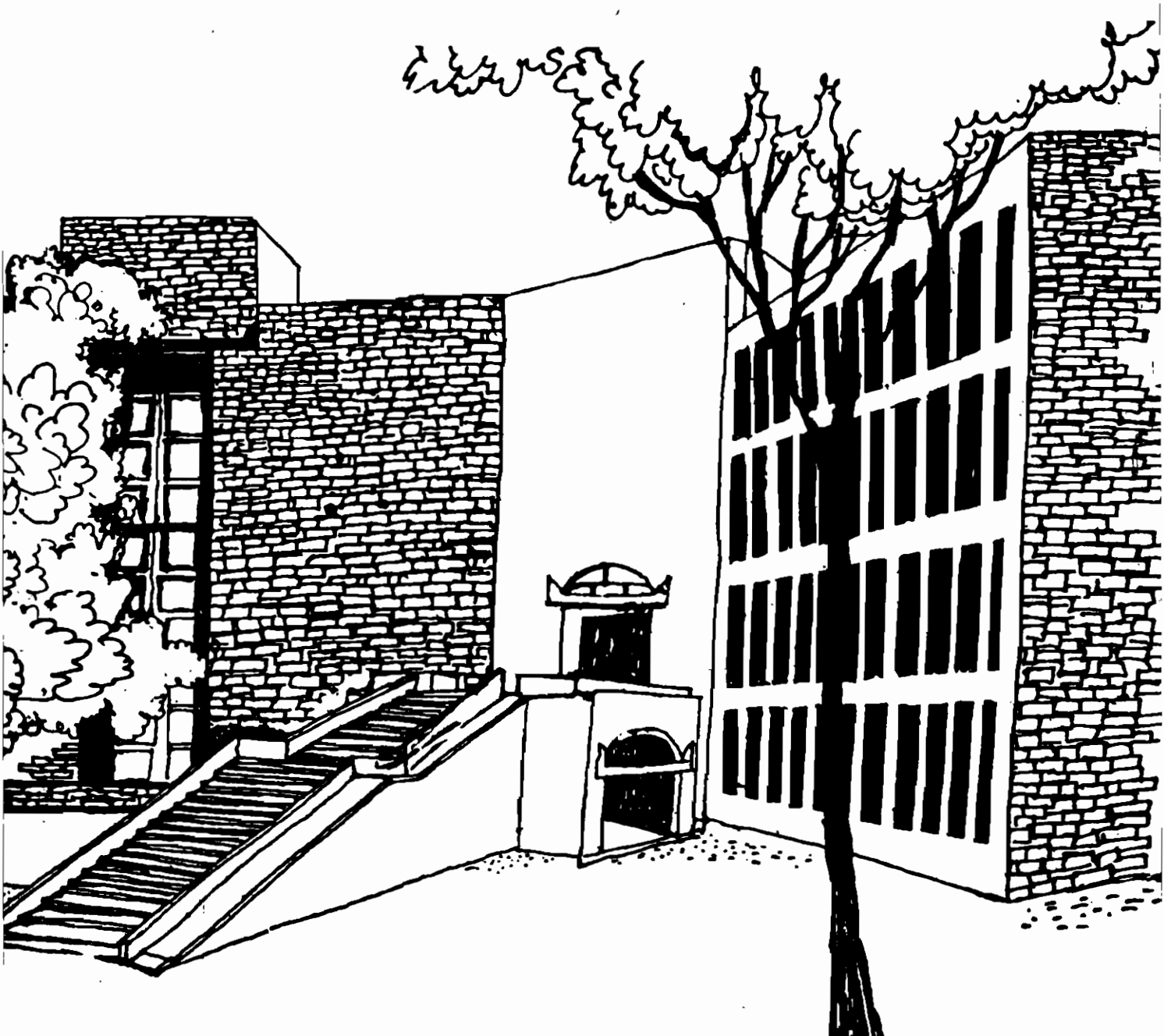




Working Paper



**FROM INSPECTION SYSTEMS TO PEER LEARNING:
TEACHER DEVELOPMENT IN PRIMARY EDUCATION**

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FROM INSPECTION SYSTEMS TO PEER LEARNING:
TEACHER DEVELOPMENT IN PRIMARY EDUCATION

P.G. Vijaya Sherry Chand and Shailesh R. Shukla¹

Abstract

The inspection system is a visible link between the large numbers of village-based teachers and the district-level administration. While it may be successful in its 'school audit' function, dissatisfaction with the system seems to be related to its inability to play a 'teacher development' role. Perhaps this failure is not of the inspection system, but of the mechanisms for teacher development. Other institutional mechanisms like the panchayati district education committee, the in-service training opportunities currently provided, or the meetings of school complexes and the pay-centre schools are unable to pay attention to teacher development issues. An alternative to such "top down" mechanisms is necessary. A perspective which puts the practices of teachers first can lead to decentralized "peer learning systems". These systems -- teacher driven and controlled -- can draw on resources already available within existing information systems, for instance, the contributions of outstanding teachers or insights from the inspection reports. District-level management systems like the inspection set-up or in-service training centres, whether bureaucratic or panchayati, can play a supportive role in the financing and monitoring of such initiatives. Such a perspective can also provide an understanding of how, in the context of the current debate on democratic decentralization, a partnership between the teaching community, the administration and panchayati raj institutions can be evolved.

1. Fellow and Academic Associate, respectively, Ravi J. Matthai Centre for Educational Innovation, IIM Ahmedabad. We thank Mr. G.J. Raval, District Primary Education Officer, Surendranagar, Gujarat, for allowing us access to inspection reports and records of the meetings of the district education committee, inspectors and school principals. We also thank Prof. Arun Monappa for his comments on an initial draft of this paper.

Introduction:

The inspection system in primary education has evolved as an outcome of an administrative approach to the management of education. It is seen as a crucial element in the supervision of both schools and teachers. However, there is all-round dissatisfaction with the system, which is often seen as "outmoded and counter-productive" (Singhal et al. 1986). The inspectors themselves feel that their recommendations are usually not taken into account by the educational bureaucracy and that the large number of schools they have to inspect makes their task impossible. The teachers are very often not satisfied with the inspection. Many feel that it has become more a perfunctory and routine evaluation of a year's work of a teacher in a few minutes. However, regardless of the general dissatisfaction, the inspection system constitutes an important link between the vast number of village-based teachers and the management structures at the district level. Recent debate on the management of primary education supports teacher professionalism, a re-focussing on decentralization through the Panchayat Raj Acts of 1992, and a renewed effort towards improving literacy levels. Thus, the context in which the inspection system has to function in the future and the nature of the challenges it will be faced with, are changing. An assessment of the inspection system's potential for responding to this emerging situation and a reconceptualizing of its future role are, therefore, an essential part of any strategy for revitalizing primary education.

Understanding the Inspection System: Dominant perspectives

The school inspection system in India, established during colonial times, derives its origins from the inspectorate system established in England in 1839 (Singhal et al. 1986). It was formally initiated after the famous Wood's Despatch of 1854 and a system of 'district inspectors' and assistant or deputy inspectors was well established in the British-ruled provinces by the 1880s. Interestingly, by this time, many provinces had appointed women inspectors (ibid: 6). In provinces like Bombay, the inspection and other educational staff were transferred to local bodies, but the "bureaucratic and non-academic" character of the inspection system continued (ibid:6). The inspection system came in for criticism quite early on, in independent India. Various education committees and commissions have commented upon the general dissatisfaction with the system and its weaknesses.²

A typical and very common approach to the study of inspection systems is to start with a construction of the dimensions of ideal educational inspection and supervision (for instance Khan, 1980; Shukla, 1983; Bhatnagar and Agarwal, 1987; Bhagia, Briggs and Bhagia, 1990). Supervision, in contrast to inspection, "has the ideal of cooperation. It places emphasis up (sic) teacher growth and teacher participation in school programmes and school administration" (Bhagia, Briggs and Bhagia, 1990: 120). Thus,

2. The Mudaliar Commission (1952) commented on the non-academic nature of inspection. The Kothari Commission looked into the problems of the inspection system in great detail. The National Policy on Education (1986, revised in 1992) moves beyond inspection into "a better deal to teachers with greater accountability... creation of a system of performance appraisals of institutions..." (section 7.3).

supervision is a service aimed at improving schools through "guidance and stimulation" whereas inspection tries to achieve the same goal through "superintending" (ibid: 119). The approach then derives an unexceptionable set of principles which characterizes effective inspection and supervision, while pointing out some of the weaknesses of the present system. The latter primarily relate to the excessive work load on the inspectors and the deficiencies in their competence.

However, how supervision or inspection is actually performed has not attracted much attention. The NCERT's study group of 1969 examined inspection practices (NCERT, 1969). NCERT (1970) developed evaluation criteria for inspection of secondary schools. A pioneering study of the inspection system in four states (Singhal et al. 1986) obtained the perceptions of teachers, headteachers and inspectors regarding the aims of inspection and the usefulness of the different inspectorial practices actually carried out. The study also considers some improvements needed in the structuring of the inspection system (ibid: 75-85) but, in conclusion, focuses on a redefinition of the role of the inspector. The required shift is identified as a movement away from an emphasis on the maintenance functions of administration, towards a focus on the academic and "developmental" functions. Such a reorientation of the inspector's role, within the framework of "professional management in education" (ibid: 98-112) is expected to result in an improvement of the efficiency of the educational system.

This distinction between the school audit function of the inspector and the teacher developmental role of the inspector is

a useful one which helps us place the inspection system within the context of teacher development in particular, and human resource development in general.

Issues for consideration:

Such a perspective starts by asking how teachers view the system, in contrast to identifying problems from the perspective of the administration. Specifically, (a) what meanings do teachers attach to "inspection" as it is practiced? and (b) how is inspection seen to be related to other facets of human resource development or personnel management?

If, as implied above, inspection cannot be looked at in isolation from related aspects like performance appraisal, in-service training and professional development, (a) how is the process of inspection itself evaluated and, (b) to what extent are the human resource development concerns listed above reflected in the deliberations at the two higher levels in the education hierarchy, namely the educational inspectors and the district education committees?

If the concern for these issues at these levels is either absent or inadequate, how do teachers attempt to meet these needs? What mechanisms are in place to meet the needs for appraisal and reflection? More specifically, what role do the school-complex meetings and pay-centre school meetings play in this respect? If even these mechanisms are inadequate, what future directions are open to teachers? (These questions have been summarized in Figure 1, which presents the framework adopted for the study).

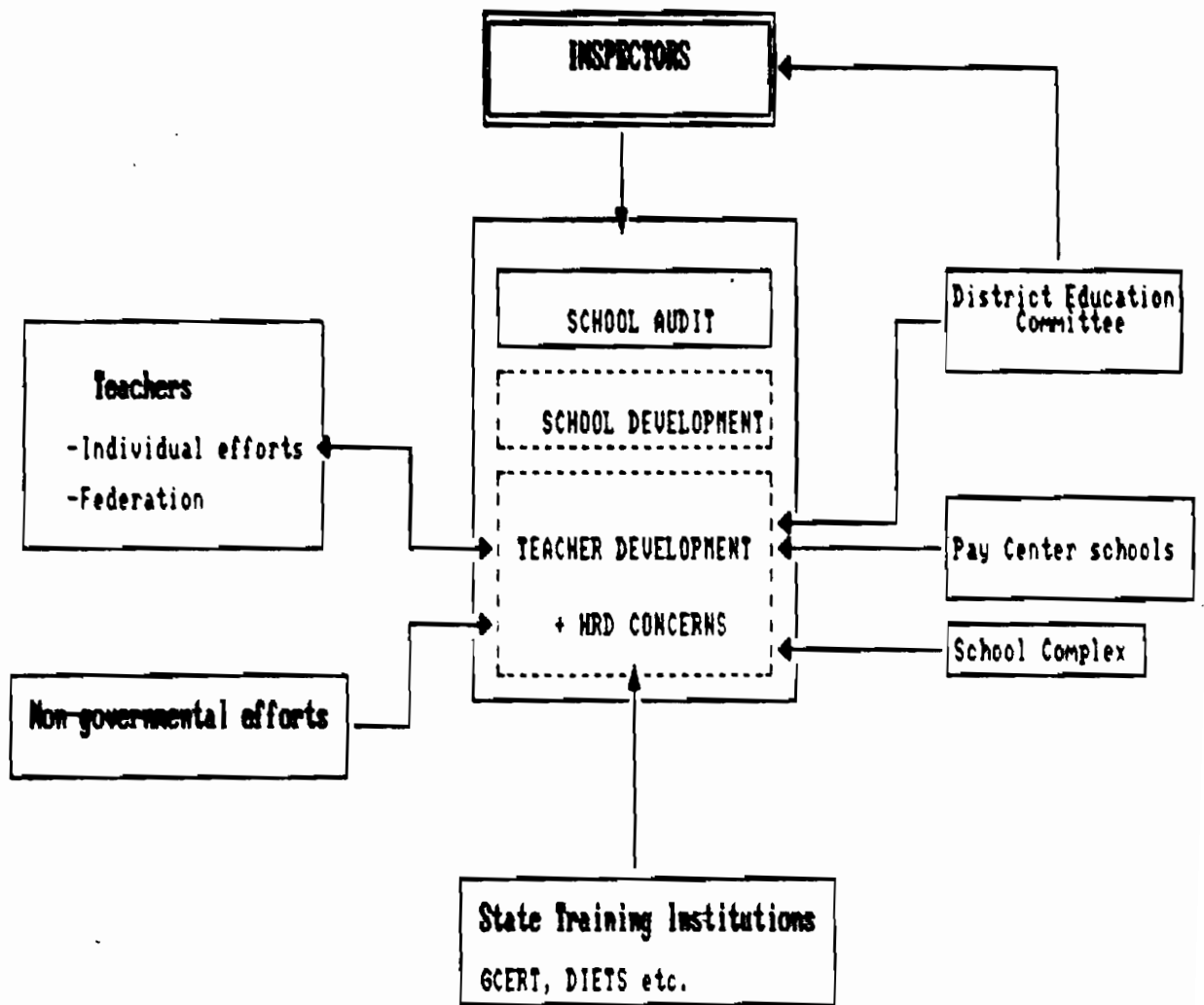


FIGURE 1: FRAMEWORK OF THE STUDY

This paper examines these issues in the context of the primary education management structures in Gujarat state. Surendranagar district has been selected in order to study the functioning of district-level administrative structures.

Methodology:

The sources of data were the following:

1. Feedback on the inspection system from 72 "outstanding" teachers from all over Gujarat, supplemented by semi-structured interviews with 18 of these 72 teachers. The teachers were selected by the Gujarat State Primary Teachers' Federation. Many of them had received "Best Teacher" awards from the state or Central governments.³ (The list of teachers is given in Appendix 1).
2. The recorded proceedings of all ten meetings of the District Education Committee of the District Panchayat, Surendranagar held over a 15-month period between 1991 and 1993 were analyzed.
3. Meetings of the Education Inspectors of Surendranagar: The proceedings of eight meetings held between 1992 and 1993 were available and all were selected.
4. Feedback reports prepared by the inspectors on the basis of their Inspection Reports: There are 832 schools in the nine talukas of Surendranagar. Two talukas, Vadvan (73 schools) and Sayla (90 schools), the inspection reports of which were readily available, were chosen for study. The schools were selected as -----

3. This exercise with the teachers was carried out alongside a study of innovative teachers, Vijaya Sherry Chand, P.G. and Shailesh R. Shukla, Teachers as Transformers: innovations in primary education, Report submitted to UNICEF, 1995.

follows: From the list of schools of each taluka, 10 schools in Vadvan and 11 in Sayla were first selected at random, as the sample for the reports of the year 1991-1992. From the remaining schools, another set of 10 schools of Vadvan and 11 of Sayla were selected at random for the reports of the year 1992-93. Thus, in all, 42 schools, or about 25 percent of the total number of schools in each taluka were selected for study. The feedback sheets, prepared on the basis of the inspection reports of these 42 schools, and sent to school headteachers by the inspectors, were analyzed.⁴

5. School Complex meetings : Recorded proceedings of all the 14 meetings held in four school complexes during the years 1992 and 1993 were selected. In all, there are 104 school complexes in the district.

6. The meetings of the headteachers of the 15 pay-centre schools of Vadvan taluka were selected for analysis. There are 114 pay-centre schools in the nine talukas of Surendranagar. Out of the 78 monthly meetings held over seven years -- 12 meetings per year from 1987 to 1992 and six in 1993, 26 were systematically selected, four from each year, starting from September to December 1987, with each successive year covering the next four months in the cycle. Thus, for 1988 January to April were selected, for 1989 May to August were selected, and so on. However, for -----

4. The inspection reports include two sections, one which is filled in by the inspector, and the other by the headteacher. These sections provide data mainly on the infrastructural facilities of the school (usually presence or absence is indicated), details about teachers and attendance, and the subjective assessments of the inspectors. (See Appendix 2 for the formats). These two sections have not been considered for purposes of this paper. Only the feedback sheets prepared on the basis of the reports have been taken into account.

1993, May and June had to be selected since data were available only up to June.

In addition, the study draws on informal discussions with the district primary education officer and a few educational inspectors. The interviews and the proceedings of the various meetings, after translation into English, were "coded-up" (Holsti, 1969; Krippendorff, 1980 and Fielding, 1993) for content analysis. The tabulation and analysis were undertaken with Epi5 software.

The number of teachers whose opinions are considered here is very small compared to the total number of teachers in the state. However, the sampling could be termed strategic in the sense that all these teachers are considered "outstanding" by their own Federation and many have received "best teacher" awards. In addition, though their views may not encompass the entire range of opinion, their long experience of the education system may indicate crucial aspects of teacher development which need further exploration.

The paper first looks at the structure for management of primary education in Gujarat. This structure provides the context for any human resource development initiatives with teachers. The second section takes up the perspectives of the teachers with regard to inspection systems. The next three sections examine the extent to which teacher development concerns are expressed and acted upon at the levels of the district education committee, inspectors and teachers themselves. The concluding section links the re-structuring of inspection systems with future management of primary education.

1.0 Structures for Management of Primary Education in Gujarat

Primary education has been 'free and compulsory' in Gujarat⁵ since the founding of the state. The state government finances the entire primary education system. About 18 percent of the budget is allocated for education and close to half of this amount is spent on primary education. The existing pattern of primary education in Gujarat provides for seven years of schooling -- four years of lower primary and three years of upper primary schooling. There were 32229 schools in 1992⁶, with about 85 per cent of them under the administration of the District Panchayats.⁷ The total enrollment in 1993 was about 75 lakhs with Panchayat schools accounting for about 75 per cent of this figure.

Prior to the formation of Gujarat state, most districts had a District School Board with an administrative officer. Similarly municipalities had Municipal School Boards. Once the responsibility for primary education was transferred to the District Panchayats, the District School Boards were reconstituted in 1963 as the District Education Committees under the provisions of the Gujarat Panchayats Act, 1961. A special administrative officer

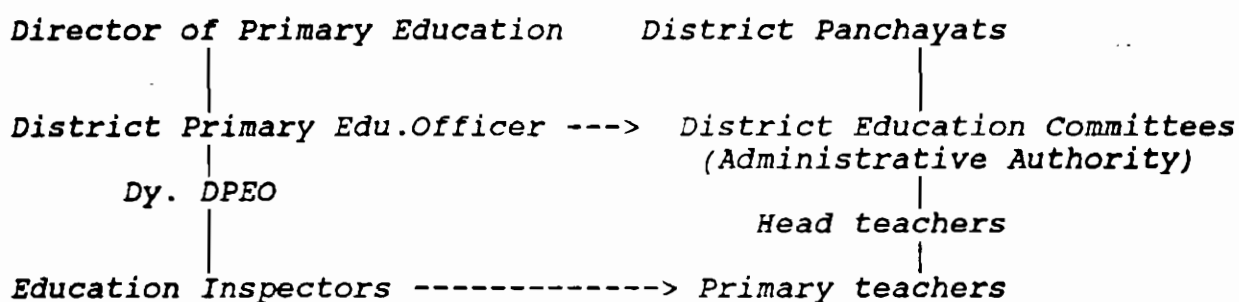
5. The main Acts and Rules which govern primary education in the state are the Bombay Primary Education Act, 1947, The Bombay Primary Education Rules, 1949, both of which have been modified periodically, the Gujarat Compulsory Primary Education Act, 1961, and the Gujarat Panchayats Act, 1993.

6. Source of data provided in this paragraph: Directorate of Primary Education, Gandhinagar.

7. This paper will focus mainly on the District Panchayat schools which account for about 85 percent of the schools in the state.

for primary education, designated as the District Primary Education Officer (DPEO), was appointed. The DPEO is also the Secretary of the District Education Committee. The duties, responsibilities and powers of the District Education Committees are specified by the Bombay Primary Education Act which also confers on the Directorate of Primary Education powers to control the committee (see Sections 48-56). Hence there is a "dual" structure which may be depicted as follows:

Figure 2: Dual Structure of Primary Education, Gujarat



The category of "education inspectors" at present comprises three kinds of inspectors: (a) Inspectors (education) -- there are about three such inspectors on an average in each taluka; (b) Inspectors (Administration), one per taluka; (c) Inspectors (Enrollment), one per taluka. While many of the inspectors are primary teachers who have been promoted, there is also a system of direct recruitment of graduates for the posts of inspectors. As of early 1994, there were 1054 educational staff, including more than 500 inspectors, under all the district panchayats.

1.1 Roles and Responsibilities:

1.1.1 District Education Committee:

The District Education Committees are constituted by the

respective District Panchayats in accordance with the norms laid down in the Panchayats Act. A Committee can have a maximum of nine members (Government of Gujarat, 1993: sec.145(3)) and exists for the duration of the District Panchayat. The members elect a President from among themselves. As far as primary education is concerned, the Committee's main responsibilities include overseeing all educational activities in the district, managing the Primary Education Fund for the district, opening new schools after government's sanction is obtained, recruiting teachers (through a selection committee) as per sanctions accorded by the government, inspecting schools through the DPEO and educational inspectors, conducting examinations wherever relevant, suggesting appropriate improvements in curriculum and textbooks.

1.1.2 Education Inspectors:

The powers and duties of the Education Inspectors have been specified in the Bombay Primary Education Rules, 1949 (see sections 167 and 168). The main function is inspecting every year all approved private schools and panchayat schools and preparing inspection reports on the work, attendance and administration of each school inspected and confidential reports on teachers. In addition, the inspectors arrange for collection of statistical reports on attendance, enrollment etc. from the headteachers of the schools. The developmental role of the inspector includes discussing with the teachers "the main defects in the methods of teaching" and holding "conferences of primary school teachers... for improving the quality of work in primary schools or explaining to them the new ideology or methodology in primary education" (Government of Gujarat, 1992: 85).

The structure that has been instituted or modified by the Acts/ Rules and the various amendments, traces its origins to the colonial system of education. For instance, the Bombay Primary Education Act of 1947 replaced an earlier act of 1923. The primary legacy of such an evolution is the ideological bias towards 'control' and 'supervision' characteristic of traditional administrative or bureaucratic conceptions of management. The inspection system has not been an exception to this legacy and has come to place more emphasis on the inspectorial role than on the developmental role of the inspectors (Singhal et al. 1986).

1.2 Structures for in-service training and teacher development:

The Gujarat Council of Educational Research and Training (GCERT) is the apex body which directs the teacher development activities in the state. The Council has a Director, a Secretary, Readers, Research Associates and administrative staff. It coordinates with the district-level institutes (the DIETs). At present there are 17 DIETs covering all the districts. Each DIET is supposed to have 14 to 15 staff -- a Principal, 6 Senior and Junior Lecturers, 1 statistician, 1 librarian, and clerical and administrative staff. There are three kinds of in-service training programmes undertaken by these institutions:

(a) 20-day programmes for those who are less than 50 years of age, but have at least 15 years of experience. This training focusses on curriculum and subject-wise training. The main subjects handled are Gujarati, Social Studies, Mathematics and Science.

(b) 6-day programmes which focus mainly on educational policy

and the Minimum Levels of Learning (MLL) programme.

(c) 3-day programmes for teachers who have about five years of experience, focussing on educational technology.

The actual performance, according to state officials, leaves much to be desired. Many of the DIETs are under-staffed. While exact data on the number of teachers trained and the duration of training are not available, during the "last five years (1989-1994) about 25000 teachers have been trained in... language, science-maths, research, environment, evaluation and curriculum, population education etc." (Secretary, GCERT, personal communication). The focus of training has shifted to the MLL programme, which has been promoted in a big way. For instance during 1994, about 50,000 teachers were exposed to the MLL and SOPT programmes. The selection of trainees is done by the District Primary Education Officer and preference is given to younger teachers (R. Chaudhary, Director, GCERT, interview).

To summarize, the centralized training institutions suffer from shortages of staff, the in-service training programmes offered have not covered a majority of the teachers, and the focus has shifted to exposure/ training programmes related to projects like MLL.

2.0 Inspection System: Teachers' perspective

As stated earlier, discussion on inspection systems usually adopts the perspective of the administration. In an effort to look at an alternative approach to the study of the inspection system, feedback from 72 primary teachers was gathered in order to arrive at an understanding of the meanings attached to the

"inspection system", the strengths and weaknesses as the teachers perceive them, and the expectations teachers have of the system. The assumption was that from the perspective of the teachers, the "inspection system" is always seen as being in relation with other aspects of personnel management or human resource development systems like training, professional development, performance appraisal etc. Thus, the teachers' perceptions of the inspection system, which have the potential to constitute feedback for improving policy formulation, need to be understood in a framework which goes beyond the inspection system per se.

The written and interview responses of the teachers with regard to their understanding of the inspection system, its faults and potential, were analyzed. The themes which emerge are discussed below:

1. What is being inspected: focus on teacher versus focus on school

The practice of inspection attends to both the school -- its facilities and overall academic performance -- and the functioning of individual teachers through a class-wise assessment by inspectors and the reports of headteachers. However, for all the teachers studied, the practice of school inspection has been progressively devalued: (i) school inspection has become routine, "we can do nothing to change it"⁸ (ii) the infrastructural deficiencies identified during inspection are not acted upon, (iii) it is the primary responsibility of the teachers or headteacher

8. Specific comments have not been linked with the teachers who stated them.

to raise resources from private sources or from panchayats through political or administrative channels -- "inspection is not going to lead to sanctioning of funds". In contrast to the low importance attached to inspection of the school, the teachers attach a lot of importance to inspection as a means of getting feedback on their teaching practices. Typical comments are: "Inspection has an administrative aspect, but we consider the educative aspect more important"; "we want to know whether what we are doing is right". This fundamental distinction between inspection of the school and inspection as a process of appraisal determines the expectations teachers have of the system and disappointment when the inspection system is unable to respond to the teachers' appraisal needs.

2. Failure of appraisal and teacher professionalism:

At the same time, many teachers with a more analytical bent highlight the negative effects of this failure on teacher professionalism. A few typical comments follow:

- (a) "This (failure) may suit the poor teachers, but it will only make them poorer";
- (b) "We do not know how, formally, to differentiate good teachers from bad teachers";
- (c) "What we think is good work does not get recognized and this uncertainty is demotivating".

Regular testing of the teachers' knowledge and skills -- every three to five years -- has been suggested by 14 out of the 72 teachers as a mechanism which can enable primary teachers to upgrade themselves. About half of the teachers interviewed point out the absence of linkages between training and inspection as an

area needing improvement. For instance, whenever changes are made in the syllabus, there is a lot of anxiety among certain teachers about the new demands that will be made on them. The inspection system, through its appraisal of teachers, should enable them to negotiate such critical periods.

3. Appraisal and "expert" inputs:

Many teachers look for opportunities to enhance their capabilities. Most teachers work alone or in small groups, very often isolated from their colleagues. Thus opportunities for professional sharing are few. In addition, in-service training opportunities are limited, with the norm of refreshers every five years more an exception. However, of late, many teachers have utilized the professional meetings organized by the state-level Teachers' Federation to present and discuss their work at the taluka and district levels. A third factor determining the anxiety to look for opportunities for professional development, is the perception of many teachers -- including "good" teachers -- that they lack adequate "subject-matter knowledge". While the period system of teaching (teachers specialize in certain subjects under this system) is found in some places, most teachers have to teach a range of subjects. Subjects like mathematics, science and certain parts of geography are seen as especially difficult to teach. In addition, other topics seen by the teachers as necessary inputs include child psychology, use of drama and puppetry, English language skills and general administration. In this context, an inspector -- a more qualified direct recruit or a more experienced senior teacher -- is seen as a person who will not only provide feedback but also give additional inputs on "new

trends". In fact, provision of such inputs is expected, not only of the inspector, but also any "expert" outsiders who happen to visit their schools.

4. Inspectors as prisoners of the inspection system:

According to most of the teachers interviewed, many of their teacher colleagues still view inspectors as representatives of a control-oriented bureaucracy. As a result, inspection often creates fear and in rare cases even results in some teachers attempting to use dishonest means to obtain favourable reports. However, many of the teachers see the inspector as a prisoner of the system -- a "meek dictator" (Kumar 1990) one step higher than themselves:

"Inspectors are powerless".

"Their recommendations only get filed".

"They themselves lack training -- the immaturity of some of the directly recruited fresh graduates is very obvious".

"Some of them consider themselves superior. Unfortunately, this leads to friction with senior teachers who may have decades of experience".

"Inspectors are overloaded and therefore their visits are brief".

"Sometimes we are asked for our opinions on what should be done to improve the system; what we say has no effect, because the inspectors cannot act on what we say".

5. Excessive routinization and standardization:

The inspection process has become so standardized and routine that "co-curricular activities of teachers are not considered"; "the research activities done by teachers do not enter the picture at all"; "teachers are evaluated very quickly on the

basis of the children's memory"; "variations between individual teachers are missed out".

To summarize briefly: from the perspective of the sample of teachers, the failure of the inspection system is a failure of the human resources development function in primary education. Performance appraisal, feedback on small research initiatives of teachers, in-service training to overcome perceived deficiencies in subject matter knowledge and guidance in their practice are some of the important needs which appear to be unmet. The inspection system is expected to perform an "audit" function with the school and a "developmental" role with teachers. It achieves the former, but is not geared to achieve the latter. This is a major reason for the general disappointment with the inspection system among teachers as well as inspectors.

The next section looks at the role of the two higher levels in the education hierarchy, namely the educational inspectors and the district education committees, in performing the 'developmental' function which the inspection system is unable to undertake.

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3.0 District and taluka level mechanisms for teacher development⁹

3.1 District Education Committee

The District Panchayat is the supreme administrative authority in the district. The District Primary Education Officer acts as the secretary of this body. The minutes of ten meetings¹⁰ were analyzed to determine the focus of the discussions. Attendance at these meetings ranged between six and 12 members (mean = 8.8). Six of the ten meetings had co-opted members present and three meetings had an invited member (a well-known political leader) present.

The analysis of the ten meetings reveals a total of 36 issues which were taken up (not counting the confirmation of previous proceedings). These issues may be classified as follows: (Table 1. Figures in brackets indicate the frequency of the occurrence of the kind of issue. See Appendix 3 for a complete list of the issues. Resolutions confirming minutes of previous meetings have been ignored).

9. This section does not deal with the district-level training centres (DIETs) which are yet to stabilize. The ability of such centralized structures to cover a reasonably large number of teachers may be doubted. In-service training, as it is conceptualized as present, is ad hoc in its approach (Gaur, 1986), does not cover many teachers, and is seen as a ritual (Amin, 1993: 78).

It should also be noted that the Teachers' Federation has initiated study circle meetings and taluka-level meetings, (see various issues of Shikshak Jyot, Gujarat State Primary Teachers Federation, 1993). These initiatives are ad hoc, but need to be welcomed.

10. These meetings were held over a period of about 15 months on the following dates: 20/06/91, 15/07/91, 22/10/91, 25/11/91, 24/01/92, 17/02/92, 07/03/92, 23/07/92, 04/11/92 and 23/02/93.

Table 1: Issues considered by District Education Committee

Education committee's internal norms	(6)
Approving new schools	(4)
Approving school repairs	(3)
Inter-district teacher transfer	(15)
Finance-related issues	(3)
Norms related to school functioning	(5)

Inter-district transfer issues have been a major concern of the committee, and constitute the only issue directly related to teachers. The transfers are of three kinds -- mutual transfers between districts, transfers out of the district and transfers into the district. The committee can decide by itself on ten percent of the approved shortfall in teacher strength, but it should follow the order of transfer requests filed by the DPEO. Generally the committee has considered requests from women teachers who want to join their husbands in other districts, favourably. As noted elsewhere (see Management of Universalization of Primary Education) inter-district transfers are related to the imbalance in recruitment procedures -- a relatively high proportion of teachers is from a few educationally well developed districts. While norms for regulating transfers have been laid down (Notification PNS/ 1-91-22444/501 Gujarat, dated 10/10/91 issued by the Director of Primary Education), transfer is an issue of concern and dissatisfaction for many teachers.

The meetings do not reveal any discussion of or concern for teacher development issues like regular training or appraisal. Given that the district education committee is the highest administrative authority at the district level, expression of concern about developmental issues at this level might communicate the importance attached by the district level panchayat authorities

to professional development of teachers. Perhaps there is need for a sub-committee to take up specific responsibility for teacher development issues and work in collaboration with the DPEO and inspectors.

3.2 Meetings of educational inspectors

The educational inspectors of the district meet roughly once a month to plan and review the educational activities in the various talukas. Eight meetings of educational inspectors¹¹ were analyzed with a view to identifying how teacher development concerns are reflected at the level of the educational inspectors. A total of 74 issues were discussed at these meetings. These have been classified as follows (Table 2):

Table 2: Issues Considered by Educational Inspectors

ISSUE	Freq	Percent
<u>Issues directly related to teachers</u>		
SERVICE CONDITIONS OF TEACHERS	14	18.9%
AWARDS FOR SCHOOLS/ TEACHERS	4	5.4%
TRAINING PRINCIPALS IN HEALTH EDUCATION	1	1.4%
WOMEN TEACHERS ISSUES	1	1.4%
IRREGULAR TEACHER ATTENDANCE	2	2.7%
<u>School/ Educational management issues:</u>		
SCHOOL ADMINISTRATION	14	18.9%
SCHOOL REPAIRS	3	4.1%
SCHOOL-LEAVING CERTIFICATES	1	1.4%
IRREGULAR STUDENT ATTENDANCE	1	1.4%
MIDDAY MEAL SCHEME	5	6.8%
PARENT CONTACT	2	2.7%
TEXTBOOK ISSUES	4	5.4%
<u>Inspection administration:</u>		
INSPECTION VISITS	5	6.8%
REPORTS	6	8.1%
<u>Non-educational work of teachers:</u>		
SCHEMES (FP/LITERACY MISSION/ICDP)	11	14.9%

Total	74	100.0%

11. The records available covered the following dates: 13/9/92, 1/12/92, 18/1/93, 23/2/93, 3/4/93, 1/5/93, 1/6/93 and 18/6/93. These meetings cover a period of about nine months.

Issues directly related to teachers constitute about 30 percent of the total issues discussed. The issue of irregular attendance of teachers was discussed on two occasions, with the decisions on both occasions being to increase the frequency of surprise visits and to warn habitual offenders. 'Training principals in health education' was a brief discussion on exposing some principals to health issues. The issue of awards to teachers or schools refers to collection of information about outstanding teachers and getting their competition entries prepared and, transmitting information about the "Best Teacher Award" and "Best School Award" to the teachers.

3.2.1 Women teachers and professional development:

The single instance of discussion of concerns of women teachers related to what the inspectors perceive as a problem: women teachers bringing their young children of below school-going age along with them to work. This supposedly distracts the teachers from their teaching duties since they are more concerned with minding their own children. The decision taken was to instruct schools not to allow this practice. This particular issue was also raised in a few meetings of teachers which the present authors attended. It is linked with other informal practices which are perceived to "benefit" women, for instance, "easy" postings, more elasticity in interpretation of leave rules etc. The document Managing Universalization of Primary Education (1994: 31-32) highlighted the urgent need to examine gender-related issues within the education system:

The educational system is a microcosm of the wider society and problems afflicting society are bound to be reflected in

the system. One such problem is the hold that the ideology of gender has over distribution of power in society. With a majority of the new teachers being women, the total teacher population in the state will soon have a majority of women teachers.

The report also suggested certain measures to take care of problems articulated by women teachers. Some of these measures are (ibid: 32):

- women teachers should not be appointed in one-teacher schools;
- ideally, at least two women should be working together, in order to provide mutual support and to counter gender discrimination;
- in cases where harassment on grounds of sex is noticed, there should be opportunities for redressal within the system, for instance at the DPEO level.

The Primary Teachers' Federation has recently introduced women's fora at the district level through which experienced women teachers organize meetings for the junior teachers to discuss work-related issues. As one teacher puts it:

Such meetings can only be an initial step. The crucial point is that most of the positions of power in the education bureaucracy are occupied by men even though almost half the teaching force is made up of women. Our Federation has now deliberately introduced positions for women on its managing committee. Yet the attitudes found among men in society are also seen in our profession and it is difficult to counter such attitudes without support" (Manjari Joshi, interview June 1994).

3.2.2 Service conditions:

An examination of the 14 issues taken up under this category indicates that these have to do mainly with service rules: (Table 3, figures in brackets indicate the frequency)

Table 3: Service Conditions of teachers: meetings of Educational Inspectors

Provident fund procedures (1)
Leave procedures (1)
Insurance premium collection (1)
Pension cases (4)
Resignation procedures (1)
Festival advances for teachers (1)
Working out transfer vacancies as per set-up (2)
Arrears of retired teachers (1)
Teacher allowances (2)

To summarize, teacher development issues constitute about 30 percent of the issues taken up by the educational inspectors at their district meetings. About 40 percent are educational and school management issues, and the remaining 30 percent are almost equally divided between planning of inspection visits and non-educational schemes like family planning, literacy mission etc. in which teachers are involved. The teacher service related issues have mostly to do with administrative issues like pensions, allowances, provident fund, transfers etc. Looking at this picture, one may conclude that the district-level meetings of the educational inspectors do not reflect concerns related to teacher skill development, appraisal or professional development. Some district-level meetings are crucial planning and review meetings which are attended sometimes by senior officials like the Director of the state's Primary Education department. As earlier when discussing the district education committee's meetings, expression of concern about human resource development at the highest levels in the district may help in communicating a

developmental focus on the part of the district management, as a counter to the present 'control' focus.

Concerns of women teachers is another issue needing attention. Problems related to women teachers often reflect dominant patriarchal values and structures. Efforts for professional development of the teaching force will need to take into account the hitherto neglected gender dimension. One may argue that the problem of the women teachers is also the problem of non-enrollment of girls noted in many studies. Professional development of women teachers may perhaps equip them to understand and counter the disadvantages that girl children face. There are examples of individual women teachers¹² who, through their own efforts to understand social structures better, have aimed for and achieved cent percent enrollment of girls in their villages.

4.0 School-level mechanisms for professional development:

4.1 School Complex Meetings:

The proceedings of 14 meetings held in four school complexes during 1992-1993 were examined in order to identify the kinds of issues taken up. Attendance figures for seven of these meetings were available. The average attendance per meeting works out to about 43, against an average invited participation of 52. The meetings were usually held in the afternoons. In three meetings, the time spent (about three hours on an average) was recorded. The meetings were usually conducted by the headteacher or teach-

12. See Vijaya Sherry Chand, P.G. and Shailesh R. Shukla, Teachers as Transformers: innovations in primary education, Reported submitted to UNICEF, 1995.

ers of the respective high schools with the general methodology including lectures on specific subject-related topics followed by discussions or question and answer sessions. At a few meetings educational inspectors delivered special lectures. In all, 42 different topics (sessions) were handled. The analysis of the topics taken up indicates three broad categories, (figures in brackets indicate the number of topics): general educational/school issues (13); specific subject-related issues -- language (9), mathematics and science (9), social studies and others (6) -- and teaching methodology related topics (5). Appendix 4 lists all the 42 topics and the number of times they were taken up in different high schools.

The meetings have the general aim of exposing primary teachers to the skills and expertise of high school teachers who have degree qualifications. The agenda for such meetings result from a mix of what the high school has to offer and what the educational inspectors perceive are the training needs of the primary teachers. The analysis indicates that a wide variety of topics has been covered through the lectures. However, a coherent provision of inputs seems to be lacking. A few general points noted by primary school teachers themselves during individual interviews may be noted: The idea behind exposing the primary teachers to high school teachers is a good one, but often the meetings turn out to be a series of individual lectures on a variety of topics. The limited time available for the topics makes only a superficial treatment of the issues possible. Many of the topics, especially the ones related to mathematics and science, are relevant for primary teachers, but a planned skill development programme

with proper monitoring would constitute an in-service training programme. In addition, it is difficult to cover many teachers under this system.

4.2 Pay-centre Schools Meetings:

The headteachers of the pay centre schools meet at a central place once every month. The pay centre schools constitute a structural mechanism for administration of matters relating to teacher salaries, relaying official communications to the schools under their jurisdiction, hosting study circle meetings of teachers and facilitating discussion of general administrative matters. As mentioned earlier, 26 meetings covering the period September 1987 to June 1993, were analyzed. Appendix 5 presents the results. The average attendance at these meetings was about 13. In all, 138 issues were taken up; 59 items were taken up only once and 26 items accounted for the remaining 79 issues. Interestingly, family planning drives (6 times), and small savings, scholarships and functioning of the mid-day meal scheme (5 times each) were the items discussed most often. A classification of the issues discussed reveals that HRD issues account for only 2.9 percent of the issues (4 out of 138). In-service training in general, the school complex, a study circle meeting and participation in a science fair were discussed once each. Discussion on reports (for example, statistical information on schools, UPE forms), and school norms (timing, attendance, student results, certificates, text book distribution, building rent payment etc.) account for about 43 percent of the issues. Non-teaching work like small savings and family planning drives, and planning for social activities like Gandhi week, Teachers' Day etc. account

for about 23 percent, and teacher-related issues like pensions, allowances, clarifications of salary bills etc. account for about 17 percent. An analysis of the nature of the discussions reveals that about 41 percent were in the form of instructions to be relayed to teachers on "do's and don'ts"; about 30 percent were planning discussions and 21 percent were information provided to the participants. Looking at the kinds of the issues taken up and the nature of the discussions, it is clear that instructions and providing information regarding issues related to school administration and reporting to higher levels or preparation of statistical reports, command the attention of the principals. Given the administrative concerns of the principals, it is unreasonable to expect this forum to focus on teacher development without external support from the district administration or teachers' federation.

5.0 Inspection Reports:

5.1 Feedback sheets from inspectors to headteachers:

The inspection reports have two parts, one to be filled in by the headteachers and the other by the inspector. From the inspection reports a feedback summary report is prepared by the inspectors and sent back to the headteachers for appropriate action. Forty two such feedback reports were analyzed to determine the kinds of issues on which feedback is given and the nature of the feedback itself. The background information about the schools covered by the feedback sheets is given in Appendix 6. Two-thirds of the schools have between 100 and 300 students each. There is only one single-teacher school. This school has 43

students in Classes 1 to 4.

General comments of inspectors:

The general comments of the inspectors on the areas needing improvement and on the positive features of the school are given in Table 4. It should be noted that the positive features are outstanding features which extend beyond what is normally expected of the school. In other words, absence of a positive feature does not mean that it is an area for improvement. Likewise, areas for improvement are the very obvious deficiencies noted by the inspectors. As we shall see in Table 5, the inspectors are stricter in their evaluation when they offer class-wise comments on specific subjects. For instance, in only six out of 42 schools are "educational standards" obviously poor (Table 4). But, as is evident from Table 5, a large number of schools need to improve their performance in building basic competencies.

Table 4: Comments of Inspectors: feedback sheets

(a) Areas needing improvement:

CLASSES -->	# SCHOOLS					Total
	NA	1-4	1-5	1-6	1-7	
TOTAL SCHOOLS	3	9	4	4	22	42
Resources for infrastructure	0	1	1	2	5	9
Resources - educational material	0	1	1	2	2	6
Educational standards	0	1	1	1	3	6
Cocurricular activities poor	0	0	0	0	1	1
More attention to lower primary	0	0	0	0	5	5
Upper primary poor	0	0	0	0	2	2
School environment	0	3	0	1	1	5
Consolidation of school records	2	0	2	0	4	8
Institutional processes	1	1	1	0	6	9
Socially useful productive work	1	1	1	0	3	6

57

Table 4: Comments of Inspectors: feedback sheets (contd.)

(b) Positive features of the schools:

	CLASSES				Total
	1-4	1-5	1-6	1-7	
Attention to weaker sections	0	0	0	1	1
Efforts for language teaching	0	0	0	1	1
Enthusiastic teachers	1	0	0	0	1
Good all round efforts	0	0	1	0	1
Good enrollment efforts	1	1	1	1	4
Good health education	1	0	0	0	1
Good improvement	0	0	0	2	2
Good parent contact	0	1	0	4	5
Good prayer program	0	1	0	0	1
Good resource raising	1	0	0	0	1
Good school environment	0	0	0	1	1
Good teaching	0	0	0	1	1
Improved teaching methods	0	1	0	0	1
Self-prepared aids	2	0	0	2	4
Voluntary uniforms	0	0	0	1	1
Total	6	4	2	14	26

Resource mobilization for educational material like chalk etc. and for school infrastructure is an area often pointed out as needing improvement. The limitations of the teachers themselves in raising resources are quite clear. However, the feedback regarding consolidation of records and institutional processes would be useful to the headteachers. Remarks in this regard reflect on the way statistical information is handled in the school, and on the absence of processes like teacher group meetings, support to new teachers etc.

While the negative comments outnumber the positive features, the latter have the potential to motivate the good schools and also to indicate to the bureaucracy which schools/ teachers excel in which areas. For instance, four schools, two of them with Classes 1-4, have attracted attention on account of the teaching

aids prepared by the teachers. Other schools have succeeded in their enrollment drives. There is one school which has attracted the inspectors' attention on account of its attention to the "weaker" sections of society.

Such markers can be used to identify schools for further study or for visits by the top levels of the educational bureaucracy and panchayat. These visits can be very motivating for the school teachers. The data also reveal the broad areas of training for school headteachers in institutional management. They can also be used to determine the agenda for meetings of pay-centre school headteachers and the educational inspectors.

Class-wise feedback:

The class-wise feedback from the inspectors is summarized below. It should be noted that the comments of the inspectors are based on their visits to the classrooms and are usually not linked with any specific teacher. The exception is when the inspectors directly point out that a particular teacher handling a particular class is 'unprepared' or 'poor'. However, the headteachers would know which teacher handles which class. The reports are often shared with the teachers; sometimes they are kept confidential by the headteachers with only the points for improvement being discussed (personal interviews).

The class-wise comments were "coded-up" and the categories have been classified below (Table 5) under three dimensions: skills, teaching methodology and specific subjects. These comments indicate areas needing improvement. The skills component

includes mainly verbalizing ability and writing in the lower primary classes and paragraph writing in the upper primary classes. The "teaching methods" dimension includes "activity-based" learning in the lower primary classes as an important area needing improvement. According to the inspectors, the method of question and answers needs to be improved or used more often in the upper primary classes. The two subjects highlighted as needing improvement in a majority of the schools are Gujarati grammar and Mathematics. These conclusions offer insights into the kinds of in-service training that teachers need. It is also possible from the data to identify which teachers need which types of reinforcements. The data analyzed here pertain only to 39 schools, but it is possible to carry out the analysis at the taluka level so that the information can be fed to forums like the education complexes and pay-centre school principals.

Table 5: Class-wise feedback of inspectors

	Class1	Class2	Class3	Class4	Class5	Class6	Class7
Total number of schools	39	39	39	39	30	26	22
<u>Skills:</u>							
VERBAL	16	16	10	7	3	4	2
WRITING	18	21	19	22	7	11	5
HANDWRITING	1	1	2	3	2	1	0
READING	24	17	23	19	8	5	4
PARA WRITING	1	5	16	15	17	11	13
<u>Teaching methods/teacher:</u>							
TEACHING PACE	2	1	0	0	0	1	0
POOR TEACHER	5	1	1	0	0	3	1
ACTIVITY-BASED	16	11	0	1	2	0	0
QUESTION ANSWER	0	1	2	7	13	13	14
EDUCATION AIDS	8	3	1	2	1	2	3
REVISION	1	3	6	4	10	8	6
<u>Subjects:</u>							
GRAMMAR	0	0	3	10	24	19	19
MATHS PRACTICE	20	21	22	21	18	13	11

Additional comments:

In addition to the above general and class-wise comments, the feedback sheets also contain class-wise additional comments on specific topics or methodologies which need improvement. A detailed listing is not provided here, but a class-wise sample (Table 6) indicates the nature of these comments:

Table 6: Additional Comments: Educational Inspectors

Class 1

Difficult words to be identified and tackled
Maths teaching through games
Verbal skills in environment-related subjects

Class 2

Multiplication in maths
Number series in maths

Class 3

Language improvement for weak students
Tables in maths

Class 4

LCM in maths
More reading practice
Tables in maths
Punctuations
Regular homework

Class 5

Angles in geometry
Experiments in science
Good work in science and social study
Hindi writing

Class 6

Efforts to complete Maths curriculum
Group discussion
Profit-loss in maths

Class 7

Hindi writing
Language improvement
Maps and textbooks in short supply

These comments may be of use to headteachers in their class planning. It should be noted, however, that they refer very rarely to the "hard ware" problems like shortage in teaching material and to the issue of "curriculum load". While such issues

need not necessarily belong in a report going to the headteacher, copies of the feedback sheets are kept at the district level and issues raised in these may perhaps come to the notice of the district education committee. The feedback sheets also contain the rankings of the schools on a 1 to 3 scale along dimensions like language teaching, mathematics teaching, academic standards, building quality, co-curricular activities etc. These rankings are seen as being of little value and in practice do not serve any useful purpose.

6.0 Future Directions

First, the conclusions reached earlier are reiterated briefly:

- * From the perspective of the teachers, the failure of the inspection system is related to the failure of the human resource development function in primary education. Some of the unmet needs include performance appraisal and feedback, and in-service training to overcome perceived deficiencies in subject matter knowledge. While the inspection system's reasonable success in "auditing" schools is recognized, disappointment arises on account of its inability to perform the expected "developmental" role. Perhaps this failure is not of the inspection system, but of the mechanisms for teacher development.

- * The meetings of the top management at the district-level, the district education committee and the educational inspectors of the district, do not indicate discussion of or concern for teacher development issues. Expression of concern about developmental issues at this level might communicate the importance

attached by the district level panchayat authorities to professional development of teachers, as a balance to the present 'control' focus.

* The school complex meetings do not cover many teachers and suffer from the drawbacks of an ad hoc approach aimed at covering a large number of topics, mainly through lectures. The potential of this mechanism to move beyond just exposure into skill or value development appears to be limited. Likewise, at the level of the headteachers of pay-centre schools it is clear that instructions regarding school administration issues and preparation of statistical reports command the attention of the principals. It is unreasonable to expect this forum to focus on teacher development without external support from the district administration or teachers' federation.

* The inspection reports indicate a rich variety of data on school assessment, though they are not vocal on issues of curriculum load and textbook policies (for instance, the issues raised by Learning Without Burden, 1993). The feedback sheets are not just litanies of the drawbacks of the school, they also highlight distinctive positive features which are present. Such 'markers' can be used to identify schools for further study or for visits by the top levels of the educational bureaucracy and panchayat. These visits can be very motivating for the school teachers. The reports also reveal the broad areas of training for school headteachers in institutional management. Such data can be used to determine the agenda for meetings of pay-centre school headteachers and the educational inspectors. However, there is no mechanism for tapping the contents of the reports. The flow of such

reports is visualized as 'upwards', with only the feedback sheets coming 'downwards'. The processing of such data that should take place at the upper levels is not being carried out.

* Efforts for professional development of the teaching force will need to take into account the hitherto neglected gender dimension. Professional development specifically of women teachers, may perhaps equip them to better understand and counter the disadvantages that girl children face.

Teacher-driven systems for teacher development:

India's efforts towards achieving mass literacy have focussed on universalization of primary education and adult literacy initiatives. While much has been achieved, the problems of non-enrollment, high drop-out rates, poor achievement continue to cause concern. In a fresh attempt to tackle these persistent problems, panchayat management of primary education is being re-emphasized as the appropriate model. Regardless of the 73rd and 74th Amendments to the Constitution in 1992, India has a long history of panchayat involvement in primary and secondary education, with the panchayat structures being particularly strong in states like Maharashtra and Gujarat. The experiences with panchayat management have been mixed (National Institute of Educational Planning and Administration, 1994: 42-43): while the panchayats' role in expanding the coverage of primary education, improving the quality of education and increasing community awareness has been positive, there has been a deterioration in academic supervision of schools. Also, personnel management has been characterized by tensions between the elected members and officials over the issues of transfer and working conditions of

teachers.

The conclusions drawn earlier in this paper seem to suggest that as far as professional development of teachers is concerned, the issue of whether bureaucratic management or panchayat management is better may not be relevant. What is important is to identify the broad themes which emerge from these conclusions as necessary underpinnings of any future change.

Discussion of the drawbacks of the inspection system in connection with the developmental function expected of it has primarily focussed on the excessive work load on the inspectors, inadequate number of inspecting staff and the deficiencies in inspector competence. The 'problems' of the present system are perceived and solutions offered within the framework of the bureaucratic evolution of the inspection system. Thus, the 'problem' is perceived as inadequate inspection and lack of supervision, and the solution generally suggested is increasing the number of inspectors. However, "quantities don't generate designs, discrediting does" (Weick, 1977: 41), in the sense that more of the same in a faulty system will not generate the expected returns and that discrediting entrenched beliefs leads to learning. Therefore, the first aspect of a strategy for change should be re-design so that a "learning" system which incorporates the well-known "double loop learning" (Argyris and Schon, 1978) becomes possible. How can the outputs of the inspection system contribute to learning within the broader framework of teacher supervision, appraisal and professional development is an area for consideration.

A second aspect of the strategy for change has to do with

accounting for the persistence of the debate on the failures of the inspection system and the general feeling of powerlessness to induce positive change, as evidenced by the statements made during teacher and inspector interviews. This phenomenon is akin to "learned helplessness" or very poor "expectations regarding the controllability of outcomes" in the system (Seligman, 1975; Hayes, 1991). Reversing this state of affairs is possible through greater attention to the 'ecological' approach to teacher development (Hargreaves and Fullan, 1992) which takes into account the innovations and initiatives of teachers as sources of learning. In other words, a balance between the teaching community, the inspection system and centrally-initiated in-service training efforts is essential to achieve a sense of shared responsibility and control.

Thirdly, the inspection system itself generates insights which have the potential to contribute to teacher development. Unfortunately, in the current monitoring system, information is visualized as flowing vertically, usually upwards. The variety of efforts that exist at the huge base constituted by the teachers gets lost in the process. Hence, there is scope for emphasizing lateral learning among the large numbers of teachers.

Thus, while the present management structures can perform the necessary functions of school "audit", financial management, teacher recruitment and expansion of the schooling system, their role in teacher development on a systematic basis needs to be re-examined. An alternative to their "top down" approach is necessary. This implies a perspective which puts the practices of teachers first and can lead to decentralized "peer learning

systems". These systems -- teacher driven and controlled -- can draw on resources already available within existing information systems.

The taluka-level unit of the Primary Teachers Federation can be an appropriate forum for initiating such activities in collaboration with the inspectors and the taluka panchayat. This makes possible the movement towards a genuine three-way partnership between the elected representatives, the bureaucracy and the teaching community. This is not the place to go into the details of such a move, but some of the elements of a teacher development strategy are listed below:¹³

1. Identification of the pedagogical, curricular and institutional innovations undertaken by the teachers, within the district, or in nearby areas. The data base so formed could be updated regularly and used as inputs for training. The exercise will also help in identifying teachers who are outstanding and are potential trainers of other teachers.
 2. A regular analysis of the feedback sheets of the inspection reports in order to develop "markers" or criteria for identifying (i) good and poor schools, (ii) training needs of teachers, (iii) inputs for training of headteachers. Visits by top panchayati officials and bureaucrats to good schools can act as motivators. The identification of poor schools should help inspectors in the planning of their visits. A transparent system of coding schools may also put pressure
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13. A few of these aspects were suggested as part of the Universalization of Primary Education Plan, Gujarat. See Managing Universalization of Primary Education, 1994.

on the schools not performing so well.

3. Mobile Trainers: Some of the teachers who are perceived as experts can undertake the responsibility for a cluster of villages. An alternative form of mobile training could be to identify teachers who are expert in subjects like mathematics and science and enable them to move around in their area on regular training visits.
4. A panel of respected teachers and headteachers can be constituted by the taluka unit for visiting teachers who desire to obtain independent feedback on their teaching or research practices.
5. Small discretionary grants may be awarded to teachers who wish to add value to their innovations or complete their research activities. A fund set up for this purpose may be administered by senior teachers of the taluka.
6. The taluka unit can also function as a resource centre which can tap outside resources, work on issues like the hitherto neglected gender dimension, organize regular mass contact programmes, either through annual meetings or a regular newsletter, or even monitor and evaluate the progress of its teacher development initiatives. It can also, in collaboration with the inspectors, organize special programmes for teachers whenever changes are introduced in the syllabus.
7. A teacher-driven network such as this can also develop into a forum for peer appraisal or self-evaluation. Perhaps, it may then become easier to tackle issues like social responsibility of teachers, accountability, persistence of problems like non-enrollment etc.

As mentioned earlier, an alternative perspective on teacher development implies a partnership between the panchayati raj institutions, the bureaucracy and the teachers. A teacher-driven initiative, to be sustainable, needs the support of both the elected representatives and the bureaucracy. Such support could take many forms, for instance financial allocations for the activities, or adjusting the working conditions of teachers who play an active role in teacher development, or even helping in the monitoring of the activities. Undergirding such support is the need for the elected representatives and the bureaucracy to realize that teachers, as a professional community, have the capability to undertake and sustain activities oriented towards their own development.

APPENDIX 1

LIST OF TEACHERS

Written feedback only

1. MS. SAVITABEN SOMCHANDBHAI PARMAR	DIST-AHMEDABAD
2. MR. KANTILAL BHURABHAI DONGA	DIST-RAJKOT
3. MR. KARSANDAS MOHANBHAI PATEL	DIST-GANDHINAGAR
4. MR. HASMUKHBHAI MAFATBHAI ACHARYA	DIST-KUTCHHA
5. MR. BABULAL KALIDAS PATEL	DIST-GANDHINAGAR
6. MR. PUROSHATTAM NAGAJIBHAI PARMAR	DIST-JUNAGADH
7. MR. ABDULRASID ABDULMAJID SHAIKH	DIST-SURAT
8. MS. MANJUALA REVASHANKER UPADHYAYA	DIST-KUTCHHA
9. MR. ANVARKHAN RAHEMATKHAN DHASURA	DIST-BANASKANTHA
10. MR. PARASHOTTAMBHAI VITHHABHAI KOLI	DIST-VALSAD
11. MR. AMINBAPU AHMEDMIYA BUKHARI	DIST-RAJKOT
12. MR. PATEL PUNJABHAI KURABHAI	DIST-SABARKANTHA
13. MR. JIKABHAI MAVSINHBHAI SOLANKI	DIST-KHEDA
14. MR. PATEL KANTILAL VIRCHAND DAS	DIST-AHMEDABAD
15. MR. SOLANKI KANUBHAI MAVJIBHAI	DIST-VALSAD
16. MR. PATEL MANIBHAI BHANABHAI	DIST-DANG
17. MR. HARSORA SURYAKANT RAMJI	DIST-KUTCHCHA
18. MS. JAYABEN REVASHANKER UPADHYAYA	DIST-AHMEDBAD
19. MS. DESAI DAMAYANTIBEN THAKORBHAI	DIST-VALSAD
20. MR. DESAI NARANBHAI LAKHAHAI	DIST-BARODA
21. MR. PATEL MANUBHAI CHUNIBHAI	DIST-SURAT
22. MR. TRIVEDI MUKUNDRAY JAGANNATH	DIST-BHAVNAGAR
23. MR. PATEL BHAGVANDAS NAROTTAMDAS	DIST-AHMEDABAD
24. MR. PATEL MOTIBHAI DAHYABHAI	DIST-SABARKANTHA
25. MR. SONDARVA BAVABHAI GORABHAI	DIST-JUNAGATH
26. MR. MURTUJABHAI H. SHEKH	DIST-PANCHMAHAL
27. MR. CHHIBUBHAI JAGABHAI PATEL	DIST-VALSAD
28. MR. GANGARAMBHAI. M. MISTRI	DIST-SABARKANTHA
29. MR. KALIDAS DHARMABHAI PATEL	DIST-SABARKANTHA
30. MR. PUNJABHAI M. PATEL	DIST-SABARKANTHA
31. MR. NAVINCHANDRA CHUNILAL SHAH	DIST-SABARKANTHA
32. MR. THAKORBHAI LAXMANBHAI PATEL	DIST-VALSAD
33. MS. KALPANABEN JIVRAMSHARMA ACHARYA	DIST-BARODA
34. MR. BHAISHANKAR GAURISHANKAR DHANDH	DIST-BHAVNAGAR
35. MR. VALAJIBHAI DEVRAMBHAI DAVE	DIST-BANASKANTHA
36. MR. BACHUBHAI BHIMABHAI UNGHAD	DIST-RAJKOT
37. MS. (DR.) BHAGAVATI MOHANLAL JOSHI	DIST-JAMNAGAR
38. MR. BHANAJIBHAI POPATBHAI VORA	DIST-RAJKOT
39. MR. ASHWINBHAI MAHENDRABHAI PATEL	DIST-BARODA
40. MR. GOVINDBHAI HARIBHAI GONDALIYA	DIST-AMRELI
41. MR. JIVABHAI MOTIBHAI PARMAR	DIST-SABARKANTHA
42. MR. SEVANTIBHAI MANILAL MODI	DIST-MAHESANA
43. MR. HAREKRISHNA MAGANLAL UPADHYAYA	DIST-SABARKANTHA
44. MR. GIRISHBHAI T. BUTANI	DIST-RAJKOT
45. MR. ASHWINBHAI MAGABHAI PARMAR	DIST-SABARKANTHA
46. MR. KARSANBHAI KODARBHAI PATEL	DIST-SABARKANTHA
47. MR. NARANBHAI KANAJIBHAI PATEL	DIST-MAHESANA
48. MR. DHIRAJKUMAR B. PATEL	DIST-SABARKANTHA
49. MR. VASANTKUMAR JAMANADAS VYAS	DIST-BHAVNAGAR

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|---|------------------|
| 50. MR. MAHMMADISHAQUE DAWOODBHAI BHATT | DIST-SABARKANTHA |
| 51. MR. CHANDULAL SHIVLAL PATEL | DIST-MAHESANA |
| 52. MR. SITARAM ISHWARBHAI PATEL | DIST-MAHESANA |
| 53. MR. PRAFULLACHANDRA C DAVE | DIST-BANASKANTHA |
| 54. MR. MANILAL BHANABHAI | DIST-VALSAD |

Written feedback and interviews

1. MR. RAMANLAL BHIKHALAL SONI, DIST-SABARKANTHA
2. MR. DAWOODBHAI A. MACWAN, DIST-KHEDA
3. MR. PATEL JASHBHAI MOTIBAHAI, DIST-KHEDA
4. MR. KUNIYA NANJIBHAI JIVABHAI, DIST-BANASKANTHA

6. MS. VYAS SUSHILABEN KARUNASHANKER, DIST-MEHSANA
7. MR. KUMBHAR THAKARSIBHAI PRABHUDAS, DIST-SURENDRANAGAR
8. MR. SOLANKI AJITSINGH MASHRUBHAI, DIST-BHAVNAGAR
9. MR. MOTIBHAI BHAGVANBHAI NAYAK, DIST-SABARKANTHA
10. MS. TARABEN BHAVANISHANKAR UPADHYAY, DIST-SABARKANTHA
11. MR. NARBHERAM G. TRIVEDI, DIST-BANASKANTHA
12. MR. KESHUBHAI A. PUROHIT, DIST-BANASKANTHA
13. MS. SAMBHAVI K. JOSHI, DIST-SABARKANTHA
14. MR. SHANKARBHAI R. PATEL, DIST-GANDHINAGAR
15. MR. SHANKARBHAI J. RAVAL, DIST-BANASKANTHA
16. MS. BHANUMATI UPADHYAYA, DIST-SABARKANTHA
17. MS. PRATIMA H. VYAS, DIST-BHAVNAGAR
18. MS. MANJARI JOSHI, DIST-BHAVNAGAR

APPENDIX 2

Format of Inspection Report

Name of school: Taluka:
Date of inspection: Date of last inspection:
Classrooms adequate: Seating space:
Building ventilation: Building ceiling:
Separate office: Whitewashing yearly?
Separate meeting hall: Storeroom : Compound:
School garden: Plantation: Building repairing:
Toilets: Water facility: Ownership schoolbuilding:
Community contribution: Reason for nosupport:
School self efforts: School playground:
Teachers quarters: Panchayat support: Tables: Chairs:
Blackboard painted: Noticeboard: Bell: Clock:
Library: Name of Magazines:
PT equipments: PT equipments for girls:
Geography aids need: Science aids need:
First aid: Furniture for aids: Deadstock registration:
Educational aids Language: Maths: Science: Social science:
Community Contribution :- Uniform: Book: MDM: Firstaid:
Music instruments:
Community aids:
Personal aids:
Craft work:
Grades given by inspectors:
Class 1: Language: Maths: Science: Social science: Hindi:
Crafts: Drawing: Physical training:
Class 2: Language: Maths: Science: Social science: Hindi:
Crafts: Drawing: Physical training:
Class 3: Language: Maths: Science: Social science: Hindi:
Crafts: Drawing: Physical training:
Class 4: Language: Maths: Science: Social science: Hindi:
Crafts: Drawing: Physical training:
Class 5: Language: Maths: Science: Social science: Hindi:
Crafts: Drawing: Physical training:
Class 6: Language: Maths: Science: Social science: Hindi:
Crafts: Drawing: Physical training:
Class 7: Language: Maths: Science: Social science: Hindi:
Crafts: Drawing: Physical training:

English Class 5: English Class 6: English Class 7:
New method: English teaching:
Efforts for weak students:
Experimentation:
No.of enrolled: No.of eligibles:
No.of school-going not enrolled:
Wastage / stagnation programmes:
No.of dropouts during the year:
Std1:## Std2:## Std3:## Std4:## Std5:## Std6:## Std7:##
Dropout%:## NFE for other children:
Action to achieve targets:
Last year result%:## Target for improvement%: Programmes:
Teacher development steps:

Physical edu: Medical checkup: Extracurricular activities:
Regular scholarships: School records keeping:
Activities1: Activities2: Activities3: Activities4:
Teacher role in community education:
Regularity of teachers: Teaching by principal:
Principal's role in guidance to fellow teachers:
Teaching: School administration:
Teachers meeting: Other:
Principal's relationship with-
Community: Panchayat: Staffmembers:
Building: Sanitation: Equipments: School's Educational stan-
dard:
Students Academic status: Work experience: Cocurricular
activities:

Filled by headteacher:

CODE: Name of school: Taluka:
Date of inspection: Date of last inspection:
Date of establishment: Village Population: Male: Female:
No.of schools in village: No.of Classes:

Total enrollments: Class 1: Class 2: Class 3: Class 4:
Class 5: Class 6: Class 7:

Total attendance on inspection date:
Class 1: Class 2: Class 3: Class 4: Class 5: Class 6: Class 7:

SC boys: SC girls: Other boys: Other girls: Total Boys: Girls:
Compulsory school-age data:
SC boys: SC girls: Other boys: Other girls: Total Boys: Girls:

I shift time: II shift time: Saturday time:

No.of School buildings: Distance between buildings: Ownership:
Repairing required?: Other facilities:
Playground: Yes/No Playground area: Crafts: Workexperience :
Enough facilities: Yes/No
Religious training: Yes/no Time of training:

SC Pass%:
Class 1: Class 2: Class 3: Class 4: Class 5: Class 6: Class 7:
SC Fail%:
Class 1: Class 2: Class 3: Class 4: Class 5: Class 6: Class 7:

Group activities:
No.of teachers and their qualifications:
Age, experience of teachers and subjects taught:

All Teachers worked during last year?:
No.of trained teachers: Salary mostly given every month:
Teachers staying outside village: Inside:
After last inspection who else visited: How many times:
No.of library books:

APPENDIX 3

ISSUES TAKEN UP BY DISTRICT EDUCATION COMMITTEE, SURENDRANAGAR

Committee's processes:

- 1 CONFIRM MINUTES
- 2 ELECTION OF PRESIDENT
- 3 NO CONFIDENCE MOTION AGAINST PRESIDENT
- 4 PERMISSION TO MEMBERS TO ABSENT THEMSELVES FROM MEETINGS
- 5 REVIEW OF PREVIOUS DECISIONS
- 6 STD PHONE CONNECTION TO PRESIDENT'S PHONE

Approval of new schools

Approval of repairs of schools

Inter-district teacher transfer

- 1 TEACHER TRANSFER TO DISTRICT
- 2 TRANSFERS OUT OF DISTRICT
- 3 MUTUAL TRANSFERS 8
- 4 TALUKA PRESIDENT'S ROLE IN TRANSFER

Finance-related issues:

- 1 BUDGET APPROVAL
- 2 ELECTRICITY GRANT TO BE DISTRIBUTED TO TALUKAS

Norms related to school functioning:

- 1 INCLUSION OF DONOR'S NAME ON SCHOOL SHED
- 2 EXTENSION OF SUMMER VACATION
- 3 REQUEST FOR SCHOOL SPACE
- 4 SCHOOL HOLIDAYS
- 5 CHANGING SCHOOL TIMINGS

APPENDIX 4

Meetings of School Complexes:

Dajiraj High School:	15/09/92, 23/11/92, 14/12/92
Vikas Vidyalaya:	25/11/92, 16/12/92, 21/01/93
M.T. Doshi High School:	15/09/92, 24/11/92, 14/12/92, 20/01/93
M.K. High School:	12/08/92, 16/09/92, 17/02/93, 17/09/93

Topics taken up in school complex meetings:

(Note: All topics, except those qualified by numbers in brackets, were taken up once. The numbers indicate the number of times the same topic was taken up in different high schools. Very few of the topics were repeated for the same set of teachers).

General educational/ school issues:

1. Discussion of "drop out" problem.
2. Various methods of improving physical infrastructure in schools.
3. Importance of physical education, related equipment. (2)
4. Importance of extra-curricular activities.
5. Academic planning of school.
6. Aims of school complex.
7. Assessment of students.
8. Building citizens.
9. Administrative issues relating to the school.
10. Weaknesses of primary education.
11. Records and book keeping for schools.
12. Reading extracts from the magazine, 'Jeevan Shikshan'.
13. Discussion on concept of SUPW.

Specific subject-related issues:

Language:

1. Writing the Gujarati alphabet.
2. Writing in Hindi and grammar. (2)
3. Handwriting improvement for classes 3 and 4.
4. Language improvement for lower primary. (2)
5. Understanding of Gujarati grammar.
6. Understanding/ singing of poetry. (2)
7. Hindi poems.
8. Speaking English.
9. Gujarati proverbs, sayings etc.

Mathematics and Science:

1. Concept of square root. (2)
2. Arithmetic skills in Class 1-4. (3)
3. Mathematical concepts: LCM and HCF.
4. Adding and subtracting of positive and negative numbers and number series.

5. Exponents and the use of brackets.
6. Constants and variables.
7. Solving equations.
8. Structure of heart.
9. Science experiments for Class 5-7. (3)

Social Studies and others:

1. Map reading for classes 5 to 7. (2)
2. Concepts in geography: night and day, latitudes and longitudes.
3. Peninsula formation, continents, streams.
4. Discussion of environment subject.
5. Environment lessons in Class 1-4.
6. Planning of drawing activities.

Teaching methodology related topics:

1. Various methods of teaching and lecturing.
2. Importance of TV as an educational aid.
3. Discussion of problems in teaching mathematics.
4. Discussion on language teaching. (2)
5. Story telling in Class 1 and 2.

APPENDIX 5

PAY-CENTRE SCHOOL PRINCIPALS' MEETINGS

1. Total number of meetings analyzed = 26.

2. DATES:

07/09/87, 05/10/87, 06/11/87, 07/12/87, 06/01/88, 05/02/88
 07/03/88, 05/04/88, 05/05/89, 05/06/89, 05/07/89, 05/08/89
 03/09/90, 04/10/90, 05/11/90, 03/12/90, 03/01/91, 06/02/91
 05/03/91, 03/04/91, 04/05/92, 03/06/92, 03/07/92, 03/08/92
 12/05/93, 16/06/93.

ATTENDANCE	Freq
10	1
11	1
12	5
13	10
14	5
15	3
17	1
Total	26
Mean = 13.19	

4. Issues taken up:

ISSUE	Freq	ISSUE	Freq
ABSENTEE CHILDREN	4	PARENT CONTACT	2
ADVANCES	1	PARENT MEETINGS	3
ALLOWANCE VERIFY	1	PAYMENT BILLS	1
ATTENDANCE FORMS	2	PENSION	2
AUDIT	4	PF	1
BAN TOBACCO	1	PF ACCOUNT UPDATE	1
BEST SCHOOL	1	PROFORMA 6	1
BEST TEACHER	1	PURCHASE VOUCHERS	1
BLIND DAY	1	REGISTERS	1
CENSUS	1	RENT BILLS	1
CERTIFICATES	1	REPORTS	1
CLASSROOM DETAILS	1	SALARY	1
COMPETITION	3	SALARY BILLS	4
COUNTING CHILDREN	2	SAVINGS	2
CULTURAL ACTIVITY	1	SC,ST CERTIFICATES	1
DEAD STOCK	2	SC,ST, BAXI	1
DEPOSIT CUTS	1	SCHOLARSHIP	5
DROUGHT HELP	1	SCHOOL ACCOUNTS	1
EDUCATION SCHEMES	1	SCHOOL COMPLEX	1
ENROLLMENT	3	SCIENCE FAIR	1
EXAM FEES	1	SERVICE BOOKS	1
EXAM MALPRACTICE	1	SETUP	2
EXAMINATION	2	SMALL SAVINGS	5
FAMILY PLANNING	6	SPORTS DAY	1
FEES	1	STATIONERY RECEIPTS	1
FIXED ASSETS	1	STATISTICS	2

FORMS	2	STUDENT DATA	2
GANDHI WEEK	1	STUDENT RESULTS	1
GPF	1	STUDY CIRCLE	1
GRANTS	1	SURVEY OF RADIO TV	1
HANDICAPPED	1	TA DA BILLS	1
HANDWRITING	1	TEACHER FORMS	1
INSERVICE TRAINING	1	TEACHERS DAY	3
INSPECTION DATES	1	TEXTBOOKS	4
INSURANCE, IT	1	TIME SCHEDULES	1
LATE COMING	1	TREE PLANTATION	1
LEAVE	3	TV SETS	1
LEAVE NORMS	1	UPE	3
LITERACY FOLLOWUP	1	UTILIZATION EXPENSES	1
MAGAZINE	2	VACANT POSTS	1
MDM	5	VAN MAHOTSAV	1
MDM INFORMATION	1		
NAYAGUJARAT FAIR	1		
NEW PAY SCALE	1		
		Total	138

5. Classification of issues:

CLASSIFICATION	Freq	Percent
COMPETITION	5	3.6%
HRD ISSUES	4	2.9%
LEAVE, PF ETC.	11	8.0%
NON-TEACHING	16	11.6%
REPORTS	27	19.6%
SALARY, ALLOWANCE	13	9.4%
SCHOOL NORMS	33	23.9%
SOCIAL ACTIVITY	15	10.9%
OTHERS	14	10.1%
Total	138	100.0%

Note: The category of "others" includes the following issues: (numbers in brackets indicate the number of times the issues figured)

Scholarships (4), subscription to magazines (2), help in drought relief (1), mid-day meal scheme (5) and small grants for fairs like 'Naya Gujarat' fair (2).

6. Kinds of decisions taken:

DECISION	Freq	Percent
DISCUSSION	9	6.5%
INFORMATION	29	21.0%
INSTRUCTION	57	41.3%
PLANNING	41	29.7%
REPORTING	2	1.4%
Total	138	100.0%

APPENDIX 6

Background of schools covered by feedback sheets:

Enrollment in schools

ENROLLMENT	Freq	Percent
<=100	4	14.8%
101-200	8	29.6%
201-300	10	37.0%
301-400	3	11.1%
>=501	2	7.4%
Total	27	100.0%
Not available	15	

Classification of schools

CLASSES	Freq	Percent
1-4	9	23.1%
1-5	4	10.3%
1-6	4	10.3%
1-7	22	56.3%
Total	39	100.0%
Not available	3	

Classification of enrollment by schools

ENROLL	CLASSES				Total
	1-4	1-5	1-6	1-7	
<=100	1	2	0	1	4
101-200	1	0	2	5	8
201-300	1	0	2	7	10
301-400	1	0	0	2	3
>=501	0	0	0	2	2
Total	4	2	4	17	27

ENROLL	TEACHERS												Total
	1	2	3	4	5	6	7	8	9	10	13	14	
<=100	1	2	0	0	0	0	0	0	0	0	0	0	3
101-200	0	2	2	1	1	1	0	0	0	0	0	0	7
201-300	0	0	0	0	2	0	4	1	2	0	0	0	9
301-400	0	0	0	0	0	0	0	1	1	1	0	0	3
>=501	0	0	0	0	0	0	0	0	0	0	1	1	2
Total	1	4	2	1	3	1	4	2	3	1	1	1	24

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