

CHAPTER V
METHODS AND PROCEDURES OF
INSPECTION OF SECONDARY SCHOOLS

Under the present set-up, the inspection is far more concerned with the administrative aspects than with the academic aspect^S of inspection of school, and since he^S spends so much time on administrative aspects, his academic inspection of school is hasty and incomplete. Furthermore, the inspector has very little time to see whether the schools inspected by him have carried out the follow-up work to his satisfaction. On the whole neither the management nor the teaching staff of the school gains anything from the inspector's hurried inspection. The present system in respect of methods of inspection, therefore, calls for considerable

revision. The modern concept of inspection places emphasis on the improvement of instruction.

Inspection should be designed to help teachers to do their jobs better, or it should aim mainly at studying and improving the conditions which surround the learning and growth of both pupils and teachers. The inspectors should perform this new function satisfactorily if they have mainly the academic duties and practically little administrative responsibility.

A New Approach ^{to} of School Inspection

Since the modern concept of inspection of schools emphasizes the improvement of instruction, its old approach must give way to a new one. In the modern time, autocratic inspection will not do, for it stresses its authority on teachers, imposes its views from above, hampers self-expression of teachers and dominates both school management and teachers. It is a common complaint that many inspectors are still autocratic and undemocratic in their attitude towards not only teachers, but also school authorities and communities. There must now be a basic change in the

inspector's attitude if he is to serve as an educational leader. He must look upon his work as a matter of human relationships than as a mechanical application of rules and regulations.¹

The democratic inspection, on the other hand, places emphasis on improvement of total teaching-learning situation and seeks basic understanding of ^{for} reasons/adopted procedures by having teachers participated in policy formation. The nature and characteristics of democratic inspection are always co-operative, flexible and experimental. The democratic inspection respects teachers' personalities and individual differences; it provides full opportunity for co-operation and participation, inviting all to contribute; and finally it substitutes leadership for authority wherever and whenever possible. The democratic inspection is both scientific and creative. It employs orderly, systematic and critical methods of studying, improving and evaluating anything within its province, including its own

¹Report of a Study by an International Team,
1954, p.106 .

methods and procedures. It derives and uses data and conclusions which are constantly more objective, more impartial, more expertly secured, and more systematically organised than are the data and conclusions of opinion. The democratic inspection is creative when it seeks teachers' latent talents and provides opportunities to them for their exercise of originality and for their development of unique contributions.

The Report of the Seminar on Educational Administration held at Srinagar in June 1956 strongly recommended the measure of democratization of administration on the part of Education Departments. It also pleaded for giving adequate freedom and encouragement in independent experimental work done by the schools. The following statement of the Report is pertinent :

" Education Departments should carefully examine the position with regard to the freedom given to Teachers, Headmasters and Inspecting Officers under the existing rules to carry on their normal work as

to initiate new educational experiments and projects which may require some relaxation of rules and regulations. In this connection, they specially consider what additional freedom can be given to schools, which have the necessary staff and other facilities to justify increased confidence being placed in them, in the matter of syllabuses, methods of teaching and examination and general organisation of work. Encouragement of experimental work should be clearly recognised as an essential function of Headmasters, Inspecting Officers and Directorates of Education."²

Thus the new philosophy of inspection which is democratic makes different kinds of demands on the inspectors. So the inspector's methods and procedures of school inspection need revision. In the first instance he must give up his undemocratic attitude towards teachers and school authorities for without their co-operation he cannot secure improvement in the quality of secondary education. The inspector must realise that his chief aim should be to assist and guide the teacher, and not merely to judge the

²Report of the Seminar on Educational Administration (New Delhi: All India Council for Secondary Education, 1956), p.23.

teacher's work. The inspector must find time to study the problems confronting both teachers in regard to their teaching responsibilities, and schools about their administrative functions. He must not place undue emphasis on his authoritarian control, prescription and enforcement. Instead, he should aim at improvement in secondary schools. This he can realise only by his persuasive leadership, consultation and guidance. As representative of the Department of Education he has to provide gurantee to the public that the schools maintain a satisfactory standard of education and preparation for citizenship, and that they have the enlightened methods of teaching. For the reconstruction of secondary education in India, the inspector has a vital role to play. For this effective leadership, his aacademic and professional qualifications which must be fairly high will not^{do}/along; he must also have patience, tact, sympathy and the ability to understand the problems of teachers in their work and of schools in general. The inspector should be able to make them feel that he is their counsellor and adviser.

Unfortunately, the feeling has grown that the chief function of the inspection is ^{inquisitional} ~~significant~~ in nature. This has resulted in creating an atmosphere of suspicion. If the inspector could feel that he is a collaborator and not an examiner, this unhealthy atmosphere might disappear. Inspectors have to realise that their true function is on a higher plane than that of dictation and reporting. In this connection the Report of an International Team on Secondary Education in India reads:

In the countries visited by us, inspectors are looked upon and they ~~are~~ looked upon themselves above all as consultants and collaborators whose duty it is to discuss with headmasters and teachers their difficulties and problems and to help them in finding satisfactory solutions. In Denmark an inspector is even required to teach in a school two days a week. We agree with the Commission when it says that 'the true roles of an inspector could be to study problems of each school and view them comprehensively in the context of educational objectives, to formulate suggestions for improvement and to help the teachers to carry out his advice and recommendations. Much study and experimentation

will be needed to frame syllabus suited to varying abilities, to evolve suitable methods of handling the syllabuses and to develop proper methods of evaluation and examination in the new secondary school. While the main burden of this work will rest upon teachers, inspectors also will have to play an increasingly important part. While a few good schools which are freed from the cramping effects of rules and regulations will be able to start experiments and investigations on their own, the vast majority of schools with poor equipment will badly need counselling and guidance from experienced officers. In these schools lies the inspector's greatest opportunity for good. It should be his duty to awaken healthy doubts as to the insufficiency of familiar routines, to provoke the unreflective to thought, to stimulate experiments by discussion and suggestion and to spread progressive ideas by serving as a link between schools.³

Almost a decade has passed since the above report was published; but it is deplorable that there are still many inspectors who have not yet changed their old approach in their inspection work. In other

³Report of a Study by an International Team, 1954,
p.107.

words, the methods and procedures of inspection need revision in order to meet the new requirements of the schools and the teachers who have been called upon to prepare the pupils " to participate creatively as citizens in the emerging democratic social order. In India."⁴ It is time the inspectors realised their new responsibilities and gave up their old mentality. The State Department of Education should at times organise inspectors' conferences and seminars for educating our inspectors. The DEPSE(The Directorate of Extension Programmes for Secondary Education) should plan such seminars for State inspectors. Furthermore, greater attention needs to be paid to the proper selection and professional training of candidates for the posts of inspectors so that newly appointed officers will not fall into the old methods of inspection but will take up and perform their new jobs in a democratic spirit.

The changing conception of the inspector's role indicates that his title should be changed.

⁴Report of Secondary Education Commission,
1953, p. 23 .

' Inspector of Schools ' smacks too much of the educational policeman. 'Education Officer' is one of the alternatives that may be considered. With enforcement reduced to a very minor function, and with the business of assessment of teachers' work put in something like its proper place, the inspector will be free to play a much more creative role in educational affairs. For he has a number of positive functions (all in some degree carried out at present) that are especially his by virtue of his position in the education system. They may be summed up in the world ' educational leadership '- the sort of leadership that rests on very much more than mere authority. The central function of an inspector of schools should be to guide the efforts of teachers to serve the children in the schools; in other words their main duty is to help school staffs and individual teachers to do a better professional job. This is a function inspectors can exercise in many different ways: by assisting individual teachers with their personal and professional problems, by consulting with schools over their policies and

programmes; by fostering good staff team work; by organising study groups, encouraging professional reading, and actively supporting other forms of in-service training; by judicious stimulation and guidance of experimental work in the schools; by working with teachers on such specific projects as a plan for school library development; by spreading among teachers fresh and useful ideas from whatever sources.

To do this work effectively, an inspector must first win the goodwill of teachers and prove himself worthy of their respect. Once he has gained their confidence, his best work will be done by getting to know them well as professional colleagues, threshing out their problems with them, and offering them the sort of advice that is really helpful and relevant in the particular case. This calls for a balance of the positive conviction that is necessary for any sort of leadership and of tolerance and humanity. As every discerning inspector knows many teachers have gifts he cannot claim, and

there are many educational questions on which no one has the right to be dogmatic. Above all, the inspector should encourage every spark of originality, of independence of thought, and of genuine searching for educational truth. In brief the inspector should help teachers as individuals and as groups with their instructional problems, co-ordinate their efforts into a well-balanced programme, provide proper conditions for the continuous in-service growth of teachers, headmasters and inspectors ^{themselves} and develop proper adequate teaching experience materials. In these functions can be found the provision for such staff services as these: help for the teachers both in and out of their classrooms, in-service activities for groups of teachers and headmasters, the development of curriculum materials, and the evaluation of the teaching programme in part and as a whole. To conclude, according to Harman there are three distinguishable objectives of school ^{supervision or} inspection: a co-operative educational service, concerned with identifying and solving

problems related to teaching and learning; the in-service training of teachers; and a scientific enterprise concerned with evaluating and improving the instructional programme of the school.⁵

Techniques of School Inspection

Classroom visits and Observations:- Classroom visitation has become a sole means of inspection of secondary schools in India, and has occupied so important a place among the academic functions of the inspector that in the minds of the many educationists in India, inspection and classroom visitation have become almost synonymous. In fact class visits in a hurried manner and a teachers' meeting for a while, in many States in India constitute the entire school inspection programme. This sort of technique has been adopted in India perhaps because it is much easier to visit classes and to arrive at a conclusion with regard to the merit of the teaching and the ability of the teacher than it is to analyse, evaluate and diagnose the academic activities and to furnish educational

⁵Allen Harman, Principals' and Teachers' Concepts of Supervision. The American school Board journal, #173 (September, 1948) p.33.

leadership to schools, for their growth and improvement.

Mere classroom visits obviously require less frequent and sustained visitation and attention; this kind of prevailing practice of inspection of schools in India to-day requires a great deal less in the way of professional background and insight on the part of the inspecting officer. Again the present inspection system makes very simple demands in the way of knowledge of the psychology of learning and motivation and the philosophy and techniques of inspection. As the evidences in Chapter 3 show, classroom inspection has tended to fall into disrepute because too often the methods and procedures used have been such as to lessen any values which might be attained. The evidences suggest that classroom visits are too brief to provide a sound basis for a constructive programme for improvement. The procedures used in visiting classes are always formal and mechanical and the manner of inspecting officer, aloof and unsympathetic.

The consequence of visits, formal procedures and a superior attitude on the part of the inspector frequently causes both the teacher and the pupils to be tense, nervous and unnatural in their reactions during the inspector's short stay in the classroom. Undoubtedly, the inadequate preparation of the inspector for his inspectional duties, his meagre vision and even more meagre education in the objectives, principles and techniques of learning and teaching and in sound procedures in classroom observations have contributed to a definite tendency which minimises the importance and the place of classroom observation as in inspectional technique. Let it, however, be emphasized that classroom inspection can make contributions^f to the improvement of learning and teaching which no other inspectional or supervisory method can replace.

But a well planned programme of class visits makes heavy demands upon the time of the inspector. One reason for the criticisms that have been

frequently made on the inspector's hurried classroom observations is that too often he has been concerned with the activities of the teacher rather than with the learning of the pupils. The inspector as an educational leader must not forget that the basic purpose of inspection is to aid teachers so that they may be better able to stimulate and guide the learning of pupils. Under a modern concept of inspection the purpose of classroom observation is to study the nature and quality of the education of the pupils and the methods and means by which the teacher guides it. Although this will involve the activities of the teacher, the attention is also given to what happens for pupils rather than merely to an effort to observe and assess the teacher's activities. In brief, in classroom observation, the inspector should also study the materials the pupils are to learn, their validity for the objectives of education, their utility, interest and value for the pupils and their adaptation to the pupils'

abilities and needs. He should also study the means the teacher has used in discovering, diagnosing and remedying the learning difficulties of pupils; and finally the inspector must study the means the teacher has used for evaluating the learning product, the nature and means of the methods of measurement, and their relation to the pupils' achievement.

To be of value, the inspector's class visits must be followed by a meeting in which the inspector should discuss in a general way his findings in order to help the teachers to understand their strengths and weaknesses. Some times the inspector should meet an individual teacher, whose work in his opinion is not satisfactory. Such a teacher should not be criticised in a general meeting. In meetings, the inspectors should not treat teachers as their subordinates. They should not express merely their subjective opinions and harsh criticisms of teachers' class work.

Classroom observation should not be considered as the only means of inspection. It is, in fact, one

of many methods by which the inspecting officer may attempt to be of service to the teachers. When a teacher or an entire staff of a particular school in his area is undertaking to develop a new method of teaching, such as directing pupils' study or introducing laboratory or group participation in classroom activities, the inspector should take special interest in the programme; for this kind of common observation will furnish him with the means to evaluate progress and discover errors or weaknesses in his own techniques. In such activities both the inspector and the teachers could improve their professional knowledge; and frequently the inspector's observations may reveal that a number of teachers are experiencing the same difficulties. This will provide a basis for a group conference designed to find means to solve this sort of difficulties. The inspector should also invite some teachers of other neighbouring schools to observe such programmes. This is particularly valuable for helping the teachers who have some

learning or teaching problems to diagnose the courses and find a remedy. It is usual in many ways in aiding teachers to evaluate and improve their subject matter and methods of teaching.

Apart from his annual inspection the inspector should visit the school occasionally. Should he pay surprise visits or notify the school ? The majority replies to a question on this subject from the educationists and teachers tend to be in favour of the inspector's surprise visit to the classroom teaching. However, some do believe that all visits of the inspectors should be announced. Their main argument is that if the teacher is informed of the inspector's proposed visit to his class, it offers him an opportunity to prepare the best classroom work of which he is capable; but not all teachers agree as to whether it is sound or fair to make special preparation for an announced observation, and hence the inspector who follows this practice only, does not have a comparable sample of the work of different teachers. For example, nervous or

apprehensive teachers may actually be at a disadvantage as they ^{contemplate} ~~complete~~ the formally announced coming of the inspector and so the work in their classes may not reach its normal standard. While the chief advantage urged for the inspector's surprise visits to schools is that they provide an opportunity to the inspector to study the normal class-work. Although it is true that such a visit may dismay, even frighten, some teachers and classes, others are stimulated by the challenge of a surprise visit of an inspecting officer. The fears of his unannounced observations of the teachers' work will disappear if the inspector during his visits to classroom work shows that he is a friendly co-workers who is engaged with the teacher in the co-operative study of an educational activity and if he has the capacity to be of actual help to the teacher - sometimes on the spot.

Teachers' Conferences and Seminars. - To-day the potential worth of conferences between teachers and inspectors is regarded as one of the most

valuable means for aiding teachers. Herman⁶ has reported that the conference was judged to be the most effective procedure for improving instruction in schools, and Vergason⁷ has cited it as a valuable means for improving morale, for helping individual teachers to solve problems, and to find means for improvement. The increasing recognition of the significance and value of the conference suggests that the inspector must acquire proficiency in the best procedures for conducting it if he is to perform his functions as an educational leader. From time to time the inspector should hold teachers' conferences and seminars. He should choose a part of his district so that a number of secondary teachers serving that part of the district will not be too large.

The main purpose of his conference should be to attempt to solve common problems that face these teachers in their classwork. The inspector should

⁶Allen C. Harman, Supervision in Selected Secondary Schools, University of Pennsylvania, Philadelphia, 1947 p.101-102.

⁷A.L. Vergason, "Supervisory Conferences", (Bulletin of the National Association of Secondary School Principals, Dec. 1950), pp. 245-257.

discuss the common strengths and weaknesses of the teachers whose work he has inspected. It is necessary that the inspector knows the teachers' strengths and weaknesses in their teaching methods and subject-matter because they will furnish a foundation upon which he could plan proposals for their improvement. Teachers' weaknesses seem to offer an opportunity for improvement for they are in fact the cause of teachers' difficulties. He should, however, carefully deal with those weaknesses which are improvable. He should make practical suggestions, call attention to specific readings or point out other means that could help the teachers to improve.

Every conference should result in some definite plan, programme or proposals for solving teachers' difficulties and improving their educational efficiency. Any plan which the inspector makes should be flexible, subject to adjustment as the conference proceeds. A conference is a joint activity in which both teachers and the inspector participate. The agenda should be announced before hand in order to enable participants to come to the

conference well prepared. The teachers would be able to discuss issues with confidence and make their own suggestions for solving the problems under consideration or they would be able to discuss and take part more intelligently the proposals made by the inspector. Sometimes a teacher or teachers may present new information which may change the entire trend of the discussion.

In any event teachers must have equal opportunity with the inspector to discuss the issues and the final conclusions must be those which are arrived at co-operatively. In brief, the inspecting officers must recognise the fact that one of the fundamental principles of educational leadership is respect for the opinions and points of view of the teachers. This point needs special emphasis for some of the teachers whom the writer interviewed strongly criticised the attitude of the inspector in the teachers' conferences; they compared it with that of a politician with reporters. The inspector should never by tone of voice, manner or language seem to belittle or ridicule teachers or their opinions. He must listen with honest,

sincere attention and interest to whatever teachers have to say, exercising every effort to understand and appreciate their analysis of the problem under consideration, their opinions and proposals for improvement in terms of their attitudes, beliefs, educational background, experience, personal qualities and strengths and weaknesses. This does not, however, mean that the inspector may not disagree with the teachers' opinions or proposals but he must understand and respect those of the teachers. The inspector should express his disagreement with an opinion of a teacher when he believes it to be unsound, but he must also expect a teacher to be equally free to disagree with him when in the teacher's judgement his suggestions are not practical.

Demonstration Teaching and Intervisitation.-

Another way the inspector can help teachers in the improvement of techniques of teaching is his demonstration teaching. Demonstration aids materially in giving a clear and quick understanding of the technique. The concrete is made more readily grasped

than the abstract. In educating teachers, this principle applied particularly to those teachers with less thorough professional training, academic background and insight. Inspectors should be able to express themselves in such a way as to make clear the possibilities of carrying new or different ideas into execution. Two devices - demonstrating methods of teaching and having teachers visit other teachers' classrooms are often indispensable in conveying to some teachers an adequate concept of the application of new and complex techniques such as the project method, or the handling of three groups of pupils of different levels of ability in one class. Teachers should get opportunity to see the difference between the way they perform a certain technique and the way other teachers perform it, or the relative success of two alternative methods. Teachers' observation and analysis of the inspector's demonstration lessons stimulate them to examine more closely their own teaching and to improve their skill in self-evaluation. It is

necessary for the inspector to remember that when he demonstrates a lesson, his purpose is to demonstrate the technique and not to prove his superiority of method.

In addition to the demonstration lessons, the inspector should encourage beginning teachers to see the teaching work of other experienced teachers in order to improve their own. This is, indeed, a valuable means of helping junior teachers to improve their teaching. When a teacher is having problems in the use of a certain method of teaching, the inspector may suggest that he should visit a specific teacher who is known to be expert in the use of the method of teaching. However, he should not require one teacher to pattern his work after that of another.

There are also other devices by which inspectors could help teachers to be well informed both professionally and academically. From the inspectors' district office a bulletin should be issued at regular intervals. In the bulletin should

appear such types of material as the following: Good references appearing in current educational periodicals to which the teachers have access; bibliographies of good references upon selected topics considered of general interest to teachers; news items of what various schools or teachers are doing; news items of achievements of various schools, especially those relating to pupils' progress in special projects; the results of researches, reports of which have come to the attention of the inspectors through the research journals and other sources in the various parts of the country; references to abstracts or brief quotations from books, articles, or speeches, which are calculated to stimulate or inform teachers; reports of special talks or papers at professional meetings and conferences; brief reviews or announcements of the publication of good professional books, monographs or yearbooks, which should be of interest and value to teachers generally. The Bulletin may also contain lists of new books and other materials received in the inspectorate library (one needs to be established at the district level), brief discussion of the use of new teaching aids or

devices, and similar information which may be helpful to teachers.

Evaluation of Secondary Schools

In the foregoing pages of this Chapter it has been seen that a good system of school inspection includes classroom visitation, individual and group conferences of teachers, demonstration teaching, encouraging inter visitation among teachers, etc. These are academic aspects of school inspection; other aspects such as the library service, school community life etc., are related to the organisation of the school. As a rule, the district inspector of schools is required to examine all these aspects of secondary education and submit annually his report to the State Director of Education. For an inspection report, generally most States have prescribed forms. The investigator^{has} made an intensive study of most of these forms and has found them to be rather informative in nature. It appears that the forms seek elaborate statistics and ignore the study of such vital aspects of school programme as the library

service, projects and experiments, pupil-staff relationships, school community contacts etc.

However, carefully and objectively, the inspector writes his inspection report, it is bound to be governed by his opinions and subjectivity, for his report is mainly based on what may be called his 'impressions' and his impressions which may be based on his 'instructional know-how' cannot be considered 'objective.' In other words the inspector has used not a scientific method but his impressions in assessing or evaluating the progress of the school whereas 'objectivity' in writing a report on school progress is concerned with science and the scientific method; scientific inspection stems from the idea that the improvement of teaching may be based upon measurable and controllable items, and that the purpose of a scientific method is to substitute factual data and unbiased judgement for faulty observation and personal opinion. Therefore an assessment or an appraisal of the academic progress of the school should be based upon objective

evidence. It seems this idea has, in America, greatly influenced the school survey movement, curriculum revision, marking and reporting, teacher rating, pupil guidance, and the development of instruction and supervision. The idea that school inspection should be based on evaluative evidence is absolutely new in India. The concept of evaluation as a process, method or principle in the field of education is of recent origin. Even in America evaluation was practically unmentioned before 1925; its chief mention in the literature of education has occurred there since 1940.⁸

The main source of the present popular status of evaluation in America is its use and development in connection with such large educational projects and experiments as the eight year Study, the Evaluative Criteria of the Co-operative Study of Secondary School Standards, Leonard and Eurich's evaluation of modern education, Froyer and Pale's evaluation

⁸ Fred C. Ayer, Fundamentals of Instructional Supervision, (Harper and Brothers Publishers, New York, 1954) p. 461.

of teacher education, Wrightstone's appraisal of high school and elementary-school practices and the State of Georgia's attempt to evaluate its programme of supervision.⁹

Principles of Evaluation.- The evaluation of a secondary school calls for careful planning. First of all it requires educational leadership. It thrives on and enhances the co-operative effort of the school management, the headmaster, teachers and the inspectors, because evaluation is not a one-man affair. The first thing that the evaluation of secondary schools requires is the formation of evaluative criteria. The inspectorate with the help of some able headmasters and teachers or some able members of the teachers' and headmasters' associations should plan the evaluative criteria. Evaluation should as far as possible cover all aspects of secondary education, and it should include all persons concerned with the teaching, aspect learning and administrative aspects of secondary schools; while evaluation should appraise the

⁹Ibid.p.466.

the effectiveness of all these aspects, it should strengthen democratic behaviour, improve community co-operation, improve co-operative pupil-teacher curriculum, and should sensitise teachers and inspecting officers to values of interaction and human relations.¹⁰

Evaluation should take into full consideration the human relations and the mental health of pupils and teachers. It should be patterned by considerate appraisal and objective measurement. Evaluation should aid materially in the solution of the academic and administrative problems of the school. Evaluation demands and fosters creativity. Evaluation is a dynamic, not static process. It stimulates as well as measures changes. The ultimate worth of evaluation depends upon the initiative of the headmaster and his staff and the inspectors themselves. Finally, sound evaluation is characterised by objectivity. Evaluation is not a self-guaranteed process. The ultimate soundness of evaluation depends upon the

¹⁰ Ayer, Op.Cit., p.480.

degree of objectivity that permeates its measuring instruments and appraisal techniques. Evaluation should put a premium on objective procedures, it should seek for procedures of increased reliability and validity.

It should prove highly profitable for inspectors of schools to study the techniques of the comprehensive evaluative criteria developed by the several committees in charge of the evaluation of secondary schools in America, some of which are: Co-operative Study of Secondary School Standards, Evaluative Criteria, Washington, D.C. 1950; Edgar E. Wilson and Henry J. Otto, eds., Handbook for Self-Appraisal and Improvement of Elementary Schools, Austin, Tex., The Texas Education Agency, 1948; M.E. Troyer and C.R. Pace, Evaluation in Teacher education; and G. Shane and E.T. McSwain, Evaluation and the Elementary Curriculum, New York, Henry Holt & Company, 1951. These projects have developed comprehensive programmes that involve all aspects and stages of evaluation and provide numerous standards, checking and scoring devices, and

other ways and means of systematic measurements, and appraisal. In India, there are two major publications so far which are mainly related to Indian conditions so far as the evaluation of secondary schools is concerned. They are: Evaluation of Secondary Schools by Professor S.N.Mukerji; and Evaluative Criteria by the United States Educational Foundation in India. Dr.Mukerji's 'Evaluation' is fairly suitable for the purposes of part of school inspection. This publication includes among other aspects: educational programme, curriculum, pupils activity, library guidance, instruction, organisation and building and staff administration etc. These two and other American publications as cited earlier will prove of interest to inspectors. It is beyond the scope of this thesis to deal with and present evaluative criteria as a full subject. However, the researcher feels it essential to suggest some abroad aspects concerning secondary education, which will prove of interest to an inspector for the evaluation of secondary schools as part of

school inspection. The investigator has purposefully refrained from going into the detailed analysis of the criteria in view of the fact that the conditions of secondary schools differ not only in different states of India but also in some cases in different parts of one and the same State. So, any evaluative criteria if evolved in general for school evaluation need to be adjusted to the local conditions of schools, and also, the detailed specifications of each criterion should be drawn through the pooled thinking of educational experts.

For the purposes of evaluation, the following are the major aspects concerning secondary schools. These are, indeed, the vital aspects which an Indian inspector should look into, in order to get a fairly comprehensive picture of a school. The investigator is conscious that the evaluation of school programme in India is still by and large an unexplored field of educational research, and so there is considerable scope for intensive and extensive research on this subject.

Major Aspects of School InspectionThe Philosophy and goals of the Secondary School.-

Theoretically, every pupil who completes his minimum primary education is qualified to get a place in any secondary school, no matter what caste or creed he belongs to; but in practice it is not uncommon to find that some secondary schools pursue the policy of restricting most of their admissions to the children of a particular denomination or a communal group or of the upper class society. There are also some schools which favour a policy of admitting mostly the elite or superior children. Therefore, it is necessary for the inspecting officer to see through the school policy and identify correctly its philosophy or motto and its applicability in practice. It is necessary that this basis of evaluation is utilised by the inspecting officer, for such a policy pursued by a school strikes at the very root of healthy secondary education for all children in the country. Cases of malpractices both ideological and financial are the natural concomitant of such

ill-conceived policy. It would also enable the inspecting officer to classify the schools into that category which needs constant and vigorous vigil. It is this group of blacksheep which has continued to justify stricter control of secondary schools by the State Department of Education through its inspectorates

This criterion could also be expanded so as to identify whether the secondary school has set for itself some well-defined objectives or goals to which an entire school programme is geared. In India it is not common that a secondary school formulates a philosophy or objectives of its own. But whenever such cases are found, it is worthwhile for the inspector to take a note of it and encourage the school to pursue it more effectively through his appreciation, commendation and creative guidance.

The financing of the School.- It is already seen that over 70 per cent of the secondary schools are voluntary agency schools.¹¹ They have in the

¹¹Education in India, Vol.I, Ministry of Education, Government of India, 1959-60, p.121.

main two sources in addition to their small or large endowments. They are: tuition fees and grants-in-aid. When the school has no endowment, its financial position is always shaky, for if the grants due to it are not approved in time or the school receives them a little late, the school will be in a financial difficulty. Such schools obviously deserve the sympathy and consideration of the inspector. But there are schools which have large endowments and yet solely depend for their expansion and progress on the Government aid and restrict their own funds to the welfare of the children only of their own denomination. Here it is necessary for the inspector to examine carefully the finance of the school and take the necessary action against the managements of such schools if he feels that they are reluctant to use their endowment funds for the welfare of the school. This aspect is again examined under 'the school building.'

The Office Administration of the School.- There is a place of office administration of the school in

the inspector's evaluation of the schools. It is needless to say that good administration of any institution will maintain its records well. The school programme should include the cumulative record cards of the pupils' progress and the school office should maintain them systematically. Other records such as the Headmaster's log book, the minutes of the Managing Committee's meetings, the minutes of the Staff Meetings, the individual teachers' files, the records of the school activities during the year, the general registers of the pupils, the register of the text-books, the copies of the examination papers and the answer scripts, schemes of work in various subjects etc. should be maintained by the school efficiently so that any information concerning the school programme is easily available. The evaluation of school office administration should reveal whether it is efficient or not. An inefficient administration may reflect in the school accounts, and the correspondance of the school with the Department. It is obvious that an efficient administration of the school will reveal

its regularity in sending official returns to the Department and thus minimising undue delay and unnecessary correspondance^e. When the inspectorate has enormous office work, an efficient administration at school level is obviously desirable.

The School Building. - A school building, equipment and teaching aids constitute the essential condition for the effective execution of a school programme. In India, it has been reported that about 70 per cent¹² of the private schools are housed in rented buildings, most of which are unsuitable for the present type of school programme. For obvious reasons, it is not possible to make any substantial change in this situation immediately; but the inspecting officer should find out in his evaluation of school inspection whether the schools really act as a serious hindrance to providing a required school programme. He should recommend some essential alteration in the school building in the interest of the health of the school children and sound school programme.

¹²Dhanwant M. Desai, Administration and Control of Secondary Education in India (Bombay: A. R. Sheth & Co., April, 1965) p. 27.

He should also ensure what endowment the school management has and what contribution they can make for a new building. State aided schools should make effort to raise funds for the building programme, besides earmarking annually some reasonable amount for this purpose. However, if the school management is negligent to the maintenance of the school premises, he must warn the management and take such steps as necessary for the interest of the pupils. It is appropriate to note the event that took place recently: the manager of a private Girls' School was sentenced to two years' rigorous imprisonment and a fine of Rs.100/- by the special first class magistrate of Madurai (Madras State) for " causing grievous hurt by rash and negligent act."¹³

The School Programme.- The evaluation of school programme, both curricular and co-curricular, is the primary concern of an inspecting officer. His approach should be such as to reveal the strengths and weaknesses of the items of the curricular programme followed in schools in order

¹³ News item in the Time of India, 4th May, 1965, p.1.

that effective remedial measures for correcting the revealed weaknesses of the specific items of the programme can be suggested.

(a) The Syllabuses.— The syllabuses in different school subjects for all the classes of the secondary school are usually prescribed by the State Department of Education. All schools in the State are expected to follow the prescribed courses of studies and text-books faithfully. It is, therefore, imperative for an inspecting officer to find out whether the school conforms to this condition of the grant-in-aid code. But he should not apply the rules mechanically and unimaginatively. In case there is some minor deviation from the prescribed syllabus, he should try to judge whether the deviation violates seriously the objectives and the spirit of the prescribed courses. Minor adjustment or the reorganisation of the courses by the school is not only to be permitted but is to be encouraged too. The inspecting officer should see whether the staff members of the school have really done some thinking on the topics of the

prescribed syllabuses by organising and planning them into units. He should also see whether each unit has provided ~~the~~ suggestions for independent reading by pupils as well as for the teacher. The scheme of unit planning should spell out the exact teaching aids or the audio-visual materials and techniques that are intended to be used by the teacher in teaching the unit in the class.

The inspecting officer should scrutinise the planning of teaching work by teachers and determine what extent provision has been made for increased pupil participation. He should discourage merely the 'pouring' in' type of teaching, however systematic it may be. Pupils learn best by doing and participating actively in learning experiences. The plans of teaching should therefore be oriented to 'learning experiences' rather than teaching factual information, isolated principles, events or trends.

School Time Tables.- An inspecting officer should examine the school time-tables for class teaching as well as for home work. The distribution of periods of instruction and practice over different curricular

subjects as well as the allocation of teaching load to properly qualified and experienced teachers is a vital point of consideration. An inspecting officer should get from the principal the distinguishing features of the school time table if there are any, and discuss with him the problems and issues involved in planning the school programme especially if the institution happens to be a large size school. He should also examine class-wise home-work time-tables, the load of pupils' work and teachers' supervision or examination work of pupils' written home assignments and the co-ordination of home work among different subject areas. The inspector should be sensitive to the new ideas or experiments that the school has adopted or has a plan to adopt in the near future. He should discuss these ideas with the staff, examine dispassionately and with an open mind the educational potentiality of these ideas or experiments, and endeavour to give any new or supporting light if he can. He should command^e the efforts of the school to break new grounds in school teaching or administrative practices. He

should be eager to share his thinking and experiences on the planned or practised experiment and even show modesty and humbleness to learn from the school teachers and the principal. He has to play the part of a cross-fertilising agent. He should collect the pollen in the form of new ideas and fertilise other schools in his district by passing on to them the ideas and experiences of the school engaged in the experiments.

Action Research.- It is likely that a school principal or the staff members have certain academic or administrative problems. The inspecting officer should find out whether the staff is oriented into the techniques of action research. He should inquire whether the school has sought guidance of the Department of Extension Services operating in its region or of the neighbouring region to plan and implement action researches to solve the day-to-day problems faced by its teachers.

Supervision.- The concept of supervision of teachers' work by the school principal or the supervisor has considerably changed in recent times. The

supervision is no longer considered as something that ends with visits to the classes by the principal or the supervisor and watching of the actual teaching of individual teachers. While this is considered essential in the case of some new or untrained teachers, the supervision is now thought of in terms of giving new ideas and providing motivation to the staff by the principal or the supervisor to experiment with newer approaches to teaching and using newer materials and aids. The supervisor is now expected to plan and work together with the teachers to adopt improved plans of teaching and evaluation. The inspecting officer should study how the supervision of the work of teachers is done in a school, and discuss with the principal and the supervisors how supervision can be oriented to develop better teaching and better evaluation.

School Library.- Reference has been already made to the need for organising learning experiences and providing the increasing pupil participation in the learning activities by school pupils. In

this respect the role of the school library and the school reading room should be clearly visualised by schools and inspecting officers as well. The school library service is generally very poor in our secondary schools at present. It is not only essential that a school should possess an upto-date, modern pupils' and teachers' reference library, but it should have an effective plan and programme of its increased utilisation by them. The inspecting officers, through discussion and actual scrutiny of teachers' unit planning and pupils' record of work, should collect evidences regarding the extent and effectiveness of the utilisation of the school library by pupils and teachers.

Co-curricular Programme.- It is now held that the purpose of a school programme is not only to impart factual knowledge in various academic fields to the child but also to help him grow in terms of the development of certain skills and abilities, building up some desired attitudes and interest in him, and helping him to develop emotional poise and adjustment

to his environment. Not only is being emphasized the intellectual development of the pupil, but also his emotional, physical, social, moral and spiritual growth as the major concern of a school. The co-curricular programme is usually conceived as an effective supplement to the curricular programme of a school. The school should have a planned programme of co-curricular activities directed to these ends.

An inspecting officer should view the co-curricular programme of a school in this perspective. He should look for (a) co-curricular programme with clearly articulated goals, (b) clearly enunciated activities in terms of weightage of time given to them, (c) a definite plan of their administration, (d) details of pupil participation in planning and executing the programme, (e) the co-ordination with the class lessons where such co-ordination is feasible, (f) financial arrangement for implementing the programme and (g) a plan for evaluating the programme in terms of added skills, abilities, attitudes, interests and adjustment developed in pupils.

Other Aspects.† There are some other aspects of the education programme of a secondary school which need to be included in the scheme of its evaluation. These aspects would include the conditions in the school and its specific programme for safeguarding and promoting the physical and mental health of the school children. The instruction in the physical education and the provision of recreation in the school should be viewed in the perspective of both physical and mental hygiene. Good ventilation in classrooms, lighting arrangement, sitting-cum-writing desks, sanitary arrangements, the medical inspection and the follow-up work and such other factors relating to health in schools should be evaluated.

Another such important aspect of school life is the school discipline and the tone of the school. There are several factors affecting the discipline and the tone of the school. In evaluating this aspect, the inspecting officer should make necessary allowances for the environment, staffing and tradition in the school. The evaluation of such intangible outcomes

as school discipline and tone will be over-all and be mostly value judgement based on observable factors and available evidences. The more experienced and enlightened an inspecting officer is, the better evaluation of such intangible outcomes of a school programme it will be.

The Staff of the School.- One of the most important aspects of school evaluation is to judge the persons who staff schools. After all a beautiful building, a well-equipped laboratory and a large library only do not make a good school. It is the human element in the schools that really makes them what they are. Hence, the school inspector cannot ignore staff, their abilities and attainments and their professional problems. He has to see whether they are properly qualified and trained for their job as school teachers; whether they have gained sufficient insight and experience in their work, whether they are enjoying their work in the given conditions of schools, and whether they possess the necessary faith in the goals of the school in which they work.

Inspectors have also to examine the professional growth and awareness in the staff. They ought to be in touch with the current trends in educational theory and practice. They should be active in participation in the educational seminars, workshops and conferences organised by various educational agencies. It is no doubt necessary to know the qualifications and teaching and administrative experience of the staff but the emphasis should be placed on their active interest in the field. That should be the criterion on which staff should be judged. The principal or headmaster has a leadership role among the staff. Inspectors should insist on his leadership qualities and see that he and his staff work as a team in their school.

The relationships.- Much importance ~~ought~~^{ought} to be attached to the human relationship aspect in any kind of groups enterprise. It is found out in several studies on group dynamics that the group performance improves considerably if there are harmonious relationships among the members concerned. The school as a social institution has to maintain healthy

relationships internally and externally. Pupil-teacher relationship, teacher-management relationship, principal-teacher relationship and school-community relationship are some aspects to be evaluated by the inspectors, for the school cannot be progressive if there exist any conflicts, internal or external.

Inspectors should seek information on the ways and means of contacts among staff and pupils, staff and principal, school and public. In democratic set-up, this aspect assumes special significance. Many schools in other countries have a special Public Relations Officer (PRO) who builds-up liaison ^{between} ~~in~~ the school and community. This may not be possible in India under the present circumstances, but a start could be made by having a teacher-cum-PRO or a Counsellor-cum-PRO. Until such an initiative is forthcoming or the idea takes root in India, the principal has to act as a co-ordinating agent in the matter of internal and external relationships of the school. The inspectors cannot ignore judging the comprehensive role of a principal in his schools.

Other Measures for the Improvement of the Methods of Inspection

Full Inspection.- Instead of poor and hurried inspections of schools annually, it is suggested that full inspections of secondary schools should be introduced. This type of inspection has been the outstanding feature of secondary school inspection in the United Kingdom. A full inspection should take place at an interval of five or seven years; and it should last four to seven days. It should be conducted by a body of inspectors; the district or divisional inspector should be the chairman of the panel, others being the subject specialists. The chairman of such a team should be the district or divisional inspector, because it is he who knows the schools and visits them periodically, and he should aim during the full inspection at reviewing thoroughly the whole administrative and academic life of the school. As a secondary school covers a wide variety of subjects and as it may, and often does, carry many of them to an advanced stage, the panel of

inspecting officers should include in its staff men of acknowledged eminence in various branches of learning. But the value of the work which a secondary school does, cannot be estimated by mere review of the subjects taught; it is a living thing. The reason why a panel of inspecting officers should undertake its inspection is that a collective judgement of all sides of the school life and work is necessary for the appreciation of what the school is and does. The inspecting officers should not make any claim to be either abler or better teachers than many they meet in the course of their inspection work. The teachers should also realise that their own intensive experience is supplemented by the inspector's extensive experience.

Follow-up work.- The inspectors' reports are hardly connected with their previous reports. This fault is very common; for instance, the inspector writes in his 1963 report of school that the teaching of English in Standard IX is dull and history in Standard VIII is below the standard. The same inspector in his subsequent report on the same school in 1964 would make no reference to his previous report on the same school,

not would he usually investigate whether his previous recommendations have been carried out and he would hardly test the teaching of those subjects on which previously he had made strong remarks. This sort of situation is aggravated by the fact that there is often no continuity of the same inspecting officers in the district. Thus the follow-up work needs the inspector's careful attention for the improvement of teaching, in schools and his continuity of service in the same district for a period of years.

Objective Standards in Writing the Report.-Inspection reports contain, besides information about the school and its activities, factual comments on the methods of teaching observed and general remarks on the tone of the school and the quality of education given in it. These reports can be of great value if objective standards are observed in writing the report. Sometimes the essential part of the report is little more than a record of quick reactions and hasty judgement on what strikes the inspector's eye during his perfunctory visit to the school. The truth is that the inspection report is a valuable document which furnishes a

comprehensive and objective evaluation of the work and activities of a secondary school. What is harder for most of the inspectors is perhaps to maintain the exceptionally high standard of expression, especially in writing, demanded by the nature of the work. There is a great deal of writing to be done. The nature of the tasks calls for very careful presentation. The facts must be right; the mood and tone must be right; the firm parts must be very firm and the persuasive parts very persuasive. A great deal must be left out or stated very briefly indeed. The grammar must be beyond reproach, the meaning free from ambiguity, the style clear and simple; free from jargon, free from exhibitionisms and literary embellishments.

Conclusion

To-day there are severe criticisms levelled against the inspection system particularly against the methods and procedures of inspection. No school, of course, objects to the inspection of the school so long as the inspector verifies the conditions on

which grant-in-aid is paid to schools in order to assure the Department of Education that the state is obtaining a good return for the money it spends on education; the real objection of the school is the inspector's methods of inspection. The schools complain that the inspectors are too much concerned with the administrative aspects of inspection of schools and spend very little time on the teaching aspects of inspection, whereas in this respect the schools do need more help and guidance from the inspector whom they consider as their educational leader. If the methods and procedures of inspection are to improve in order that the schools really benefit from inspection, they need a thorough revision. The modern conception of inspection places emphasis on the improvement of instruction. The inspector could perform his real function - to study and improve the conditions which surround the learning and growth of pupils and teachers - if he has mainly the supervisory and virtually a few administrative responsibilities.

The acceptance of the modern philosophy that inspection or supervision should aim at the improvement of instruction explicitly calls for the abandonment of old approach and adoption of a new one. In a democratic country like India, autocratic inspection has no place for it stresses its authority on teachers ruthlessly, imposes its views from above, hampers self expression of teachers and dominates school authorities and teachers. The inspector must change his attitude to be able to serve as an educational leader. The inspector must adopt democratic techniques of school inspection. The characteristics of democratic inspection are always co-operative, flexible and experimental. It respects the teacher's personality and individual differences. Again inspection should be scientific and creative. Thus the new philosophy of inspection calls for the abandonment of the inspector's bureaucratic methods. In other words, he must not place undue emphasis on his authoritarian control, prescription and enforcement. Instead, he should aim at improvement

of schools. This he can realise only by his persuasive leadership, consultation and guidance.

For his effective leadership, his academic and professional qualifications which must be fairly high will not do alone; he must also have patience, tact, sympathy and ability to understand the problems of teachers in their work and of pupils in general. This change in the inspectors' approach calls for the adoption of modern techniques of school inspection. They are classroom visits and observations. This means the prevailing practice of visiting classrooms in a hurried manner and a teachers' meeting for a while will have no place. The inspecting officers many of whom should be specialists should visit classes more often in order to analyse, evaluate and diagnose the academic activities and to furnish educational leadership to schools, for their growth and improvement by and large.

Why in India has classroom inspection tended to fall into disrepute ? The inadequate preparation of the inspector for his inspectional duties, his meagre vision and even more meagre education in the objectives, principles and techniques of learning and teaching and in sound procedures in classroom observations have minimised the importance and place of classroom observation as an inspectional technique. A well planned programme of class visits makes heavy demands upon the inspector. Class-visits must be followed by a meeting of the inspector and the teachers and he must discuss the strengths and weaknesses of the teachers with a view to helping them to improve their methods of teaching. The inspector should also pay surprise visits to schools in order to see how the school works in normal conditions. Furthermore, he should hold teachers' conferences and seminars. This is one of the most effective procedures for improving teaching in schools; however, the recognition of the significance and value of conferences and seminars suggest that

the inspector must acquire proficiency in the best procedures for conducting them, if he is to perform successfully his functions as an educational leader. He should study with care and interest the teachers' academic difficulties and suggest practical solutions.

Another way the inspector can help teachers in the improvement of the techniques of teaching is his demonstration teaching. Demonstration helps materially in giving a clear and quick understanding of the technique. Furthermore, the inspector should encourage junior teachers to see the teaching work of senior teachers; visiting other teachers at work in a classroom is one of the most valuable means of helping teachers to improve their teaching. The inspector could also help teachers by way of supplying information and particulars on the new methods of teaching and on teaching subjects.

The inspectors are required to submit their inspection reports to the Director of Education. The present inspection forms are too inadequate to meet the new needs of school inspection, and however carefully and objectively inspector write their reports they will

be bound to be subjective, for the prevailing method of writing a report is based on what may be called the inspector's impressions. Therefore, it would be better if attempts are made to inspect schools by evaluative criteria. The concept of evaluation as a method in the field of education is of recent origin; but it is undoubtedly scientific and objective in character. The investigator has made some extensive study of this new method of inspection and has been convinced that evaluative criteria if used as part of school inspection, will help considerably to assess the progress of the school better. Such evaluative criteria need to be evolved through pooled thinking of educational experts, and this subject is beyond the scope of this study. Bearing in mind this limitations, ^{has} the investigator/endeavoured to present the major aspects concerning the school programme. Among other measures for improvement of school inspection the following are briefly suggested: (i) Full inspection at an interval of three or five years; and periodical visits to schools with a view to supervising classroom teaching, (ii) paying attention and checking

follow-up work; and (iii) objective standard in writing the report.
