technology in teaching, one concern that always comes to the surface is that of upgrading the teacher trainers. This is largely because the vast majority of teachers in the Caribbean receive their training in colleges and not through universities. The matter of upgrading the teacher trainers has become a central concern in light of the policy decision of several governments to upgrade colleges training teachers to offer bachelor degrees.

The traditional route for such upgrading was scholarships, bursaries and fellowships to overseas universities. Over the last 30 years Caribbean universities has begun to address this need through higher degree programmes, especially at the Masters level.

An interesting innovation of the 1990s is the JBTE/University of Alberta/CIDA Project in for the staff of colleges training teachers in the Western Caribbean. The elements of this Project were as follows:

- UWI Masters courses taught by University of Alberta staff during the summer. By taking these summer course college staff enrolled in the UWI Masters in Education programme could accelerate their completion of the programme.
- Twelve scholarships to the University of Alberta to pursue higher degree courses.
- Several Bursaries to undertake one-semester programmes at the University of Alberta.

Over the five years of the Project over 250 staff members, about half, from the 14 colleges and Ministries of Education in the Bahamas, Belize and Jamaica participated in the courses either for credit or on a non-credit basis. While not originally included in the Project six tutors went on to enrol in the doctoral programme at the University of Alberta. By 1998 when the Project ended one had already graduated and the rest were in the final stages of completing their dissertations. The JBTE/University of Alberta/CIDA Project provides a model that is both feasible and applicable for staff development within and outside of teacher education.

CARIBBEAN PRACTICES IN CONTINUING TEACHER DEVELOPMENT

Attempts within the Caribbean to engage in activities to promote continuing teacher development have come from diverse sources and for myriad reasons. The scope of this paper permits only a mere listing of the sources and brief comments on some of the reasons.

The Work of Colleges Training Teachers

Colleges mandated to deliver pre-service training invariably contribute to continuing professional development in numerous ways. Probably the most outstanding effort in the 1990s is that of Erdiston College in Barbados. By 1990 Barbados had achieved the position of having all of its primary school teachers college trained. Further, faced with a declining primary school population and given the relatively youthfulness of the teaching force and low rate of teacher attrition, it was projected that no new primary school teachers needed to be employed before the year 2000, Miller(1993). Trinidad and Tobago had reached a similar position in the mid-1980s and responded by closing their three teachers colleges. The Government of Barbados, however, did not close Erdiston its only college training primary school teachers. Rather, the Ministry of Education redirected the college's mandate to include programmes that supported the continuing development of teachers as professionals as well as new policy initiatives of the Ministry. Accordingly since the early 1990s Erdiston College has been offering to primary and secondary school

teachers a range of refresher courses as well as courses supporting new developments in education in Barbados

The Work of Teachers Unions and Teachers Associations

Teachers unions and teachers associations in the region are yet another important source of continuing professional development programmes for teachers. These programmes range from activities related to establishing codes and enforcing codes of ethics among their members, through in-service training courses, to study groups among clusters of teachers and competitions that encourage teachers to undertake and evaluate innovations in pedagogy within their schools and to document those efforts. Invariably, the contributions of unions to teacher development are overshadowed by their efforts with respect to teacher compensation.

Teachers have also organised themselves into numerous subject associations that have as their prime objective the continuing professional development of their members. Probably the strongest of these associations are the Science Teachers Associations and the Secondary School Principals Associations that are not only organised on national bases but also on a region level. National and regional efforts include conferences and exhibitions.

The activities and programmes of teachers unions and teachers association in the continuing professional development of their members represent teachers collaborating with teachers with respect to improving subject matter competence and pedagogic skills and participating in the policy advice mechanisms in the formulation of school and national policies. Almost invariably these efforts are self-supporting and self financing efforts with little or no input from either governments or donor agencies.

The Work of Non-Governmental Organisations

Non-Governmental organisations are also sources of continuing professional development of teachers in the Caribbean. In this regard the work of the Organisation for Co-operation in Overseas Development, OCOD, in the OECS countries has been most outstanding. For over 25 years OCOD has brought together Canadian and Caribbean teachers in collective efforts to provide various services related to teacher development as identified by teachers unions and Ministries of Education mostly in the Eastern Caribbean. These efforts have included orientation courses for newly appointed unqualified teachers, academic upgrading programmes to allow unqualified teachers to obtain the entry qualifications for admission to pre-service programmes, refresher courses for qualified teachers and in-service training in support of various policy initiatives.

The Work of Ministries of Education

Ministries of Education across the region have adopted implemented and/or plan implement a wide variety of measures to promote continuing teacher development. These measure include:

- Several Ministries of Education have sought to encourage teachers to undertake professional development by rewarding such action with salary increases. This accomplished not only by the fact that salary scales are defined in terms of academic and professional qualifications, but also in several countries teachers received additional increments and bonuses for qualifications obtained which exceed the benchmark for the particular category. In some instances pay incentives have been added to higher levels of certification introduced by Ministries of Education.
- Some Ministries of Education have established units within their organisation mandated to the professional development of teachers. Examples of such units are the National Centre for Educational Resource Development, NCERD, in the Ministry of Education, Guyana, the Quality Control Unit in the Ministry of Education, Belize and the Professional Development Unit of the Ministry of Education, Jamaica. While it is a mote point that Ministries of Education are appropriate loci for the professional development of teachers, there can be no question that the activities of these units have enhanced teacher development through the in-service programmes and opportunities to participate in the policy advice processes.
- The Ministry of Education of the Bahamas has established the Future Teachers of the Bahamas Programme as a means of attracting promising secondary school students to opt for teaching as a career. The Programme began in 1995 and has attracted more than 150 secondary students between grades 10 and 12. Activities of the programme include classroom observations, field trips, resource speakers, educational films, panel discussions, peer tutoring, journal writing and groups discussions. The first set of students to enter the programme are set to graduate from the College of the Bahamas in June 1999.

The Master Teachers Movement in Bahamas and Jamaica

In Jamaica and Bahamas the Ministries of Education and the teachers unions have collaborated in establishing the grade of Master Teacher as a category and status within the establishment of schools. The grade of Master Teacher allows the appointees to be paid at the same level of school administrators while maintaining their positions as classroom teachers. In both countries these are developments of the late 1990s and are still in the very early stages of implementation.

There are a number of features of these pioneering efforts in implementing the master teacher concept in the Caribbean that are worthy of note.

- a) Unlike the High Standard/High Involvement Model of School Organisation, master teachers in both the Bahamas and Jamaica are not conceived as the standard for the entire profession even in the long run. The master teacher is an elite category to

which only a minority of teachers will actually attain. The pervasive effect on the teaching force, it is hoped, will come from heightened striving on the part of most teachers to attain this status. This assumption will be tested by the actual experience.

- b) The main rationale for appointing masters teachers in both the Bahamas and Jamaica is expanding the career paths within the teaching profession. The master teacher option is alternate to that of becoming a school administrator.
- c) The process of appointing master teachers is very rigorous. It involves criteria of eligibility set by the Ministry of Education, applications submitted by the teachers themselves, recommendations from the school principals, screening of applications for eligibility by Regional or District Offices, and classroom assessment by a national team of highly regarded educators.
- d) The criteria for appointment of master teachers include more than five years experience as a teacher, excellence as a classroom teacher, evidence of instructional leadership through action research and actions as a resource teacher, and sustained involvement in professional activities and associations outside of the school.

One point of difference between the Bahamas and Jamaica is the process of appointing master teachers. In the Bahamas it is the Ministry of Education that is responsible for the process of selecting the master teachers. There is an appeals committee on which both the Teachers Union and the Ministry are equally represented. The Public Service Commission makes final appointments on the recommendation of the Ministry of Education.

In Jamaica there is no appeal mechanism. The decisions of the Masters Teachers Committee are final. The Master Teachers Committee is comprised of one representative from the Ministry of Education, one representative of the Jamaica Teachers Association and three representatives jointly agreed by both. The process of selecting the master teachers is carried out by the Committee, which selects the panels to conduct the classroom assessments of teaching performance. The Ministry of Education appoints masters teachers on the recommendations of the Committee.

The difference is the governance structure of education in both countries seems to be the principal factor responsible in the differences in the two approaches to the appointment of Master Teachers.

In both instances it does not appear that any clear distinctions have been made with respect to the role and responsibilities of master teachers in instructional leadership in schools vis a vis principals and vice principals. Also the extent to which the master teacher will be a status that teachers seek to attain and the extent to which master teachers will become agents promoting excellence in teaching is still to be determined by actual experience in the schools. While in the High Standard/High Involvement Model of school organisation the master teacher is conceived as the standard bearer of the model, Caribbean adaptation has emphasised the master teacher as a role model and an elite status among teachers. While the conception of the Model appears utopian and impractical, Caribbean implementation as a status is more practical and realistic but it could become so personalised as to make the few master teachers merely symbols.

TEACHER EVALUATION

While there has been quite a bit of discussion about teacher accountability and evaluation in the Caribbean not much has actually been introduced which departs from the traditional patterns related to ad hoc assessments done by education officers and project assessment teams. A probable explanation lies in the fact that external examinations play a significant role in most education systems in the region. Schools are indeed rated by parents and the general public on performance in these examinations. In this regard schools have to account to the communities they serve, and that support them, on their performance.

Some countries, however, have implemented teacher evaluation programmes. These include The Bahamas, Grenada, Jamaica and St Lucia. The rationales employed are sufficiently different to warrant a brief description of each approach.

Like all civil servants since the 1960s teachers, within the Bahamas, have their performance assessed annually through the Annual Confidential Report, ACR. The ACR has three sections. The teacher fills in Part I, which deals mainly with biographical information. Part II requires the assessment of the teacher by the principal on a range of personality traits and pedagogic skills. Part III requires the signature of the Director of Education where an adverse report is made against the teacher and the recommendation is to defer or withhold increments related to the year under review. The teacher is only shown the ACR in cases where an adverse report is made. Annual evaluation of teachers in the Bahamas through the ACR is related to the payment of salaries and in particular to the award of annual increments. Increments deferred in one year can be redeemed in subsequent years where performance returns to acceptable standards.

In 1995 Grenada introduced public sector-wide performance appraisal. This included the teaching service. In Grenada performance appraisal is linked to both pay and employment. Those appraised are graded into four categories. Persons graded in the top two categories qualify for the award of increments. Being graded in the bottom two categories disqualifies the teachers so graded from receiving increments. Teachers graded in the bottom two categories over three consecutive years are in danger of having their employment terminated.

The appraisal process employed involves the use of an appraisal instrument that is used by a supervisor to assess those under his or her supervision. Principals assess the teachers in their school and education officers assess the principals. At the commencement of the programme both principals and education officers were given orientation and training in the appraisal process. The appraisal instrument used to evaluate at the commencement of the programme was common to the entire public service. However, in 1999 the instrument was revised and a form was developed specifically for the education sector.

Principals assess each teacher individually and then have personal discussions related to the appraisals. The appraisal forms are then sent to the Ministry of Education. The latter then sends the names of the teachers graded in the top two categories to the Department of Personnel Management Services, which then ensures that these teachers receive the annual increment.

In 1994 the Professional Development Unit, PDU, of the Ministry of Education, Jamaica introduced its School Based Principal and Teacher Appraisal programme. The primary purpose of the appraisal is teacher development.

The elements of this programme are as follows:

- The PDU selects between 120 – 150 schools for teacher appraisal in the particular school year, Jamaica has just under 1000 public schools.
- The Principal and a senior staff member of each school are given orientation and training through one-day workshops in the appraisal process and the use of the appraisal instrument. Manuals setting out the appraisal process and the appraisal instruments are distributed at the workshops.
- The Principal and senior staff member returns to the school and provide relay training to the staff of the school using the Appraisal Process Manual and the appraisal instruments.
- Teams of at least three teachers are formed to carry out the appraisal of the teachers. In the case of the principal, in some school, the Chairman or a member of the School Board is included as a member of the Team.
- Team members independently conduct their appraisal over a three-month period by recourse to records, interviews and observations.
- At the end of the three-month period the team meets and by way of collaboration and consensus agrees on a Summary Document of the strengths and weaknesses of the teachers and principal appraised.
- The Summary Document is then given to the teacher or principal appraised. A meeting then follows at which the appraisal is discussed. The principal or teacher appraised is requested to sign the Summary Document acknowledging that they have seen it and that it has been discussed with them.
- The principal or teacher appraised is then asked to develop an action plan with at least three objectives addressing either correcting weaknesses or further enhancing strengths or a combination of both.
- A Copy of the Summary Document and the action plan becomes part of the school's record. Another copy is sent to the PDU.
- After analysing the Summary Documents and action plans of each school, the PDU may decide to organise school-based or cluster-based workshops related to common weaknesses.
- The PDU does not share the information it receives with any other section of the Ministry. However, it uses the information in recommendations that it makes concerning awards of scholarships and bursaries to principals and teachers by the Ministry of Education.

Initially there was a high level of suspicion on the part of teachers and some principals that the appraisal would be used for other than professional development reasons. The PDU therefore had to undertake a public relation programme designed to better inform the school communities about the programme as well as to allay the fears. Based on the experience in using the instruments, for teachers and principals, both were revised in 1998.

A separate but related programme being conducted by the Ministry of Education, Jamaica is the School Incentive Programme. While this programme is not specifically related to teacher development the involvement of communities and teachers in school related activities and operations, gives it an indirect connection to teacher development. Started in the early 1990s the original objectives of the Programme were to promote innovative projects in the delivery of the curriculum, promote attendance, enhance student achievement, and foster the care of school buildings and equipment.

The Programme is organised on a regional basis and is owned by the communities and schools in the particular region. It involves competition among the schools with respect to practices that enhance the achievement of the objectives. Regions establish evaluation teams made up largely of community members, principals and teachers from other regions and Education Officers. These evaluation teams visit schools examine records, inspect building and observe school and classroom practices.

Regional exhibitions are mounted where schools display the outcomes of projects related to the delivery of the curriculum in the particular region. For example, displays may be made of projects to improve the teaching of reading, social study projects on the history of some building in the community, science projects by students or some other activities. Awards in the form of plaques or books, equipment or materials are made to schools that achieve some measure of excellence related to the objectives of the Programme. The communities provide the awards through funds that they raise. The Ministry of Education usually provides some funds to help underwrite some of the expenses incurred related to the award ceremonies that are usually public occasions that attract a fair degree of attention and support.

In St Lucia teachers are assessed annually by Education Officers. The evaluation is directed towards professional development. The Appraisal instrument has nine items that are given different weights and is scored out of 100. The items are as follows:

| | |
|-----------------------------------|----|
| Punctuality and Regularity | 10 |
| Planning and Preparation | 16 |
| Knowledge of Subject matter | 15 |
| Teaching methods and strategies | 10 |
| Testing and evaluation strategies | 10 |
| Classroom management | 15 |
| Interpersonal relations | 8 |
| Professional development | 8 |
| Professionalism | 8 |

Total

100

Appraised rating between 80 and 100 is regarded as excellent. Ratings under 50 are unacceptable. Rating between 50 and 79 requires teachers to be subject to varying degrees of remedial assistance given by principals and education officers.

TEACHER SUPERVISION

For more than a century teacher supervision in the Caribbean was done by means of an inspectorate of the Department of Education. Between 1950 and 1970, in most countries, school inspectors became education officers as Ministries of Education were established across the region. In the schools head-teachers were transformed into principals. Teacher supervision became the responsibility of principals within the schools and the territorial education officers within the area in which the school was located. There have been few changes of note in school and teacher supervision in the 1990s over and beyond the patterns established in the past. Probably the changes of greatest note have been those undertaken in the Bahamas.

Unlike most countries that phased out school inspectors between 1950 and 1970 the Bahamas expanded the school inspection into the Supervisory Services Division in September 1975. The mandate of the Division was to inspect schools annually for the purpose of enhancing the effective of schools and advancing the professional development of teachers. The division was staffed with an Assistant Director of Education and 10 school inspectors. Each inspector was assigned a number of schools for which they performed routine annual inspections. Reports of the annual inspections were made to the Director of Education identifying strengths and weakness observed but not naming teachers. In the case of weaknesses observed in various subject areas these were referred to education officers with specialisation in the particular subject.

The Supervisory Services Division was phased out in 1995. Over the period several fault line had emerged. These included:

- Disputes between inspectors and education officers with respect to the demarcation of roles and responsibilities.
- Controversies between inspectors and principals, especially in cases where principals had made adverse reports on teachers and these were contradicted by inspectors.
- Resentment by teachers on being observed annually by inspectors.
- Problems of accountability when schools were not performing well.

Since 1995 the Ministry of Education has introduced a new system of accountability which dispenses with school inspection but relies on schools assessing themselves in terms of targets they set within the framework of overall goals set for the school system by the Ministry of Education. Allied to this new system is the grouping of schools into districts under the leadership of superintendents with overall responsibility for their district. The elements of this new system of accountability are as follows:

- The Ministry of Education sets targets for the school system in seven areas over a five-year period.
- Each school develops goals and objectives annually in relationship to the overall targets for the school system and within the imperatives of the communities it serves. These reports are submitted to the superintendent who amalgamates them for the district.
- Annual reports are submitted by the principals of schools in each district to the superintendent, which assesses performance in relation to the goals, and objectives set for the particular year. The superintendent amalgamates these reports and submits an annual report for the district to the Director of Education.
- The Annual Confidential Report is being modified to include goals and objectives set by each teacher annually with respect to the goals and objectives of the school.

The interesting aspect of the transformation of school supervision in the Bahamas is the move away from external evaluation of teachers by inspectors to schools and teachers becoming more self-directed within the general framework of government policy and targets. This latter approach allows for greater ownership and involvement on the part of principals and schools as well as greater responsiveness of schools to the communities they serve.

CONCLUDING DISCUSSION

It is clear from the foregoing review that different aspects of teacher development in the Caribbean have been brought to the fore in the 1990s. Innovative actions have been concentrated in the areas of pre-service and in-service training, continuing professional development and teacher evaluation. Not a great deal has happened in the area of teacher supervision. At the same time innovative actions have neither been universal nor evenly distributed in their occurrence across the region. Further, given the recency of many of the innovations there has been little time to assess their effectiveness, impact or long term sustainability.

The areas of teacher development that have been most widely addressed are:

- Upgrading the academic and professional knowledge of the teachers. This has implications for improving the status of teachers and the teaching profession in the society.
- Shifting the roles and relationships guiding the delivery of instruction and the interaction between students and teachers. The emphases on student centred approaches, students being more self directed, teachers becoming facilitators, guides and mentors, co-operative learning, integration across subject areas, the team approach to teaching and multi-level instruction within mixed ability groups are all consistent with the imperatives of a rapidly globalising economic environment. This fundamental shift in pedagogic practices which places priority on critical thinking, problem solving and learning how to learn is taking place both in the ways teachers trainees are being taught as well as how they are being taught to teach.
- Expansion in the modes of delivery of teacher education to include both part-time and distance teaching modalities. Many countries of the region have experimenting with

and implementing additional modes of delivery of teacher training to the conventional full-time face to face modality. With the advent of the Internet and the spread of local and wide area networks in the education sector, on-line delivery of teacher training is becoming yet another modality.

- Increasing use of information technology beyond computer literacy and the use of productivity tools. Against the pressures of shrinking resources and the demand for higher standards of achievement and also the increasing sophistication of computers combined with their lower cost have merged to spur the application of information technology to the management of colleges and to the delivery of instruction.
- Integrating pre-service and in-service training as a first step in configuring the infrastructure of career long teacher development. The teacher training infrastructure which essentially offered initial teacher training as one-shot preparation for all of the teacher's career is starting to give way to an infrastructure that supports career long and continuous teacher development. While the patterns of implementation vary across the region the direction can be clearly seen in several countries.

While these are positive signs there are several notes of caution that are emerging from recent experiences. There can be no question that many of the goals set by policies, programmes and projects in teacher development in the 1990s are both idealist and ambitious. There are early warning signals that the time, effort and integrated approaches that are required to bring about these ambitious and fundamental shifts have been grossly underestimated. Lessons learned thus far seem to indicate that short-term measures are unlikely to bring about the desired and intended shifts in pedagogy, even where teachers enthusiastically accept the direction and goals of the reform. It is no simply matter for teacher trainees, and teachers in-service, to reverse the ways they have been taught, or having been teaching, all of their lives. Further, approaches that only concentrate on teacher behaviour but ignore the environment and conditions in which teachers teach, are unlikely to have long lasting effects. Medium to long-term efforts which are parts of comprehensive school reform appear to be more likely to engineer the desired and intended changes.

Probably the most glaring deficit in the arena of recent reforms in Caribbean schooling, and consequently teacher development, is the absence of measures designed to support Caribbean integration. There has been a great deal of discussion related to the need for greater economic, social and cultural integration and exchange in the region. This is especially the case with respect to the different language and cultural groupings within the region. At the same time it is not possible to identify concrete initiatives in education and schooling that have been planned and implemented with Caribbean integration as its goal.

This deficit seems to underscore the fact that national necessities, international imperatives and external funding have driven recent reforms within Caribbean education and schooling. In the process regional imperatives have not been specifically addressed. It is doubtful that the barriers that have hindered Caribbean integration will be removed by default. The promotion of Caribbean markets, inter-regional trade and political action as a regional bloc in the global political arena are unlikely to be achieved without

mobilising Caribbean people through education. Caribbean teachers must be crucial to such mobilisation. There are no innovations within Caribbean teacher development in the 1990s that specifically and constructively engage this goal.

On the positive side is the fact that over the last 50 years the region has greatly increased its resources to initiate and sustain teacher development. All countries within the region with the possible exception of Bonaire and Montserrat, have established institutions to train teachers at the pre-school and primary school levels. The larger countries have developed indigenous capacity to train secondary school and special education teachers. In this regard the Caribbean is far more self-sufficient in its capacity to prepare teachers for schools within the region than was the case at mid century.

One of the lessons learned over the second half of the twentieth century is that national resources are insufficient to sustain the level of development that is required in education, including teacher development. Regional pooling and co-operation are critical to producing the quality teacher education that Caribbean parents and students demand. In the Commonwealth Caribbean governments have entered into an agreement with the University of the West Indies whereby national institutions engaged in teacher training are linked with the regional university, and through that link have formed collaborative networks in teacher education and teacher development. Accordingly, the Institute of Education of the Mona Campus with a staff of 18 academics and the School of Education of the Cave Hill Campus with a staff of 10 academics have as their main mission regional partnership and collaboration in teacher education and teacher development. The Joint Board of Teacher Education and the Eastern Caribbean Standing Conference are the main mechanisms of this partnership. Both of these mechanisms have contributed positively to many of the achievements in teacher education and teacher development over the last 35 years.

Notwithstanding the positive contributions that national and regional institutions have made in teacher education and teacher development over the last 50 years, the imperatives of the dawning century and millennium call for new responses and fresh approaches. The virtue and the value of the partnerships created by the University of the West Indies with national institutions and governments is that of facilitating and enhancing the dialogue and collaboration needed to determine the new initiatives and the fresh approaches required of the future. This is probably the model that needs to be adopted by the entire region in order to more effectively address the current imperatives and the emerging demands for teachers with greater mastery of content and better skills as facilitators of learning.

EXECUTIVE SUMMARY

Teacher development has become a priority throughout the Caribbean in the 1990s. The purpose of this paper is to provide background information on experiences and accomplishments in teacher development in the Caribbean, and to identify challenges that the countries of the region face and goals that they have adopted in the 1990s.

SOCIAL/HISTORICAL CONTEXT

Teachers should be seen and understood as persons and members of the Caribbean society and not merely as instruments of economic and human resource development. It is as important to understand who the teachers are in societal terms as it is to define their roles and responsibilities as agents of change and development. The transformation of the teacher in Caribbean society is intimately linked to the transformation of Caribbean society itself. Issues of ethnicity, social class and gender are still intimately related to the composition of the five teaching occupations in the region, namely university teaching, college and high school teaching, private preparatory teaching, public primary school teaching and pre-school teaching. Teacher development must accept the challenge of transforming the social status of teachers notwithstanding the social composition of the occupations.

MODELS OF SCHOOL ORGANISATION AND TEACHERS' ROLES AND RESPONSIBILITIES

Approaches to teacher development have followed models of school organisation. Up to the 1960s school organisation followed the Scientific Management model, which could be characterised as rational, mechanistic, bureaucratic and hierarchical. Teachers were expected to implement an essentially teacher-proof curriculum, as determined in textbooks and later curriculum guides, and to follow rules formulated by the education authority. In the 1970s the Effective School model came into vogue. It focused on equity, basic skills and disadvantaged communities. The teacher's role in effective schools was to provide services, teach basic skills, develop a set of generic teaching skills and become involved in school improvement planning. In the 1980s the Content Driven Model supplanted effective schools. This model shifts the emphasis away from at-risk populations and basic skills towards a rich curriculum for all students. The teacher's role is expanded to include active involvement in curriculum development and participation in school management. The principal becomes the prime mover in school management supported by inputs from teachers. In the 1990s the High Involvement/High Standards Model of school organisation has made its entrance. It builds on the content-driven model, which its intense demands for professional expertise, but shifts the emphasis from the provision of rich curricula for all students to high outcomes of all students. In this model, school leadership is the responsibility of teams of teachers and not administrators as in the other models. Previously, teachers eventually moved out of teaching into administration. In the high standards/high involvement model classroom teaching is conceived a career long commitment. 'Master teachers' take on additional responsibilities but remain connected to the classroom throughout their careers.

SALIENT FEATURES OF CARIBBEAN EDUCATION WITH IMPLICATIONS FOR TEACHER DEVELOPMENT

All forms of school organisation can be found in the Caribbean. This electric nature of Caribbean education underscores several of its defining features:

- Caribbean education has been part of Western education for over 350 years and readily adopts and adapts major developments in leading Western school systems.
- Both within and between countries it is possible to find a wide array of educational reforms being implemented simultaneously.
- Because most reforms are adoptions from the West there is not a strong indigenous capacity to initiate original approaches derived from first principles applied to Caribbean imperatives.
- Most major reforms are associated with external funding from multilateral and bilateral donor agencies.

INNOVATIONS IN PRE-SERVICE TEACHER-TRAINING IN THE 1990S

The innovations and developments in pre-service teacher training in the 1990s, some of which started in the latter part of the 1980s, can be listed briefly as follows:

- a) Upgrading the academic and professional standing of the pre-service programmes. Several Governments have decided to move to a fully trained graduate teaching force by the end of the first decade of the next century. Associated with this policy decision is the upgrading of college training teachers to offer pre-service training through degree programmes.
- b) Changing pedagogical practices in the training of teachers. If teachers are to use less didactic approaches in the schools it is imperative that their training in colleges be conducted using pedagogic practices which are student centred.
- c) Expanding the modalities used in the delivery of teacher training to include distance education and school based approaches. For example, in expanding access to prospective teachers from rural areas in 1994 the Belize Teachers College introduced its distance teaching route to formal teacher training.
- d) Using information technology to modernise instruction and management in colleges training teachers.

IN-SERVICE TEACHER TRAINING INITIATIVES

There have been several in-service teacher-training initiatives in the Caribbean in the 1990s directed at changing the role of the teacher in the teacher/learning process. These include the Government of Guyana/World Bank Secondary School Reform Project, The CIDA In-service Teacher Training Project in Guyana, the Government of Jamaica/World Bank Reform of Secondary Education Project, the Secondary Teachers' Training Programme mounted by OECS Tertiary Education Project, and the Netherlands Antilles Reform of Basic Secondary Education.

INTEGRATING IN-SERVICE AND PRE-SERVICE TEACHER TRAINING

The essential elements of the approach to integrate pre-service and in-service training in both Belize and Jamaica can be identified and listed as follows:

- The synchronisation of the reform of the National Curriculum being delivered in the school system with consequential reform of the curriculum in the pre-service teacher training programmes.
- Organising the teacher-training curriculum, in the various subjects, in units and writing distance-teaching modules that corresponds to the curriculum units.
- Using the distance teaching modules to deliver systematic and sequential instruction to those teachers who are being formally trained in-service.
- Using the distance teaching modules on a cafeteria basis to deliver in-service training in support of the reform process.
- The use of regional teams to provide school based assistance in the implementation of the new teaching strategies.
- Close collaboration between the territorial education officers of the Ministry of Education and the colleges.

The anticipated outcomes of this integration of pre-service and in-service teacher training are expected to be:

- The teacher preparation programmes of colleges will keep abreast of educational reforms in the school system.
- Colleges will become intimately involved in the continuing professional development of teachers.
- Colleges will become involved in continuing professional development of teachers in the schools thereby enriching pre-service training by virtue of keeping the tutors abreast of the current realities in the school system.

UPGRADING THE TEACHER TRAINERS

An interesting innovation of the 1990s is the JBTE/University of Alberta/CIDA Project in for the staff of colleges training teachers in the Western Caribbean. The elements of this Project were as follows:

- UWI Masters courses taught by University of Alberta staff during the summer. By taking these summer course college staff enrolled in the UWI Masters in Education programme could accelerate their completion of the programme.
- Scholarships to the University of Alberta to pursue higher degree courses.
- Several Bursaries to undertake one-semester programmes at the University of Alberta.

Over the five years of the Project over 250 staff members, about half, from the 14 colleges and Ministries of Education in the Bahamas, Belize and Jamaica participated in the courses either for credit or on a non-credit basis. The JBTE/University of

Alberta/CIDA Project provides a model that is both feasible and applicable for staff development within and outside of teacher education.

CARIBBEAN PRACTICES IN CONTINUING TEACHER DEVELOPMENT

Attempts within the Caribbean to engage in activities to promote continuing teacher development have come from diverse sources and for a myriad of reasons. These sources include colleges training teachers, teachers unions and teachers organisation, non-governmental organisation, Ministries of Education and collaboration between them. The most innovative intervention in the 1990s is that of the introduction of master teacher's grade in schools in the Bahamas and Jamaica. This came about through strong collaboration between teachers unions and Ministries of Education. The main rationale for appointing masters teachers in both the Bahamas and Jamaica is expanding the career paths within the teaching profession. The master teacher option is alternate to that of becoming a school administrator.

TEACHER EVALUATION

While there has been quite a bit of discussion about teacher accountability and evaluation in the Caribbean not much has actually been introduced which departs from the traditional patterns related to ad hoc assessments done by education officers and project assessment teams. A probable explanation lies in the fact that external examinations play a significant role in most education systems in the region. Schools are indeed rated by parents and the general public on performance in these examinations.

Some countries, however, have implemented teacher evaluation programmes. These include The Bahamas, Grenada, Jamaica and St Lucia. The rationales employed are different. In the Bahamas teacher evaluation is related to pay while in Grenada it is related to pay and employment. In Jamaica and St Lucia teacher evaluation is related to professional development. In the case of the School Incentive Scheme in Jamaica there is some community involvement in the assessment of the work of schools and teachers.

TEACHER SUPERVISION

There have been few changes of note in school and teacher supervision in the 1990s over and beyond the patterns established in the past. Probably the changes of greatest note have been those undertaken in the Bahamas. Since 1995 the Ministry of Education has introduced a new system of accountability which dispenses with school inspection but relies on schools assessing themselves in terms of targets they set within the framework of overall goals set for the school system by the Ministry of Education. Allied to this new system is the grouping of schools into districts under the leadership of superintendents with overall responsibility for their district

The interesting aspect of the transformation of school supervision in the Bahamas is the move away from external evaluation of teachers to schools and teachers becoming more

self-directed within the general framework of government policy and targets. This latter approach allows for greater ownership and involvement on the part of principals and schools as well as greater responsiveness of schools to the communities they serve.

CONCLUDING DISCUSSION

Different aspects of teacher development in the Caribbean have been brought to the fore in the 1990s. Innovative actions have been concentrated in the areas of pre-service and in-service training, continuing professional development and teacher evaluation. Not a great deal has happened in the area of teacher supervision. At the same time innovative actions have neither been universal nor evenly distributed in their occurrence across the region. Further, given the recency of many of the innovations there has been little time to assess their effectiveness, impact or long term sustainability.

While these are positive signs there are several notes of caution that are emerging from recent experiences. There are early signals that the time, effort and integrated approaches that are required to bring about these ambitious and fundamental shifts have been grossly underestimated. Lessons learned thus far seem to indicate that short-term measures are unlikely to bring about the desired and intended shifts in pedagogy, even where teachers enthusiastically accept the direction and goals of the reform. It is no simply matter for teacher trainees, and teachers in-service, to reverse the ways they have been taught, or having been teaching, all of their lives. Approaches that only concentrate on teacher behaviour but ignore the environment and conditions in which teachers teach, are unlikely to have long lasting effects.

One of the lessons learned over the second half of the twentieth century is that national resources are insufficient to sustain the level of development that is required in education, including teacher development. Regional pooling and co-operation are critical to producing the quality teacher education that Caribbean parents and students demand. Notwithstanding the positive contributions that national and regional institutions have made in teacher education and teacher development over the last 50 years, the imperatives of the dawning century and millennium demand new responses and fresh approaches. The virtue and the value of the partnerships created by the University of the West Indies with national institutions and governments is that of facilitating and enhancing the dialogue and collaboration needed to determine the new initiatives and the fresh approaches required of the future. This is probably the model that needs to be adopted by the entire region in order to more effectively address the current imperatives and the emerging demands for teachers with greater mastery of content and better skills as facilitators of learning.

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