Ethiopian Journal of Education, Vol. XI, No. 2, Sept. 1990.

THIRTY YEARS OF UNIVERSITY BASED IN-SERVICE TEACHER EDUCATION (ISTE)*

Tilahun Workineh**

Abstract

This paper examines the relevance of the University based in-service teacher education program to the quantitative and qualitative improvement of classroom instruction. The development of the program is traced in two phases: before and after 1975. Its contribution to teacher advancement is noted; but operating within University framework, the program has not generally been responsive and flexible to the needs of the schools, often tilting towards for-

*A different version of the first part (Sixteen years) on ISTE was submitted for a Ph.D dissertation to the University of Southern California.

**The author is Assistant Professor in the Department of Educational Administration, Faculty of Education, Addis Ababa University.

Ethiopian Journal of Education, Vol. XI, No. 2, Sept. 1990.

THIRTY YEARS OF UNIVERSITY BASED IN-SERVICE TEACHER EDUCATION (ISTE)*

Tilahun Workineh**

Abstract

This paper examines the relevance of the University based in-service teacher education program to the quantitative and qualitative improvement of classroom instruction. The development of the program is traced in two phases: before and after 1975. Its contribution to teacher advancement is noted; but operating within University framework, the program has not generally been responsive and flexible to the needs of the schools, often tilting towards for-

*A different version of the first part (Sixteen years) on ISTE was submitted for a Ph.D dissertation to the University of Southern California.

**The author is Assistant Professor in the Department of Educational Administration, Faculty of Education, Addis Ababa University.

mal qualification to accommodate teacher pressure. The following are recommended: The Ministry of Education should have a policy on and plan for in-service teacher education, play a more active role in influencing the curriculum, and expand preservice programs to produce more new teachers and to serve more teachers in service. The University should restructure its teacher education program and establish a program to train in-service education trainers for the Ministry of Education.

Conceptual Framework

Educational innovations of third world countries like the ISTE under Addis Ababa University (AAU) tend to remain unrecorded and unknown outside their country of origin. They are also less examined, analysed and evaluated. This paper takes the ISTE under AAU as its object of examination and analysis to see whether or not the ISTE has been responsive and flexible enough to the needs of Ethiopian schools. The study rests on the premise

that the relevance of the program can be gauged partly by (a) comparing the number of participants trained and returning to their original assignments against the number of unqualified teachers, and (b) examining the relationship, in general terms, between the course offerings of the ISTE program and the school subjects. The paper focuses on the relevance of the "kiremt"(summer) program because the program (a) is national in scope, (b) is particularly geared to school personnel, and (c) has given continued service, except for a short three year interruption between 1975 and 1978. Other aspects of the program are beyond the scope of this paper.

One factor contributing to the quality of education is the quality of teacher education, both preservice and in-service. In-service teacher education, inservice training, in-service education, professional development, staff development, continuing professional education and continuing teacher education are all used to designate education and training opportunities for education personnel. ISTE, the preferred term here, is broadly defined as a whole range of planned activities by which education personnel in active

service have opportunities to further their education, develop their professional competence and improve their understanding of educational principles and techniques. One of the fundamental differences between preservice and ISTE is that the former equips prospective teachers with the requisite knowledge and competence in subject matter areas as well as pedagogy to the required level of minimum formal qualification. ISTE is aimed at the qualified as well as the unqualified teachers. It takes into account preservice education, work experience, and new knowledge and approach. ISTE tends to be generally shorter, universal, non-formal, regular and recurrent in format (Nicholson, Joyce and parker, 1976).

ISTE is justified on the grounds that education, including teacher education, is lifelong; that preservice teacher education is often inadequate; that there are changes in knowledge and repertoire of teaching and the management of education; ISTE closes gaps between generations of teachers; ISTE stimulates and maintains morale; and that it familiarizes education personnel with changes in society and employer's policies (Taba 1965, Cooper 1967, and Harries & Bessent 1969 as quoted by

Runcharoen, 1974). The opposite view contends that there is nothing self-evident about the relative superiority of improving teaching through programs of in-service training (Jackson in Rubin, 1971).

Out of these justifications, many different objectives can be developed for ISTE. These objectives appear to revolve around two core elements: ISTE for the general improvement of the school system and for self-improvement of the education personnel. Expressed differently, the purpose of ISTE is to raise or further the education and training of unqualified teachers to the minimum standard and to keep qualified teachers abreast of the current standard and practice. Both purposes suggest that the needs of the schools and the personnel must precede any in-service education program planning. In the case of the former, the acid test of ISTE must be whether or not the exercise positively affects school teaching and management. Theoretically, the objective of in-service teacher education in Ethiopia is to improve the academic and professional competence of teachers. In practice, however, the academic orientation is very much in evidence in content, methodology and certification.

eight education) recommended that prospective primary school teachers have a minimum of eight years of academic education and one year of teacher training (Long Term Planning Committee, 1955). Several schemes of teacher training, 8 + I (eight year of academic education plus one year of teacher training), 8 + II, 9 + II, and 9 + III, 10 + I, 10 + II were initiated immediately (Trudeau, 1968). A decade later, when the teaching requirement was raised to 10 + II, and when the first uniform preservice teacher education curriculum was introduced, 74 percent of the teachers had grade eigth or less education (Hedlund, 1975). In 1969/70, an 11 + I scheme was introduced to be raised to the current scheme of 12 + II in 1970/71 (Andargachew,1973). According to a Ministry of Education (MOE) source, the percentage of untrained government elementary school teachers had dropped down to 3040 percent in the early 1970's (MEFA, 1964 E.C.). Partly because of educational expansion and nationalization both of which lead to the use of unqualified teachers, the quality of elementary school teachers deteriorated with only 45 percent of the teaching force meeting the national requirement in 1985-86 (Lemma, August 1987).

Each time the preservice training scheme was upgraded, teachers in active service were required to upgrade themselves to the most current requirement level through a series of annual compulsory vacation (summer) ISTE programs going back to 1953. This changes in the preservice training schemes, the continued practice of direct-hiring of teachers with only grade 12 education and financial constraints have made ISTE provisions difficult, ineffective and limited (Bililign, March 1987). With the assistance of UNICEF 10,980 directly hired teachers were identified for ISTE between 1983 and 1985 (UNICEF 1987).

Postsecondary preservice and ISTE was primarily the responsibility of the Faculty of Education of Addis Ababa University (AAU) from 1955 to 1978. In the mid-1960's, the Faculty developed degree and diploma preservice specializations in six different departments. Among the preservice diploma programs were the one year elementary school Directors and Supervisors program (1962 to 1967) and the two year program to prepare junior secondary school teachers (1963 to Sept. 1969) initially in general science, social studies, and mathematics. A composite major in Amharic/English had just been introduced in

1968-69 when the MOE took over the junior secondary teachers program to form the nucleus of the present Junior College of Teacher Education at Kotebe.

Junior Secondary Schools were opened in 1964 without trained teachers. When the in-service training for this level started in 1971, there were 1697 teachers in more than 300 junior secondary schools. A teaching requirement of a two-year college diploma was established, and yet in 1968-69 at least 58 percent of the regular teachers at this level, excluding Ethiopian University Service participants, did not have the required diploma (Conference on Teacher Education, Nov. 1969). In 1985-86, about 75 percent of those at the senior secondary level were not qualified. In the vocational/technical area, only 6.3 percent of the Ethiopian teachers had met the required qualification (Lemma, August 1979).

The "Kiremt" Program upto 1975

School personnel have been furthering their post-secondary education through two delivery modes: evening and "Kiremt". Those in and around Addis

Ababa have been taking advantage of the University's evening course offerings studying education or other disciplines, at one period with a 50 percent tuition fee waiver. From about the mid-1970s, a full range of majors and minors of the Education Faculty were also offered in the evenings (University College of Addis Ababa 1961-62, Haile Selassie I University Extension Bulletin, 1971-72).

Addis Ababa University has been providing ISTE since 1958, popularly known as the "Kiremt" program during the long vacation in July and August. Although the designation "Kiremt Program" is a delivery mode referent and suggestive of neither purpose nor content, its use is preferred here for the sake of convenience. The ISTE program under the Faculty of Education between 1958 and 1974, which is treated first here, consisted of three streams for elementary school personnel and one stream for junior secondary school teachers. A Post-Secondary Vacation Course for Teachers, renamed,in 1962, Advanced Elementary Teachers Course (hereafter referred to as Stream A), was instituted in 1958. The preservice Directors/Supervisors Course (Stream B) became part of the "Kiremt" program in 1968. In 1971 an Advanced School

Administration Course (Stream C) was opened. In the same year a modified preservice Junior Secondary Teachers Course (Stream D) was reinstated as a fourth components of the "Kiremt" program. Each stream was three or four "Kiremts" of duration of approximately eight weeks, and participants must have had completed grade twelve. Both internal and external staff taught the courses, using predominantly the lecture method. The graduates were awarded University "diplomas" and certificates.

The major objective of Stream A, leading to an Advanced Diploma in Elementary School Teaching, was to help elementary school teachers become better qualified. The curriculum of Stream A underwent several revisions, but not always to the best interest of elementary school instruction. Upto 1962, among the courses of no direct relevance to the improvement of elementary classroom teaching appear comparative education in Africa and Ethiopia, Braille reading and writing, biology or botany. Between 1963 and 1970 and with the establishment of the Department of Elementary Education, an attempt seems to have been made to reorient the curriculum to elementary school instruction; several courses in methodology, elementary school

curriculum, psychology, health and agricultural and teaching materials production were included. Even then partly due to pressure from participants and partly due to the convenience of teaching prescribed courses (there was a degree program in elementary education preparing teacher training instructors and educational leaders) rather than design new ones, courses gradually gravitated to the mainstream University curricula. A more or less strict lecture hour/credit relationship emerged. By 1971-72, practically almost all courses in Stream A carried University "credits". The upshot of this was that participants became students of higher education and the course work came to be regarded as an end in itself and not a means to improve the teachers' classroom performance.

Since stream A, the pace-setter, was allowed from the start to work within the framework of the then University College of Addis Ababa (MOE, 1975 E.C. p. 45) and since the institution wanted to give the program a semblance of post-secondary education, admission requirement was relatively high (i.e. completion of high school education.) The annual intake was both small and was thus unable to keep pace with the growing number of elementary school

teachers. For any given year up to 1974, the enrollment in Stream A was less than ten percent of the government elementary school teachers (see Appendix I). Furthermore, the annual intake, for some time, was based on a quota for each administrative region. This quota was generally based on each region's teaching force, and not on the number needing in-service education or whether or not other educational opportunities were available. For example, Addis Ababa, where there were evening program opportunities, was one of the three or four administrative regions getting the highest quota between 1971 and 1974, inclusive. A small annual intake meant a smaller graduating class, given some attrition in the Stream. In 16 years, Stream A produced 1504 graduates (appendix I). Assuming that all these returned to their elementary classrooms, this output was very small.

Streams B and C were opened to contribute to the improvement of elementary school administration. Stream B candidates must have completed grade twelve or Stream A. After a three "kiremt" study, participants were awarded a Diploma in Elementary School Administration and Supervision. Compared to the number of elementary schools (Appendix I and II),

the annual intake of Stream B was very small. Nor did this keep pace with the development of schools. The largest enrollment, 520, was attained in 1970. The total output was only 657, an annual average of less than 132. This was not even one graduate per 10 government elementary schools, assuming that the graduates returned there. The quantitative increase in the number of trained administrators was also very small given the fact that this was the only administration program of its kind for elementary schools. Upto 1971, the curriculum of Stream B, offering 31 "credits", was not significantly different from that of A. The core courses in school administration in Stream B were only four or eight credits in all, out of a total of 17 courses. There were repeated complaints about course overlap between Streams A and B, particularly for those who had graduated from Stream A and enrolled in B. As of 1972, the overlap was reduced. A small enrollment and a lot of curricular overlap indicate that the Stream B was not a well thought out in-service education offering.

Stream C was ostensibly intended to provide "preservice" training for administration personnel at regional and sub-regional levels. These were

identified as assistant education officers, sub-regional education officers, personnel officers, adult education officers, and statistics officers. But there is no indication whether or not this was based on any needs assessment,although there were instances of graduates of Stream B being placed in some of these offices. Any existing need at these levels would not have been met through a small intake into the program. It appears that Stream C was opened more out of pressure of the graduates of A and B streams who clamoured for more education. The only two annual intakes in 1971 and 1972 were less than 100 persons each. Certainly this was no where near the number of administrative staff needed in the school system. The two graduating classes upto 1974 were only 146. In a November 1972 conference, the MEFA objected to operating two streams in school administration and Stream C ceased to admit new participants after 1972.

Although the three - "kiremt" course offerings,leading to the award of an Advanced Diploma in Elementary School Administration, had an interdisciplinary orientation, the curriculum was deficient in may ways when viewed against its objectives. There was no single course in adult

education. The only course related to statistics was a course in educational evaluation and measurement. The economics course could perhaps have been replaced by an educational finance course. A course in personnel management could have been more relevant than a course in Introduction to African Education. The core courses in educational administration were: elementary school administration (3 credits), elementary school supervision (3), seminar in school administration and supervision (2), out of a total of 26 credits. A diploma earned after 26 credits was certainly not even half of the regular diploma programs in the University. Besides, there were instances where as many as ten credits were transferred for Stream A or B graduates who had enrolled in C.

Part of the justification for reinstating a modified junior secondary teachers program, Stream D, with specializations in Amharic and mathematics as a "kiremt" offering in 1971, was to supplement the new junior regular program. No one can say for certain that these courses were then the critical areas at that level. Stream D, leading to a Certificate in Junior Secondary Amharic (or Mathematics) Teaching, was roughly, 50 percent of

the pre-1969 one year regular program under this University. The idea of supplementary program is therefore questionable. Certificate and diploma graduates cannot be equally assigned in the junior schools. There were indications that this stream was, for the participants, the most rigorous of the four. Quantitatively also, the idea of supplementary program is debatable because the annual intake again was very small-about 50 participants. Nor was this intake keeping pace with the increasing number of teachers at this level. (Appendix I and II). After only two intakes, Stream D was also discontinued by a decision of the In-service Teacher Education Committee.

The small size of the annual intakes and graduating classes noted earlier were not the only problems of the University based "kiremt" program upto 1974. By facilitating the economic, educational, and social mobility of the graduates, the program may have indirectly contributed to the depletion of the manpower of elementary schools. For the MEFA, the University sealed diplomas were practically equivalent to one year of college education entitling one to a monthly salary of 300-350 Birr. With the rapid development of

secondary education in the 1960s, it was these elementary school teachers who were assigned to junior or even senior levels. There were instances of the graduates of Stream B and C being given, by the MEFA itself, higher level assignments at the regional and "awraja" levels.

Within the "kiremt" program itself, there was an element of educational "recycling" built into the admission criteria of Streams B and C. Graduation from Stream A enhanced admission into Stream B, and from B, into C. The University itself siphoned off academically promising persons for its regular program in education. However, the "kirmet" diplomas, earned after accumulating 26-36 credits were not always accorded the same recognition as full-time diploma programs, requiring 65 or more credits. For the most part, and unlike other diploma holders, graduates of Streams A, B and C were not allowed to apply for advanced standing admission to the University. For those who were admitted at the freshman level, questions of credit transfer to degree programs were handled on individual merit basis. A higher grade in a course taught by a University faculty had a good chance of being counted towards the degree work.

Educational "recycling" raises an equity issue i.e., bridging the gap in salary and educational levels of the elementary school teachers. While catering to relatively well educated teachers may be justified from the perspective of continuing education opportunities, there must first be a floor on which everybody, or the majority, stands. The pool of candidates from which the University selected "kiremt" program participants were those who had achieved an educational level which was adequate for the purpose of MEFA and much higher than the qualification of the great majority of the teachers. In the late 1960s, and early 1970s,the salary differential between a teacher with grade twelve education and another with grade eight education was about 100.00 Birr per month (Education Sector Review, 1972). Prospective "kiremt" participants had then relatively more opportunities to further their education and to change jobs than the majority of the teachers.

All four streams were discontinued in 1975 when the participants, caught up in the revolutionary fervor, walked out of the University after one week, principally charging that the curricula were not Socialist oriented; the University had exploited

the teachers; and that services were poor (In-service Teacher Education,August 1975). In 1978 a new "kiremt" program underwent curricular and administrative changes. University credit carrying courses started to be offered by several colleges.

The "kiremt" program after 1975

Preparatory discussions and deliberations between the new Ministry of Education (MOE) and AAU, and within the AAU itself, from 1976 through 1978, and academic commission minutes and other documents on file in the Faculty of Education, lead to a general agreement of exploring the feasibility of offering, in the future, a degree program and in the meantime to (1) phase out the earlier streams by offering the previous courses of studies, with the least tinkering, to those who were in the pipeline; (2) (as a matter of priority) offer ISTE for junior secondary school teachers (in fewer subjects); (3) offer nonformal and non-credential oriented programs of shorter duration to grade 11 and 12 teachers and school directors. In short, except for the junior secondary school teachers' program the new "kiremt" offering was to be geared to non-credential offerings. Moreover, the junior

in-service curriculum was to be patterned after Kotebe's preservice program, regardless of AAU's earlier experience with a similar program.

The interest in the junior secondary school teachers seems to have stemmed from the fact that, in the early years of the revolution when the MOE experienced shortage of teachers at the senior secondary level, it moved up junior secondary school teachers to teach higher grades, filling the lower ones with less qualified teachers who needed in-service training. Outside the structural differences between AAU and Kotebe, the interest in Kotebe's curriculum may also have resulted from considerations of the fact that Kotebe has historically been closely affiliated with and responsive to MOE's needs and the possibility that a curriculum alignment of the two institutions could facilitate the admission of Kotebe's graduates into AAU's programs.

The desired emphasis on diploma programs was not realized soon. Nor was it realistic. "Kiremt" diploma programs had to wait for four or five years for regular diploma programs to develop especially at Bahir Dar Teachers' College and this did not come

about before 1983-84. No new programs were tailor-made soon enough, nor were there enough ready-made programs of the standard University curricula to be extended to "kiremt" participants. The College of Social Sciences and the Faculty of Science have remained uninterested to develop "kiremt" diploma programs. The College of Social Sciences, with more expertise and organization than any other College, did not wish to design diploma programs in geography and history. Consequently these areas were given to Kotebe. The Faculty of Science, with far better resources than Bahir Dar Teachers' College, did not want to design and offer diploma programs.

In addition to starting late, the diploma annual intake has been irregular and small compared to the number of junior secondary school teachers. At its Zenith in 1981, an intake of 477 represented only 9.8 percent of government junior secondary school teachers (Appendix III). In the subsequent years, one observes a general decline. A small intake means a smaller graduating class. For example, in July 1988 according to the University Registrar, there were 222 diploma graduates. This is a small drop in the ocean. The understanding between the MOE and AAU was, as much as possible,

to limit the offerings to fewer subjects. Excluding the two non-teaching areas, educational administration and library science, which started in 1981, 13 specializations are offered in the diploma program (Appendix IV). The average annual intake for the selected years indicates that mathematics, Amharic, English, chemistry and biology, in that order, were the top five subjects. Agriculture and business education made up the middle group. At the bottom are wood, electricity, metals and physics (Appendix IV). The "kiremt" diploma program under AAU does not offer history, geography and political education. It would be hard to conclude that all the need in these areas is satisfied elsewhere. Other than a general tilt toward diploma programs as a whole, there is no apparent, consistent and needs-based discrimination among the different subjects. The subject quota given by the MOE for 1980 E.C., for example, shows a range of only five to ten participants among the different subjects.

The original arrangement was to delay the degree program. But perhaps because of an advance intensive lobbying and pressure, and to the surprise of some of the University community, the then

permanent secretary of the MOE, in his Hamle 23, 1970 opening address to the participants of the 1970 "kiremt" program announced that those enrolled in "higher in-service education program" as it was called then, mostly Kotebe's graduates, would be allowed to pursue degree studies. Now, the objective and course offerings took on a new turn; participants demanded a degree curriculum and continued to ask instructors about the real status (Is it really a degree program?) of their courses (1970 Atckalay Zegeba, Meskerem, 1971). In 1978-79, the College of Social Sciences agreed to offer a degree "kiremt" program in geography and history (Yisoshal sayens Degri Zegeba, Meskerem 1972). The degree program did not only start right away in 1978 but also got emphasis during the initial years. Degree level in-service education curricula became available in eight different specializations viz: science (4), social sciences (2), and languages (2). In 1980, the University also opened a new preparatory stream in many of these specializations for teachers with a cumulative grade point average (CGPA) of 2.00-2.49 to help them improve their CGPA deficiencies and compete for advanced standing admission into the University. The stream was yet another instance of yielding to teacher pressure

because it was abandoned after 1985.

The annual intake is also irregular and small compared to the number of teachers in senior secondary schools. There are peaks and troughs in the intake. The largest intake in 1982, and the largest [illegible] ent in 1983 represented only 6.8 and 5.12 [illegible] respectively of the government teachers at [illegible] vel, leaving out teachers in nongovernment [illegible] which the "kiremt" program does not normally [illegible] A small annual intake means smaller and [illegible] ve classes especially in the upper years. [illegible] s the situation in the Faculty of Science, [illegible] in some cases, classes had less than five [illegible] pants. In July 1988, there were a total of [illegible] ree graduates. Again this is too small. Worsening the supply end, both in diploma and degree programs, are (a) discontinuities in the program such as in 1985 when the entire "kiremt" program was shut down and in 1987 when there was no new admission.

When one scrutinizes the degree enrollment by subject, English, Amharic and mathematics, in that order, have the highest average annual enrollment for the selected years (Appendix IV). Geography,

biology and history occupied a middle position with chemistry and Physics trailing behind, although the MOE had shortages in the last two. As in the diploma program, biology was second to mathematics. In the language areas, English had a larger enrollment than Amharic. Geography and history, which have the lowest enrollment of the three groups of degree studies except in 1988, appear to [illegible] (same appendix).

The MOE is satisfied with neither the [illegible] nor quantity of the existing preservice [illegible] training of which AAU is the major provider. In the MOE's perspective, the current program (1) training is not based on secondary schools; (2) neither offers sufficient pedagogical preparation nor inculcates professionalism, and (3) does not create interest (Bililligh, March 1987). Education Minister Bililligh (March 1987) again expressed his dissatisfaction with "kiremt" program for secondary school teachers, which is primarily under AAU, thus: "A lot of work remains to be done in providing pedagogical in-service training for secondary school teachers. Although the Commission for Higher Education has shouldered this responsibility for a few years now, major implementation problems still

exist" (p. 26, translated). The Head of the Department of Teacher Education, Lemma Ariti (August 1987), also made the same point in a different way by saying that "secondary school teacher in-service education has remained academic" (p. 54,translated). Part of the MOE's dissatisfaction with the "kiremt" program is related to the fact that the in-service curricula at diploma and degree levels duplicate the preservice curricula. Concern about the financial consequences of a formal "kiremt" program instead of non-formal, refresher courses leading to no credentials can not be ruled out.

The MOE thinks that the "kiremt" program is not custom-made to the needs of the nation's schools. The MOE however facilitates inservice teacher education under AAU and provides the incentives. The MOE determines the subject quotas; recruits and recommends participants; proposes new programs (for example, the preparatory program for under qualified teachers); recognizes even inter mediate stages of qualification; makes appropriate salary increments; and above all, the MOE has played a major and critical role in securing the necessary fund, for the "kiremt" program. In short, the MOE, more than anybody else, has every leverage to

redirect the program towards the needs of the schools if these needs are know.

A set of problems of the "kiremt" program originates in the University and can be remedied by the University. Universities, ancient and modern, have served their communities by offering, for example, educational programs and services at sub-university levels to improve industry, farming, education, and agriculture. The founders of AAU were well aware of this and had enacted into the University legislation provisions whereby the Division of Continuing Education is empowered to organize and offer "(a) certificate programs, (b) vocational and professional courses of high priority not at the University level and not locally available ..., (c) lectures, seminars and related cultural activities including the use of television and radio presentations .." (Addis Ababa University Legislation, 1987, p. 143). One of the stated objectives of the Faculty of Education was, in the 1960s, "the provision of in-service program through short refresher courses, conferences, workshops, vacation courses, extension classes and other programs", (Faculty of Education Catalogue 1968-69, p. 133). A special program was conducted in the early 1970's

for priest school teachers in Addis Ababa. After the revolution, two programs were mounted in accountancy for urban dwellers associations. Other onsite programs were offered through the Division of Continuing Education with international financial assistance.

In spite of the permissive legislation and experience, the University has been generally reluctant to design shorter programs of a refresher type as needs by the MOE. By insisting on formal programs, the University may not have discharged its share of national responsibility towards the educational system of which it is part and parcel. Sooner or later problems at the lower levels of the educational system will affect the University. On these two counts, it behoves the University to be flexible and responsive enough in assisting in the solution of educational problems of national scope and significance. The University's responsiveness to the problems of the educational system or the lack thereof may be indicative of its relevance to its society.

After 1978, "kiremt" diploma programs started rather late because some of AAU's colleges were not

willing to design programs for teachers. No special attention is paid by the majority of the colleges and the University Senate to make the program custom-made in content, methodology, and delivery mode. Courses tend to be taken as though the participants were full-time students. Participates who rush to and from the "kiremt" program, who have been dissociated from the academic atmosphere for a year, and whose access to the University library is more restricted, are, in many cases, given a credit load approaching the regular full-time load, the average load being 15 credits (Aregay, n.d.), at least up to 1987. This is a rather heavy load especially when one also takes into account that classes meet for two-hour blocks, Monday through Saturday. Worsening the quality of in-service education under AAU, the Academic Vice president, three years ago and out of financial considerations, issued a directive stating that an evening or "kiremt" course could have two sections only if the number of participants registered is 80 or more.

With some exceptions, this general regulation prevails. One consequence of working in a University structure has been that since 1978, responsibility for ISTE is dispersed among five

different colleges, and does not fall under one professional college as before. The University community recognizes the rather hasty beginning of the program in 1978 and yet no review of the program has been undertaken since.

Conclusions and Recommendations

Between 1958 and 1988, the University based ISTE, because of the institutional framework within which it operated, was not flexible and responsive enough to the qualitative and quantitative needs of the schools. This is more so when one considers the small size of the qualified teaching force and the variety of preservice teacher education schemes used especially in training elementary school teachers. The MOE revised its teaching requirements for the elementary level four times. The University could have assisted the MOE in its efforts by designing and offering sub-university level programs during July and August each year. After 1978, the University continued to offer credential oriented teachers, mainstream University courses at the exclusion of shorter and non-formal programs. The University should determine where it can be most effective in bringing its resources to bear upon

educational concerns and issues of national significance in a flexible and responsive manner.

It appears that both before and after 1975, "kiremt" ISTE has been an instance of a response to teacher pressure accommodated within the structure of the University and the MOE, rather than a carefully thought out program of ISTE. The MOE, as the provider of the program, needs to make theoretical and operational delineations between academic upgrading leading to formal qualifications and professional in-service education providing refresher courses, workshops, seminars, and orientations. Thus far, the MOE has been less influential in this area and, inactively participating in program design. The MOE can use all its leverage more systematically and forcefully to influence the direction of ISTE. Right now, for example, an experimental curriculum is being tried in more than 100 schools without any systematic in-service training of the teachers. There is a need to introduce a scheme whereby more and needy teachers get ISTE on a regular basis. Part of the problem so far has been that ISTE has had no owner, especially since 1978. It is thus left suspended between the MOE, the former Commission for Higher

Education and AAU. Now that the Commission is part of the MOE and a new department of teachers' affairs is established, the MOE is completely responsible for planning and evaluating ISTE programs, including assessing the existing practice in terms of its contribution to the improvement of instruction. There is no policy on ISTE. A useful and major exercise for the MOE is to investigate the following questions the answers of which should lead to a policy. Why do we need ISTE? What should be the content of training? Who should pay? When and by whom should training be given? Who should participate in the training? How often? Who should evaluate the training and the trainees? For what purpose?

The source of the problem of teacher quality lies at the entry point. The long term solution lies in a "prevention is better than cure" approach. Educational developments must be planned. Standards of entry into the profession must be set and adhered to. Teachers should be recruited, trained and assigned accordingly. Otherwise, what is treated as a temporary abnormality, or deviation will become permanent and standard. This approach of narrowing the entrance gate can cause short term problems but

short term sacrifices have to be made for long term benefits.

The provision of ISTE should be considered as an enrichment of academic and professional nature, not a cure or treatment with a credential orientation. without closing the door of academic advancement against some teachers who may pursue their academic studies, in-service education would focus on enrichment and solution to school problems. It is a delusion to think that all diploma holding elementary school teachers must go on to study for the first degree; and all those with the first degree go on for second and third degrees.

Although University based ISTE for elementary school teachers is now only history, there is a role which the University should play in this area. To offer ISTE to elementary school teachers (the largest in number) on a regular basis, two parallel actions are needed. The capacity of the existing teacher training institutes (T.T.I) must be developed to serve more teachers in the long vacation. In the manpower area, training of trainers must be undertaken immediately. The role of the university in this scheme is to cooperate

with the MOE to train trainers. These can come from the existing pool of school directors, teacher training instructors, inspectors, department heads, APC directors, selected teachers and education officers at various levels. Once such a core staff is trained and made available on a regular basis, first priority for ISTE during July and August in the T.T.Is should be given to the most needy teachers as a short term plan of action. Then other teachers will follow. Once the T.T.Is are strengthened, the scheme can be used for subsequent in-service education program in general. Preferably this approach can develop to Awraja pedagogical Centers and the school level where ISTE can become compulsory and, better still, relevant to the locality.

As in the pre-1975 program, both the annual intake and the total enrollment of the new "kiremt" program have been relatively very small. This is no way to clear the schools of unqualified teachers. If finance is the major constraint, then the money available must be used to provide ISTE for teachers teaching subjects with more weight in the curriculum instead of spreading ISTE over several subjects, as is the case now, on a more or less equal basis.

By so doing more and needy teachers will be served.

As a long term solution to the problem of quality of secondary school teachers, however, two alternatives have to be considered. One alternative is addressed at increasing the "kiremt" participation under existing conditions. In this context, alternatives like securing financial assistance, phasing in a cost sharing mechanism between the government, the participants and the Ethiopian Teachers Association, combining residential and non-residential course offerings, on the part of the University, need to be considered urgently. The second alternative deals with the entry to teaching requirements which must be set and adhered to. If the role of third level institutions is to produce the required manpower, as is often stated, these must be improved and used to produce more and better teachers. The role of the University is to reorganize and restructure preservice teacher education under one college which will be responsible both for preservice and in-service education. Teachers so produced and assigned with the same qualification will be relatively easier to provide professional and academic refreshing and updating programs.

References

Addis Ababa University 1984, Addis Ababa University Senate Legislation. Addis Ababa University, Addis Ababa.

Andargachew Tesfaye, 1973. The Training and Development of Manpower for Social Services in Ethiopia. Unpublished doctoral dissertation, University of Michigan.

Waktola, N.D. Evaluation of Kiremt in-service [illegible] teacher training program. Addis Ababa [illegible] University (mimeo).

[illegible] Mandefero, march 1987. Yatekalya Timhirt [illegible]neta be Ityopa. Dialogue (New Series). [illegible]ournal of Addis Ababa University Main Campus [illegible]achers Association. Vol. 1, Number 1, pp. [illegible]32.

[illegible]ion Sector Review, August 1972. Education [illegible]ector Review. Draft Report. Addis Ababa.

[illegible]y of Education, 1968-69 Catalogue. Haile Selassie I University, Addis Ababa..

November 1976. Schemes of In-service Training for Secondary School Teachers and Directors. Proposed by the Faculty of Education and Revised by a Committee in the Ministry of Education (mimeo).

, 1978. Academic Commission Minutes of February 28, 1978.

Haile Sellassie I University, 1971-72. Extension Information Bulletin.

Hedlund R.L., 1975. Teachers and the Teaching Profession in Ethiopia. Unpublished doctoral dissertation, university of Utah.

In-service Teacher Education Program, August 1975. Faculty of Education National University. The Summer 1975 In-service Teacher Education Program. Annual Report 1974-75 (mimeo).

Joyce, B.R.; Howey, K.F.; Yarger, S.J.; 1976. In-service Teacher Education Report I, Issues to Face. Palo Alto, California.

Lemma Ariti, August 1987. Yememhiran timh[illegible] ityopya. Dialogue Journal of Addis University Main Campus Teachers Assoc Vol. 1, Number 2, pp. 34-54.

Long Term Planning Committee, 1955. A Ten Ye[illegible] for the Controlled Expansion of Et[illegible] Education. MEFA, Addis Ababa. (mimeo).

Ministry of Education and Fine Arts, 1964 E[illegible] Development of In-service Teacher Ed[illegible] 1957-1963 E.C. Teacher Education D[illegible] Department of Instruction (mimeo), Addi[illegible]

_____, 1964 E.C. The Development of Pr[illegible] Teacher Education 1937-1963 E.C. Teacher Education Division. Department of Instruction (mimeo), Addis Ababa.

_____, November 1969. Conference on teacher Education Report and Recommendation. Addis Ababa (mimeo).

Ministry of Education, June 1985. Educational Statistics for School Year 1976 E.C. Vol. I.

Planning and External Relations Services, Addis Ababa.

_____, October 1988. Basic Education Statistics. Addis Ababa.

Nicholson, A.M.; Joyce,B.R., Parker,D.W.; 1976. In-service Teacher Education Report III, The Literature on In-service Teacher Education, Palo Alto, California.

Rubin, L. (ed.) 1971. Improving In-service Education. Proposals and Procedures for Change. Boston: Allyn and Bacon Inc.

Runcharoen, T. 1974. Development of an In-service Teacher Education Model for Elementary School Teachers in Thailand: A Focus on the Principal. Unpublished doctoral dissertation, Teachers' College, Columbia University.

Trudeau, E., 1968. A Survey of Higher Education in Ethiopia with Implications for Future Planning and Development. Unpublished dissertation, Teachers' College, Columbia University.

UNICEF, Dec. 1987. Periodic progress Report 1983-87. Addis Ababa.

University College of Addis Ababa (n.d). Extension of Faculty of Arts Bulletin 1961-62.

ΠUΓ, is Ababa University, Meskerem 1971. 1970 kiremt kefetegna memihran muya mashashya program atekaly Zegeba (mimeo).

ΠNIC

___, Meskerem 1972. The 1971 kiremt soshal sayens digri program atcher zegeba (mimeo).

_____, Hidar 1972. be 1971 liyyu liyyu yemimehiran muya mashashaya yekiremt programoch atekaly report (mimeo).

_____, Tahesas 1973, be 1972 yetekahede yedigri yemesenado yediplom programoch atekaly report. Addis Ababa, Yeteketatyi timhirt kifle yekiremt program (mimeo).

_____, Tahesas 1974, ye 1973 Yetimhirt Atcher Zegeba. Addis Ababa, teketatay timihirt kifle.

Yetimhirt Minister, Nehassie 1974. Yasera arategnaw yetimhirt amerarenna astedadir gubae. Nehassie 3-8, timhirt minister (mimeo).

_____, Nehassie 1979. Yehayyagnaw yetimhirt amerarenna astedader genzabewoch wusanewoch memryawoch ye 1980 yatekaly tiknik muya timihirt iked. Addis Ababa, yetimhir mesareyoch memorechanna makefafeya dirigit.

Ethiopian Journal of Education, Vol. XI, No. 2, Sept. 1990.

APPENDIX I

Ethiopian Teachers "kiremt" Program Enrollment, and Graduation, 1958-1974

School Year E.C	G.C.	Teachers in Government Schools Elem.	June	Sec.	Enrollment A	B	C	A	Graduates B	C	D	
50	57-58	3895			105							
51	58-59	4216			128							
52	59-60	4502			189							
53	60-61	5091			166							
54	61-62	4997			192							
55	62-63	5656			233							
56	63-64	4125			351							
57	64-65	5056			417				10			
58	65-66	7132			512				13			
59	66-67	6552			887				35			
60	67-68	6477	1237		794	192			52			
61	68-69	7096	1472		948	390			93			
62	69-70	8174	1648		1073	520			135	172		
63	70-71	8992	1697		1093	440	52		124	116		
64	71-72	10322	1281		1220	368	151	159	194	165		
65	72-73	12101	2294		1110	319	350	158	458	105	53	45
66	73-74	13043	2506		1096	352	277	94	400	99	93	90

Source:

1. Teachers.
   - 1.1 Various School Census: 1957-58 and 1966-67.
   - 1.2 Educational Statistics for School year 1976 E.C. for 1967-68 and 1973-74 figures. (Nationality is not indicated).

2. Enrollment and Graduation: Inservice Program Records.

APPENDIX II

Elementary and Junior Secondary Schools in Ethiopia

School Year		Government		Non-Government	
E.C.	G.C.	Elem.	Jun. Sec.	Elem.	Jun. Sec.
60	67-68	1025	220	678	96
61	68-69	1062	220	782	101
62	69-70	1132	232	837	99
63	70-71	1190	234	1107	108
64	71-72	1308	242	1092	126
65	72-73	1451	254	1152	144
66	73-74	1655	281	1099	139

Source: MOE, June 1985.

Ethiopian Journal of Education, Vol. XI, No. 2, Sept. 1990.

APPENDIX III

Comparison of Ethiopian Secondary School Teachers and "kiremt" Participants 1978-88 G.C.

School Year E.C.	G.C.	Junior	Senior	Diploma Freshman	Total	Degree Freshman	Total	Grand Total
70	78	3282(+288)	'142(+205)			261	261	261
71	79	3597(+173)	3305(+173)	93	187	129	301	488
72	80	4125(+195	3863(+782)	61	280	237	596	876
73	81	4830(+293)	4101(+718)	477	518	233	645	1163
74	82	5519(+213)	4694(+578)	410	1060	322	786	1846
75	83	6362(+201)	5324(+683)	370	1361	183	805	2166
76	84	6880(+180)	5350(+780)	270	1391	300	790	2181
77	85	7340(+240)	6170(+740)	No Program" Resettlement Campaign				
78	86	7910(+340)	6510(+450)	391	1604	122	696	2300
79	87	8380(+340)	7610(+830)	NNI	1147	NNI	390	1357
80	88	8870(+430)	8460(+820)	147	1035	317	632	1667

Source: 1. Teachers: a) 1977/78 to 1982/83
PMG of Soc. Ethiopia. Educational Statistics of School year. 1983-84, pp. 10-11.

b) 1983/84 to 1987/88
Basic Statistics
PDRE, MOE A.A. Oct. 1988, p. 9.

2. Participation: Compiled by the author from various documents in the office of the Division of Continuing Education.

Note: Number in bracket shows teachers in non-government schools; NNI = no new intake.

APPENDIX IV

"Kiremt" Enrollment by subject and Program Level, (Selected Years in G.C.)

Specialization	Diploma				Specialization	Diploma			
	1980	1983	1986	1988		1980	1983	1986	1988
Amharic	-	215	216	129	Amharic	97	143	108	78
English	-	196	207	123	English	112	175	129	107
Biology	-	131	126	74	Geography	70	107	85	87
Chemistry	-	112	148	81	History	62	85	75	98
Mathematics	-	194	280	221	Biology	76	98	93	67
Physics	-	22	70	66	Chemistry	49	53	73	60
Agr. Education	83	98	107	102	Mathematics	101	114	103	94
Auto					Physics	29	30	30	41
Business		193	47	27					
Drafting	-	-	-	-	Total	596	805	696	632
Electricity	197	20	2	-					
Metals		38	5						
Wood Tech.		38	17	-					
Educ. Adm.		202	255	128					
Library Science		31	124	84					
Total	280	1490	1604	1035					

Source: Compiled by the author from various documents in the office of the Division of Continuing Education, AAU.