

**DIFFERENT MODES OF EDUCATION USED FOR
TEACHER PREPARATION IN INDIA—A STUDY**

*Report of an Expert Committee of NCTE
JULY, 1995*

**NATIONAL COUNCIL FOR TEACHER EDUCATION
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DIFFERENT MODES OF EDUCATION USED FOR TEACHER PREPARATION IN INDIA - A STUDY

1.0 Background

1.1 The Government of India, by Act no. 73 of 1993 established a National Council for Teacher Education “with a view to achieving planned and co-ordinated development of the teacher education system throughout the country, the regulation and proper maintenance of norms and standards in the teacher education system and for matters connected therewith.” In this Act, “teacher education” means programmes of education, research or training of persons for equipping them to teach at pre-primary, primary, secondary and senior secondary stages in schools and includes non-formal education, part-time education, adult education and correspondence education. Under functions of the Council, the Act specifies, among other things, that the Council may

- “lay down norms for any specified category of courses or training in teacher education, including the minimum eligibility criteria for admission thereof, and the method of selection of candidates, duration of the course, course contents and mode of curriculum;
- “take all necessary steps to prevent commercialization of teacher education.”

The present National Council for Teacher Education (NCTE) has been vested with statutory powers to lay down norms and standards for all teacher education institutions and for enforcing them. It may be mentioned here that prior to the passing of this Act by Parliament, there was also a National Council for Teacher Education which functioned from 1973 to 1993 as an advisory body to the Government of India.

1.2 Having taken action to develop norms and standards for institutions preparing teachers for elementary schools and for secondary schools, the Chairperson of the present NCTE found that apart from regular teacher education institutions following face-to-face contact mode of education, there are also institutions which prepare teachers following the correspondence/distance education mode.

There are also some institutions which follow face-to-face contact mode of education but operate part-time programmes of teacher education. Some of these institutions, i.e., following full-time face-to-face mode, part-time face-to-face mode and correspondence/distance education mode, are operating the programmes in a commercial manner so as to yield the maximum profit to the management without much regard to the quality of the programmes.

1.3 The Chairperson, NCTE constituted an Expert Committee on 21st December 1994 to consider and give its recommendations on the following terms of reference:

- (i) "To examine the need, relevance and functioning of existing (a) part-time mode programmes (vacations/non-full-time institutionalised) and (b) correspondence/distance education mode programmes leading to teacher education certificates/diplomas/degrees;
- (ii) To make specific recommendations for utilizing distance education mode for pre-service and in-service teacher education programmes; and
- (iii) To suggest ways and means to prevent commercialization in all modes of teacher education operating through (a) regular full-time mode (b) part-time mode and (c) correspondence/distance education mode."

The Expert Committee was constituted with the following members:

Dr. R.C. Das
Dr. R.N. Mehrotra
Dr. C.L. Anand
Dr. G.S. Pillay
Dr. Krishna Kumar
Dr. Abu Baqar
Dr. (Mrs.) M.S. Padma
Dr. C.L. Kundu
Dr. C. Seshadri
Dr. O.S. Dewal

The Committee had two sittings: the first on the 17th January '95 and the second extended sitting from 20th to 22nd Feb.'95. Dr. Krishna Kumar could not attend both the sittings.

1.4 The Committee examined all relevant documents, reports of earlier committees and decisions and actions taken so far by the erstwhile NCTE and UGC regarding correspondence/distance education modes of teacher education. It also examined all available data on teacher requirement, existing facilities for teacher education, the enrolment in different types of institutions, the fees charged from students, and the methods of organising theoretical and practical aspects of teacher education in different institutions. It deliberated on the expected role of the elementary and secondary school teacher in India to-day and the knowledge, skills, attitudes and values that the teacher should have to discharge his/her functions effectively. It then considered the appropriateness of the different modes of education for the pre-service teacher education programme to prepare such a teacher.

2.0 The Teacher and His/Her Functions

2.1 The National Policy on Education 1986 states:

“The status of the teacher reflects the socio-cultural ethos of a society; it is said that no people can rise above the level of its teachers. The government and the community should endeavour to create conditions which will help motivate and inspire teachers on constructive and creative lines. Teachers should have the freedom to innovate, to devise appropriate methods of communication and activities relevant to the needs and capabilities of and the concerns of the community.”

2.2 According to Prof. P.H. Hirst (1979), “the teacher requires (i) knowledge and understanding, (ii) the ability to make rationally defensible judgements, (iii) the skills to implement these judgements, and (iv) the dispositions to act in accordance with this understanding and judgement.” Blyth’s recommendations endorsed many of Hirst’s “but while emphasizing curriculum expertise, placed it in a wider context of personal and inter personal skill and qualities, evaluative capacities, pedagogical knowledge and skills.”

2.3 The Teacher Education Curriculum—A Frame Work, recommended by NCTE (1978) states:

“The very nature of teacher education, its study and practice, in particular, until now, demand that it be treated more as an exercise of training a teacher for handling a variety of tasks inside and outside the classroom, may they be of identifying the objectives of teaching of a given subject-matter, communicating an idea, demonstrating an experiment, making a film-strip, taking the children on a

field trip, guiding an emotionally disturbed child, winning over the confidence of the parents of an under-privileged child, playing the role of leadership in tackling problems relating to family planning, pollution, delinquency, and so on. It goes without saying that one requires an enormous amount of training to be an accomplished technician to handle such and similar tasks.”

2.4 The report of the Working Group to review the Teacher Training Programme (1983) recommends that “the qualities and skills” that we should aim at among teachers should include:

- (a) a spontaneous but well-cultivated interest in observing students with deep insight and sympathy;
- (b) psychological tact to deal with collective and individual needs of growth of students;
- (c) capacity to lead students to the art of self-learning;
- (d) a cheerful and enthusiastic disposition capable of inspiring students to pursue values and excellence with sincerity and dedication;
- (e) capacity of guiding and counselling more by suggesting and by uplifting example rather than by lecturing;
- (f) capacities not only for formal education but also for non-formal and informal education;
- (g) capacity to handle self-learning equipment, audio-visual instruments and various kinds of new learning materials including work-sheet, work-books, programmed books, test papers with auto-correcting components and other materials required for vocational guidance;
- (h) knowledge of art and science of educating the personality in all its aspects with a special emphasis on integration, harmony and excellence.

2.5 Apart from a thorough mastery of the subject-matter he/she has to teach and the knowledge of the child’s gradual growth and development, the teacher needs to be proficient in a wide range of skills and techniques some of which have been described in the fore-going. He/she should not only be adept in these skills and techniques but also know how and when to use them. Even in teaching of subject-matter, a large variety of teaching skills are involved and the teacher should be competent in their judicious use.

3.0 Pre-service Teacher Education

3.1 The programme of pre-service teacher education should take into account the complex nature of functions a teacher is expected to perform and develop in him/her adequate competence to do the same. As stated by F.T. Willey and R.E. Maddison (1971) "Sending into schools unsuitable persons, badly trained, can be as harmful to school children as any shortage of teacher." In fact poor teaching by badly trained teachers can be more harmful than no teaching; for in the former case the child has learnt wrong things whereas in the latter case he has not learnt anything wrong. It is, therefore, necessary that the minimum essential components of pre-service teacher education programme should be identified and implemented so that the teacher so prepared can discharge his/her complex functions satisfactorily.

3.2 As William Taylor (1983) put it:

"Teacher education is Janus-faced. In the one direction it faces classroom and school with their demands for relevance, practicality, competence, technique. In the other, it faces the university and the world of research, with their stress on scholarship, theoretical fruitfulness, and disciplinary rigour." "The challenge is not to prove the superiority of either perspective, but to bring to the primary requirement for classroom competence an evolving body of theory which can illuminate, facilitate and enrich that competence. At the same time professional experience is the laboratory in which the tidy generalisations of the lecture theatre are put to the test." While the study of educational theory in the form of disciplines such as psychology, sociology, philosophy and history was considered necessary for teacher education, unless they are related to the practical problems faced by the classroom teacher, they do not seem relevant. As Naish and Hartnett (1975) put it:

"The job of theory is to evoke judgement rather than rote obedience. The application of theory to practice is the bringing to bear of critical intelligence upon practical tasks rather than the implementation of good advice."

3.3 By the mid 1970's in U.K. and U.S.A. a systematic approach to pedagogy led to isolation of separate skills involved in the teaching process. About twenty skills of teaching, each with its own distinguishing components were identified and teachers were trained by techniques such as micro-teaching, inter-action analysis, use of video for self-confrontation, simulation and role play. It was found that practising these skills separately and then practising the integration of the skills in the teaching-learning process produced a more effective teacher than practising

to teach without any training in skills. In India also since mid 1970's, skill-based teacher education is followed in many good institutions of teacher education. This however, means that more time should be devoted to the practical aspects of teacher education. "If the skill approach to education is accepted, teacher training will require a needs-and-competency-based approach, evaluated by competency outcomes, where young people passing through such a learning process, would be encouraged and assisted by trainers whose assumption throughout would be related to attainable goals by all rather than unassailable peaks for none except the tiny few." (Alexander 1984) "A teacher's certificate carrying qualified teacher status, therefore, would set out a simple statement of the progressive achievement of competencies in a number of defined and agreed areas of personal development, and their "employability" by the student, in terms of knowledge, skills and attitudes demonstrated by his or her behaviour in given situations."

- 3.4 Considering the importance of the practical aspects of teacher-education, the Teacher Education Curriculum—A Framework recommended by NCTE in 1978 gave a weightage of 80% to the practical and the weightage of 20% to the theoretical aspects. The practical aspects include working with community, Core Training Programme (which is training in teaching skills), Special Training Programme (which is training in teaching techniques related to the school-subjects), Related Practical Work (which refers to practical work related to the educational theory subjects) and Special Training Programme for Health, Physical Education, Art, Music and Recreational Activities, even in the last-mentioned training programme, the trainee learns how to organise such activities in the schools.
- 3.5 Even in U.S.A., supervised professional experience is given about one-half of the total time for professional education. As stated by Prof. R. Freeman Butts of Columbia University, "Supervised professional experience should include observation, participation, student-teaching and competence in the methods of teaching and use of instructional materials. This aspect should comprise about one-half of professional education," (Hodenfield and Stinnett 1961).
- 3.6 In addition to different types of practical work undertaken concurrently with theoretical studies in the teacher education institution, the trainee should have an extended period of four to six weeks of block teaching practice in a school under joint supervision of college teacher and school teacher. Block practice teaching should be preceded by demonstration teaching and learning of teaching skills and techniques under simulated micro-teaching situations. The trainee should have

also practical experience of preparing appropriate instructional materials/teaching aids and using various kinds of equipment, instruments or apparatus required to be used in teaching. Practice teaching is organised in various ways:

- (a) Students may attend theory classes for half-day and have practice teaching for half-day.
- (b) Students attend theory classes for three days and have practice-teaching for three days every week.
- (c) Students have practice teaching in two blocks with a period of review and discussion in between.
- (d) Students have practice teaching in one block.

While intermittent practice-teaching gives opportunity to the student to review and discuss with college supervisor his/her practical experience, the block practice teaching enables him/her to concentrate and improve his/her teaching skills as well as it provides him/her an opportunity of having experience of various things a teacher is expected to do in a school. Block practice teaching is called by some institutions as “internship in teaching” and during this period the student teacher is placed under the administrative control of the head of the school and is treated like a teacher of the school. He/she is given teaching as well as other work such as organising co-curriculum activities. His/her work is evaluated by the school as well as by the college supervisor. Supervised teaching practice is an essential element of teacher preparation and should be given adequate time and importance. The students should have taught about 40 to 60 lessons under supervision and attained reasonable standard of efficiency as a teacher before he/she can be certified as a teacher.

- 3.7 Different structures of teacher education have evolved in different countries. In the U.K., for pre-service teacher education for primary schools, two years certificate prevailed till 1960, between 1960 to 1970 it became a three years certificate and thereafter it was changed to four-years concurrent B.Ed. That is professional teacher education is given concurrently with degree level academic subjects. For secondary education, one can have the 4 years concurrent B.Ed or B.A/B.Sc + Post Graduate Certificate in Education (P.G.C.E.). The Post Graduate Certificate in Education is a professional course in university departments of education. In the U.S.A. the usual pattern of teacher education is a four year degree course in Education similar to the concurrent B.Ed. course of U.K. It is however, also possible for a graduate in Arts or Science to obtain a teacher's

certificate by taking certain required courses in professional education (usually for two semesters). Even in the concurrent four year degree course, the duration of professional education is approximately one-year (though it is spread over four years). It has been felt that the duration of professional education should be increased. In U.K., "Mc Nair considered a two-year course (for P.G.C.E.) but rejected it in favour of one year with a guaranteed subsequent in-service commitment (termed then a 'refresher course')." (Alexander 1984).

- 3.8 In India, we have a one-year certificate course after high school certificate in some states for primary teacher-education. In other states it is a two years certificate after high school/higher secondary school certificate. The trend is towards two years certificate after a higher secondary certificate course. It may be desirable to try a three year Degree Course with both academic and professional subjects taught concurrently for preparing primary teachers. For preparing secondary teachers, we have one year B.Ed course after B.A./B.Sc. or the four year integrated B.A.B.Ed./B.Sc.B.Ed course of the Regional Colleges of Education. The four year integrated course is generally considered a better model of teacher education, as it gives a longer period of time for providing the student with the knowledge, skills and attitudes required of a teacher. The National Commission on Teachers 1983-85 (with Dr. Chattopadhyay as Chairman) recommended the four year training course after senior secondary leading to B.A./B.Sc & B.Ed for preparation of teachers for secondary schools. Even in India, the duration of one year for B.Ed degree is often felt inadequate for imparting professional education and a two-years course has been sometimes suggested. However on practical considerations the two-years course has not been implemented. It has been argued that the one-year professional education if well-utilised can provide the basic competencies required for a beginning teacher and that further professional growth should be accomplished through mandatory in-service education. Even Kothari Commission recommended that "the target should be that every teacher receives at least two or three months in-service education in every five years of his service." The erstwhile NCTE has also recommended that every teacher should receive in-service education at least once in every five years. In this way, through the provision of regular in-service education, the deficiency if any in the initial professional education of one year could be made up and the teacher could be acquainted with the latest developments in professional education.
- 3.9 The institutions of teacher education described so far use the regular face-to-face mode of education on full-time basis in the institutions where all the teaching staff are appointed on regular full-time basis. Most of the institutions have

adequate physical facilities in terms of buildings, library and equipment and teacher-student ratio of about 1:10. They provide theoretical and practical instruction as per the curriculum prescribed by their affiliating organizations. Usually between 40 to 50 per cent of the total time of the course is devoted to the practical aspects of the course, namely practice teaching and other practical work such as preparation and use of various types of instructional materials including audio-visual aids, simulated micro-teaching, role playing, administration, scoring and interpretation of educational and psychological tests, case study and guidance of pupils etc. Since they are using face-to-face mode of instruction, it is possible to identify the individual needs and provide instruction to meet these needs. It is also possible to have both formative and summative evaluation of the progress of the students. The practice teaching is arranged in nearby schools under close supervision of the college teachers. The student also gets the help and guidance of the school teacher. If any institution does not follow the prescribed norms and standards, it can be easily identified and corrective action can be taken. Thus the face-to-face mode of instruction in teacher education facilitates the provision of all components of teacher education in an effective manner.

4.0 Part-time Teacher Education Programmes

4.1 In addition to the full-time regular institutions following face-to-face mode of education, a few part-time programmes of teacher education have come up during the last one or two decades. These programmes are located in cities and are meant for persons in the same city, who are working on some job during the normal working hours. Usually people who are working as temporary teachers and are not trained are admitted to these programmes. These programmes are generally for untrained graduates desiring to acquire the B.Ed. degree. Two types of programmes operate. In one type, instruction, usually theory, is provided for two to three hours every evening on week days for one academic year. In the other, instruction is provided between 10.00 a.m. to 4.00 p.m. during the vacations for one or two academic sessions. The candidates are expected to do practice teaching in some school under the supervision of the head-master of the school. On completion of lectures at the institution and on production of a certificate from the headmaster of a school that he/she has done practice teaching of the required number of lessons the candidate is allowed to appear at the university/affiliating organization for the degree/certificate examination. These programmes are usually offered for secondary teacher preparation.

4.2 Although the part-time teacher education programmes use face-to-face mode of instruction, there are several weaknesses in these programmes. Firstly, they do

not have independent physical facilities of their own. Where a regular full-time teacher education institution operates a part-time programme in addition to its full-time programme, the same physical facilities are used for both the programmes. In some cases, the programmes are offered by another organization which uses rented accommodation for its theory classes. The only physical facilities that are usually provided for these programmes are classroom accommodation. Other facilities such as library, laboratory, educational technology, physical education and recreational facilities, art and music education, work-experience facilities are not provided. The only education that is provided in these programmes is lectures on the theoretical aspects of the course. The students are required to do practice teaching in some school said to have been supervised by a teacher/headmaster but not supervised by college teacher. The effectiveness of this supervision and the guidance in teaching received by the student is doubtful. In these programmes, there are no full-time teachers. Some of the lecturers who work full-time at a regular teacher training institution in addition to their normal teaching work at the institution, teach at these part-time programmes with additional remuneration. Thus the teachers are overloaded with teaching work and can hardly be expected to do justice to this programme. The students are also employed on full-time basis and attend these classes in addition to their normal duties. They will hardly be in a mood to listen to the lectures, much less understand what is taught. They have no time to do any study at home or to read books from any library. Thus in this programme, theoretical instruction is weak, teaching practice is weaker and all other practical work totally absent. The committee therefore recommends that a part-time teacher education programme may be recognised by NCTE only if after obtaining detailed information about it, the NCTE is satisfied that the programme is equivalent to full-time face-to-face institutional programme in total duration of instruction including practice teaching and other practical work, academic staff and other infra-structure as per NCTE norms.

5.0 Correspondence/Distance Education Programme for Teacher Education

5.1 The need for training teachers through correspondence-cum-contact programmes arose out of a consideration for getting trained the large number of untrained teachers working in schools during 1960's. In the 1950's, soon after independence, a large number of new schools were started every year and enrolment of students increased at a very rapid rate. The number of teachers trained through the regular teacher training institutions was not adequate to meet the need of teachers. So untrained teachers were appointed on a temporary basis, so that they may be replaced by trained teachers as they become available. But the

teacher training facilities could not be augmented adequately to meet the growing need of teachers. Realising that about 45% of the teachers in schools were untrained in 1965, the All India Association of Teacher Educators adopted a resolution at their annual conference recommending that the untrained teachers in schools who have at least five years continuous teaching experience be trained through two consecutive summer schools programmes with some correspondence lessons in between. This programme called the summer-school-cum-correspondence course (S.S.C.C.) was started by Central Institute of Education (C.I.E.) in 1966 and by the Regional Colleges of Education in 1970. This programme was intended to train the untrained teachers in schools who were appointed prior to 1965. All teachers appointed after 1965 were to be trained only through regular full-time courses. C.I.E. stopped this programme in 1971 after it found that there were no backlog of untrained teachers in Delhi. The Regional Colleges of Education stopped this programme in 1985, when they found that there was no more any backlog of untrained teachers in the country as a whole.

- 5.2 Unfortunately this experiment of summer-school-cum correspondence course for B.Ed. degree of the C.I.E. and the Regional Colleges gave rise to a new type of correspondence-cum-contact course for B.Ed. degree which was started in several universities and are continuing to-date. It would be worth-while to compare the summer-school-cum-correspondence course of the Regional Colleges of Education with the correspondence-cum-contact programmes for B.Ed. degree being offered by the universities. In the Regional Colleges programme, there was regular face-to-face mode of instruction for 16 weeks (i.e. two summer courses each of 8 weeks), during which nearly 2/3 of the total course was taught. Only about 1/3 of each theory paper was taught through correspondence lessons. During the summer courses, the students were taught by competent faculty members of the college supported by visiting professors and the ratio of teachers to students was 1 : 10. The maximum number of students enrolled in one course per college was 250. In the correspondence-cum-contact course of the universities, 100% of the theory course is covered through correspondence lessons and the contact programme is usually of two weeks duration during which only some main points of each paper are discussed. The teacher student ratio is 1:50 or more and the number of students enrolled by a university varies from 1000 to 30,000. The M.D. University of Rohtak enrolled as many as 33,000 students in this programme in 1988-89. The S.S.C.C. programme of the Regional Colleges had a large number of curriculum guides (or tutors, to whom the students submitted their assignments and who returned these to the students duly corrected with advice for further study). Such student guidance service is either absent or very poorly provided in the B.Ed correspondence courses. In the

S.S.C.C. programme of the Regional Colleges, during the first summer session, methods of teaching were taught and demonstration lessons were arranged for the students to observe. Detailed instructions were given to the students regarding the methods of teaching that they would use in practice teaching in their schools. A trained teacher of their school was appointed as supervisor for the student-teacher and he/she supervised and guided the student-teacher in his/her teaching. The student maintained records of his/her lesson plans with the remarks of the supervisor which were produced at the time of practical examination. A student who did not complete his/her assignments and did not complete the practice teaching was not admitted to the second summer session. In the correspondence course for B.Ed of the universities, no demonstration teaching is shown, methods of teaching are not discussed and supervision of practice teaching is rarely done. The student only furnishes a certificate from the head of a school that he/she has taught the required number of lessons in that school. With all the precautions that the Regional Colleges of Education took to maintain the quality of the programme, they recognised that the quality of this programme was inferior to their regular B.Ed. programme of one-year duration and they were only too happy to discontinue the programme. The Universities, on the other hand, went on continuing their correspondence-cum-contact programme for B.Ed. degree, claiming that they were using modern technology and were providing a good alternative to face-to-face mode of teacher education. Further they went on enrolling very large number of students charging heavy tuition and other fees without providing commensurate student support services, thereby making huge profit from this course which they used for their other courses.

- 5.3 Firstly, let us examine conceptually, whether the correspondence education/distance education mode is appropriate for professional education of teachers. We have discussed in section 2 of this report extensively the functions of the teacher and the knowledge, skills and attitudes required to be developed in him to enable him to discharge those functions. In section 3 of this report, we have discussed the way pre-service teacher education programme should be organised to develop in him the competencies desired. We have seen that the practical aspects of teacher education should constitute at least one-half of the total duration and that the practical work is of two kinds : one, supervised practice teaching preceded by demonstration teaching and practice of teaching skills; two, other practical work such as preparation and use of instructional materials including teaching aids, use of educational technology; administration, scoring and interpretation of educational and psychological tests; case study of a school pupil and giving him guidance; performing experiments relevant to school science; organising games, physical education and recreational activities; interacting

with community to develop educational awareness; etc. Even the theoretical aspects of teacher education are not pure discipline oriented but are always examined from the point of view of their relevance to education of school pupils.

- 5.4 Probably the only part of teacher education that a correspondence, distance education programme can claim to do effectively is the theoretical aspects of teacher education. Even here, the communication process is mainly one-way except during the contact programme which is of very short duration. The only other way of getting student response is through assignments and tutor counselling. In practice, however, this student service is not adequate and the student is left with half-baked knowledge full of doubts and difficulties. The student does not even have access to a good library where he/she can do some self-study to clarify his/her doubts. The relevance of theory to school education can hardly be shown except through video which is rarely used. The only way by which two-way inter-action between teacher and students can be provided in a programme of distance education is through one-way video and two-way audio using satellite-communication system. However, this is very expensive and universities can hardly adopt this technique. Thus even in providing theoretical instruction in teacher education, the correspondence/distance education is not very effective.
- 5.5 The correspondence/distance education system is completely unsuitable for providing effective education in the practical aspects of teacher education. In the first place, before the student goes to school to do practice teaching, he/she should be given some practical experience, such as demonstration teaching, observation of good teaching, practising skills of teaching, lesson-planning, preparation of instructional materials etc. The correspondence/distance education system has no way of doing this except during the contact programme. But the contact programme is too short, the teacher-student ratio too inadequate and the physical facilities for practical work are almost totally absent, so that no meaningful practical preparation is given to the student before he embarks on practice teaching.
- 5.6 As regards practice teaching, which is most important part of professional teacher education that enables the student to acquire the competencies expected of a teacher, the correspondence/distance education system has no way of organising and controlling the experience to make it fruitful. At present most of the universities that offer correspondence/distance education programme for B.Ed. merely ask the student to furnish a certificate from the head of a school to the effect that he/she has taught the required number of lessons in that school. There is no effective supervision of his/her teaching and no guidance given to

him/her by a teacher educator or even a senior trained teacher as to how he/she can improve his teaching.

5.7 In addition to practical teaching, professional teacher education involves various other practical experiences which should be given to the student, and which have already been described in section 5.3. Correspondence/distance education system has no way of providing such practical experiences and thereby developing the practical skills.

5.8 It may also be seen from the data about trained teachers at high schools in different States, that most of the States have trained graduate teachers in between 90% and 100% of the positions of teachers in secondary schools. Further live registers of employment exchanges show a large number of trained graduates registered and unemployed. Thus even on the ground of clearing the backlog of untrained graduate teachers, the correspondence/distance education mode of pre-service teacher education cannot be justified. Taking all these facts into consideration, the committee recommends that correspondence/distance education mode should not be used for pre-service teacher education for the first degree/diploma in teacher education and that pre-service teacher education for the first degree/diploma should be only through face-to-face institutionalised courses of teacher education of a minimum of one academic year duration. The committee further recommends that no further admissions should be made to courses of teacher education other than regular face-to-face institutional programme of minimum of one academic year from 1995-96 onwards.

6.0 In-service Teacher Education

6.1 The present duration of one academic year for professional pre-service teacher education is often considered inadequate to develop the competencies desired in a teacher. However, instead of increasing the duration of pre-service teacher education, educationists recommend mandatory in-service education for teachers. Kothari Commission recommended that every teacher should receive at least two or three months in-service education in every five years of his service. In-service education of teachers is necessary not only to augment and strengthen the initial pre-service teacher education but also to help the teacher in his professional growth by upgrading and updating his knowledge in his special subject as well as in professional education. Considering this the committee recommends that every teacher of primary, secondary and higher secondary level should undergo a course of in-service education at least once in every five years so as to be eligible for further increments.

- 6.2 Teachers should be suitably motivated to enroll in in-service courses. The in-service courses should be based on felt-needs of teachers as well as to meet their deficiencies of knowledge. At the end of the in-service course, a test should be given to evaluate the knowledge and understanding gained by the teachers and a certificate issued on satisfactory results in the test. It may be desirable to get these in-service courses recognised by universities/other affiliating agencies for award of credit points on satisfactory completion of an in-service course. These credit points can be accumulated by a teacher over a period of time by taking different courses. A certificate/diploma may be given after a teacher acquires a certain number of credits through in-service courses.
- 6.3 While correspondence/distance education is not considered appropriate for pre-service teacher education, it can be effectively utilised for in-service education of teachers for upgrading and up-dating their knowledge in any special subject of teaching at the school or in any pedagogical subject. For in-service education is predominantly theoretical, although the relevance of the theory to school education, should be indicated. The committee therefore recommends that correspondence/distance education mode may be used for in-service education of teachers at all levels who have already obtained their first degree/diploma in teacher education. It also recommends that all instructional materials of an in-service education course should be revised at least once in every five years so that they incorporate latest development and weed out obsolete knowledge. Further, as far as possible multi-media packages in self-instructional style should be developed for in-service education courses.
- 6.4 At present in-service education is organised by different agencies at the central, state and district levels, such as the National Council of Educational Research and Training (NCERT), the State Councils of Educational Research and Training, (SCERT's) and District Institutes of Education and Training (DIET's). If in-service courses should lead to credits which can be accumulated and a certificate/diploma given on obtaining a certain number of credits, then universities or other affiliating agencies have to either offer them or recognise institutions that offer them. It is recommended that NCTE identify the agencies for in-service education and co-ordinate their efforts. NCTE should also take necessary action to ensure standard of quality of the in-service education programmes.

7.0 Commercialization in Teacher Education

- 7.1 During the last two decades, the demand for admission to B.Ed. degree programmes has considerably increased partly because of the increase in number of schools and partly because there is unemployment of graduates who think

that chance of employment may be better if they acquire a B.Ed. degree. To cater to this growing demand a large number of private teacher education colleges have sprung up. Also correspondence courses for B.Ed. degree have been started in the universities. Many of these programmes have come up solely for making profit. Though the universities did not start the correspondence course for B.Ed. with profit motive, yet they soon found that they easily obtain good money from this course by increasing their enrolment as much as possible. There was public uproar against such programmes indulging in commercialization and so the government of India in the NCTE Act of 1993 stipulated as one of the functions of NCTE to “take all necessary steps to prevent commercialization of teacher education.”

- 7.2 This committee first deliberated on a working definition for “commercialization in teacher education”. School education and teacher education is generally supported to a large extent by government grants or by public endowments and only partly by the fee-income from students. When the recurring expenditure and recurring income are balanced, the institution is said to operate on no profit-no loss basis. When an institution does not receive government grant and has no other income other than fee-income (including all kinds of fees/collections) from students, it usually balances the income and expenditure, either by increasing fees or by reducing expenditure (by having less staff and paying them lower salaries etc.). Sometimes, however, there is good demand for admission, and so by increasing enrolment and also by increasing fees, the institution can get a good bit of surplus income over expenditure, which can be termed as profit from the course. A good institution may use this surplus income for improving the course, by obtaining more books for the library, by purchasing more equipment and having more staff etc. However some institution may not use this surplus income for improving the course but divert the funds for some other purpose. Considering all such facts, the committee decided to define commercialization in teacher education as follows:

“A teacher education programme/institution will be considered to be indulging in commercialization if the total recurring receipts including those from students per year exceeds the recurring expenditure of that year in the programme by more than 10% (of the expenditure). This may be ascertained by obtaining the annual returns of income and expenditure of the programme/institution. For this purpose all money received by an institution should be duly receipted and accounted for.”

- 7.3 An institution which deliberately wants to make more profit from the course, would do everything possible to increase its income and reduce its expenditure.

The ways by which it can increase income are by :

- increasing enrolment
- charging high tuition and other fees
- charging fees other than prescribed
- charging capitation fees/donation for admission

The ways by which it can decrease expenditure are by :

- having low teacher-student ratio
- paying teachers lower scales of pay than prescribed
- not providing essential consumables for instruction
- not providing support staff

The Committee therefore recommended that the above may be taken as indicators for identifying an institution/programme indulging in commercialization. If an institution/programme exhibits any of the above indicators, its income and expenditure statements may be verified to ascertain if it is indulging in commercialization.

7.4 An institution having a teacher-education programme can get a high income from the course by having unduly large enrolment, continuing admissions till the fag end of the year, giving admission on the basis of donations/capitation fees. The Committee recommends that to prevent commercialization in teacher education, NCTE may take necessary action so that-

- (i) Capitation fees should not be collected for admission of students.
- (ii) Admission to teacher education institutions/courses should be made strictly on merit basis subject to government rules on reservation.
- (iii) Admissions to teacher education institution should be closed after one month of starting of the academic session.
- (iv) All teacher education institutions submit annual returns of income and expenditure for the course to NCTE.

7.5 Through its regular inspection and/or through special inquiry in case of complaint about an institution, NCTE may determine whether or not an institution/programme of teacher education is indulging in commercialization. In case it finds that a particular institution/programme is indulging in commercialization, it should suitably advise the institution to desist from commercialization. More particularly, it should

- instruct the institution to follow the norms prescribed by the NCTE in relation to staff, physical facilities, student enrolment etc., and
- advise the institution regarding the fees etc. that may be collected from the students. If the institution does not follow the advice of the NCTE and continues to indulge in commercialization, the NCTE may withdraw recognition of the programme of teacher education offered by the institution and inform the affiliating university and state government.

8.0 Summary and Recommendations

8.1 The Chairperson, NCTE constituted the Expert Committee to consider and give its recommendations on the following terms of reference:

- (i) To examine the need, relevance and functioning of existing (a) part-time mode programmes (vacation/non-full time institutionalised) and (b) correspondence/distance education mode programmes leading to teacher education certificates/diplomas/degrees;
- (ii) To make specific recommendations for utilising distance education mode for pre-service and in-service teacher education programmes; and
- (iii) To suggest ways and means to prevent commercialization in all modes of teacher education operating through (a) regular full-time mode (b) part-time mode and (c) correspondence/distance education mode.

8.2 The Committee considered the competencies expected of a teacher and the nature of pre-service teacher education required to develop those competencies. Apart from having knowledge and understanding of the subject he would teach and the methods and techniques that he can use in teaching it, pedagogical theory concerned with growth and development of the child and the teaching-learning process, the teacher should be competent in the skills of teaching, preparing instructional materials, using educational equipment and education technology, using tests and guiding and counselling students, demonstrating experiments, organising field trips, conducting co-curricular activities, etc. For this

purpose, at least 50% of the total time of pre-service teacher education should be devoted to practical work including supervised practice teaching and other practical work. In the light of these requirements, the committee examined the different modes of teacher education, their need and appropriateness for pre-service teacher education. It also examined the commercialization in these three modes of teacher education and the steps that may be taken to prevent commercialization in teacher education.

8.3 The main recommendations of the committee are as follows:

1. Considering the knowledge, skills, attitudes and values that need to be developed in the teacher at the school level for efficient discharge of his functions, pre-service teacher education for the first degree/diploma should be only through face-to-face institutional courses of teacher education of a minimum of one academic year duration.
2. No further admissions should be made to courses of teacher education other than regular face-to-face institutional programme of minimum of one academic year duration from the academic session 1995-96 onwards.
3. Regarding part-time face-to-face institutionalised programmes of teacher education, it is recommended that NCTE after obtaining detailed information from these institutions may consider their recognition only if their programmes are equivalent to face-to-face full-time institutional programmes in their total duration of instruction including practice teaching and other practical work, academic staff and other infrastructure as per NCTE norms.
4. Correspondence/distance education mode can be used effectively for in-service education of teachers at all levels who have already obtained their first degree/diploma in teacher education.
5. Every teacher of primary, secondary and higher secondary level should successfully undergo a course of in-service education of specified duration at least once in every five years so as to be eligible for further increments.
6. Credit points may be given for satisfactory completion of an in-service course after evaluation. These credit points can be accumulated by a teacher over a period of time by taking different courses. A certificate/diploma may be given after a teacher acquires a certain number of credits through in-service courses.
7. All instructional materials of an in-service course should be revised at least once in every five years.

8. As far as possible multi-media packagers in self-instructional style should be developed for in-service education courses.
9. NCTE may identify suitable agencies at the Central, State and District levels for developing materials and for organising in-service education programmes for teachers. NCTE should also ensure standard of quality in the in-service education programmes.
10. A teacher education programme/institution will be considered to be indulging in commercialization if the total recurring receipts including those from students per year exceeds the recurring expenditure of that year in the programme by more than 10%. This may be ascertained by obtaining the annual returns of income and expenditure of the programme/institution.
11. All money received by an institution should be duly receipted and accounted for.
12. While identifying institutions indulging in commercialization, the NCTE may look into the following indicators:
 - high enrolment
 - low teacher-student ratio
 - inadequate institutional accommodation and other facilities
 - high tuition and other fees
 - any other receipts from students other than those prescribed and duly notified
13. In order to stop commercialization, NCTE may take necessary action so that:
 - (i) capitation fees should not be collected for admission of students
 - (ii) admissions to teacher education institutions should be made strictly on merit basis subject to government rules on reservation
 - (iii) admissions to teacher education institutions should be closed after one month of starting of the academic session.
14. If an institution is identified to be indulging in commercialization, NCTE may adopt the following action:

- instruct the institution to follow the norms prescribed by the NCTE in relation to staff, physical facilities, student enrolment, etc.
- advise the institution regarding the amount of money that may be collected from students
- withdraw recognition if commercialization is not stopped.

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APPENDIX-I
COMPOSITION OF THE COMMITTEE

Dr. R.C. Das Retd. Professor of Education & Ex-Vice Chancellor (Berhampur University) Plot 329, Acharya Vihar Bhubaneswar, 751013.	Chairman
Dr. R.N. Mehrotra Retd. Professor of Education CIE, Delhi University, Delhi.	Member
Dr. C.L. Anand Ex-Pro-Vice Chancellor, IGNOU Retd. Professor of Education New Delhi	Member
Dr. G.S. Pillay Professor of Education Head Dept. of Education, Madurai Kamraj University, Madurai, Tamil Nadu	Member
Dr. Krishna Kumar Professor of Education CIE, Delhi University Delhi	Member
Dr. Abu Baqar Retd. Professor of Education Jamia Milia Islamia New Delhi	Member

Dr. (Mrs.) M.S. Padma
Professor of Education,
Head & Ex-Dean, Dept of Education
NEHU,
Shillong

Member

Dr. C.L. Kundu
Professor of Education,
Ex-Dean, Faculty of Education
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Member

Dr. C. Seshadri
Professor of Education & Principal,
Regional College of Education,
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Member

Dr. O.S. Dewal
Retd. Professor & Principal
Regional College of Education,
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Member



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