

C H A P T E R - V I I

PLANNING SCHOOL INSPECTION AND SUPERVISION

- 7.1 Modern Concept of Schools' Inspection and Supervision
 - 7.2 Its contribution to School Improvement Programme
 - 7.3 Appraisal of the present practice of School Inspection and Supervision in Goa.
 - 7.4 Perspective Plan to improve the quality of School Inspection and Supervision in Goa
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CHAPTER - VII

PLANNING SCHOOL INSPECTION AND SUPERVISION

7.1 Modern Concept of School Inspection and Supervision

The concept of School Inspection and Supervision has, over the years, undergone a great change. In the past, the inspectors of schools, acted like authoritarian rulers, exerting great power over the school domain and created awe and fear in the school for on their "mercy depended not only the grants to the school but also the salary and the security of the Head and teachers"¹⁸.

They were appointed with the dual object of being enforcers of Government regulations and examiners, on whose report depended the Government recognition and grant-in-aid of the school. Consequently the inspectorate became a matter of awe and fear not only for the school staff but also to the pupils, for the inspectors of schools made examination results, their chief target of assessment for

18 D.S. Rawat, Evaluative Criteria for Inspection and Supervision of Secondary Schools, (New Delhi:NCERT, 1970); p.2.

a grant. These police functions of the Inspectorate staff poisoned the school atmosphere by creating a climate of suspicion and fear and encouraged the inspecting officers to be "narrow and rigid bureaucrats and petty tyrants whose annual 'Inspections' were in the nature of dread 'visitations' awaited by Heads, teachers and children in the school with fear and trembling".¹⁹

However, with the advancement of democracy and the basic principles of individual freedom, the authoritarian concept has slowly made way for a democratic set up, and the inspecting officer is no longer looked upon as an spying policeman or an autocratic despot but as a "Friend, Philosopher and a Guide".

Educationalist all over the world have now come to realize that the main purpose of imparting formal education is no longer limited to merely giving instruction in a subject or subjects and testing the knowledge through an examination system, but in providing many other facilities and activities to help the development of various facets of the personality of the children so that they may

19 Austin A. D'Souza, Further Aspects of Education in India and Abroad, (New Delhi ; Orient Longmans, 1962); p.62

turn out to be good and efficient citizens of the state. This outlook has naturally led to the changing role of the functions of the inspecting officers who are now expected not only to display a different approach and a more amicable attitude towards their profession but even help and guide the teaching staff to conduct various activities to improve the school educational programme.

Hence inspection is no longer considered to be "a rule of thumb procedure which should be followed mechanically to evaluate a particular school"²⁰ by an inspecting officer but his visit to the school should be to help and guide the school staff to solve their teaching problems with a view to improving the instruction and the school programme in general.

According to Unesco publication entitled "School Inspectors", inspection is a "co-operative endeavour in which all the teachers participate and where the inspector is the educational leader and acts as a stimulator, guide and consultant in their effort to improve instruction, not as a critic or a dictator, however benevolent. In relation to educational matters the inspector assists the teacher

20 Rawat, Op. Cit., p.4.

with his professional problems, he examines in collaboration with the parties concerned, the educational methods, the programme, the distribution of duties, the time-table etc., he helps to organise study groups, encourages professional reading and actively supports other forms of in-service training, he encourages experimental work of various kinds, and spreads amongst the teachers ideas useful to the achievement of this aim".

Undoubtably it is true that Inspection and Supervision are two different terms but in education they represent one concept namely that of improving the instruction in the school and educational standard in general. The "term inspection carries with it the autocratic concept of supervision whereas supervision carries with it the silver tail of the democratic concept of supervision"²¹. Whatever may be the case, what really matters is the contribution, the concept of the combined terms makes to the general improvement of the school programme.

7.2 Its contribution to School Improvement Programme

In Education the terms Inspection and Supervision are very much related to one another and act as a means to a

21. Rawat., Op.Cit., p.4

common end, namely to help the teachers to improve their professional efficiency and the school programme in general.

Supervision is a process through which one continuously guides, directs and stimulates educational activities for the betterment of instructional programmes in a particular institution whereas through the process of inspection one mainly tries to revitalise the school organisation by locating its defects, drawbacks and weaker links and suggesting ways and means to remedy the loop holes, improve its efficiency and increase its effectiveness in general. However, both inspection and supervision are two-way processes which necessitate active participation of the inspecting officer or the supervisor on one hand and the one supervised or inspected on the other, for the mutual advantages of both the parties. Inspection therefore, forms part of supervision but nevertheless inspection also has an element of supervision in it.

In an institution, the school Head, the Supervisor or the Senior Instructor is normally expected to supervise the classroom instruction of other teachers and provide guidance, assistance and general leadership for improvement of the instruction and professional growth of the teachers.

However, the inspecting officers also have a duty, among other things, to supervise the instruction in the classroom whenever they visit the institution and suggest ways and means to improve it. They are also expected to assist and guide the teachers to improve their professional skill and stimulate them to introduce innovative practices and techniques to be more effective in their classroom dealings.

However, these important contributions of school inspection and supervision for the betterment of the quality of school programme and standard of school education in general, is possible only if the schools as well as the inspectorate have sufficient number of adequately qualified staff who can pursue the matter with zeal and enthusiasm and are able to devote at least half an hour in each classroom before assessing the individual situation and making appropriate suggestions based on the individual needs and merits of each case. They should also be sufficiently free to manoeuvre their time and experiment novel ideas according to the needs of the situation and the individuals concerned.

It is true to say that more things are said and written in theory but not as many are done in practice. Hence, there is a need to appraise the present practice of school inspection and supervision in Goa with a view to improving the same.

7.3 Appraisal of the present practice of School Inspection and Supervision in Goa

As mentioned earlier, the rapid expansion of school facilities all over the territory, during the past fifteen years, was not, unfortunately, followed by a corresponding increase in the number of inspecting officers, as a result of which the general standard of inspection and supervision of schools in Goa, has deteriorated to a great extent.

A preliminary enquiry indicated that there was no established Code of Inspection or a set of clear cut Rules and Regulations to guide the inspecting officers in their task of inspection and supervision of schools in Goa.

They were expected to fill in two "proformas" and submit a report after their inspection, one proforma to be used for all types of Government institutions and the other for non-Government schools run by private agencies. These proformas are not at all comprehensive and appear to give more weightage to factual data about the institution such as its funds and finance, its buildings and administration, etc., rather than about the actual teaching of subjects, instructional material, school and community relationship, co-curricular activities, etc. These proformas are hardly able to meet the demands of the modern concept of school

inspection and supervision and therefore are not comprehensive enough to evaluate a school programme or help to improve it.

A look at some of the inspection reports indicated that most of them merely give a descriptive account of the factual data entered in the proforma and appear to contribute very little for the betterment of school instruction or school programme in general. Although some description is given regarding the teacher and the subject taught in a particular class, most of the reports hardly indicate the way a particular subject is handled as a whole in that particular institution.

The Union Territory of Goa, Daman, and Diu does not seem to have any facility or provision for in-service training of its administrative staff for education or even for the members of its inspectorate who, judging from the sample reports, definitely appear to be in need of such a training.

With a view to investigating the matter even further, about forty five persons mainly connected with school inspection and supervision in Goa, were interviewed with the help of an Interview Schedule as noted in Appendix B,

a detailed analysis of which is provided in Chapter IV.

The study indicated that as at September 30, 1976 there were in all, eleven pairs of Assistant District Inspectors of Schools to look after the administration of primary education in Goa and three other pairs of Deputy Inspectors of Schools to look after the secondary education.

One pair of Assistant District Inspectors of Schools was posted in each of the eleven talukas of Goa and their jurisdiction was restricted to the particular taluka of their posting. In the case of the Deputy Inspectors of Schools one pair was posted in each of the three educational zones of Goa and their jurisdiction extended to three or four talukas depending upon the educational zone of their posting.

The study, as pointed out earlier in Table I and LI of Chapter IV, also indicated that each inspecting officer at the primary level, had on an average, 64 primary schools/sections, 254 teachers and 7330 pupils, to inspect per year, and in the case of secondary level, each inspecting officer, had on an average, 40 secondary schools/sections, 339 teachers and 5676 students to inspect per year. Although this appears a fairly good average per year the number of schools/sections,

teachers and students, in fact doubles because of the separation of administrative and academic functions which are carried out separately by one of the pair of inspecting officers either at taluka or the zonal level. Undoubtably, separation of the administrative functions from those of academic ones, is a progressive step in the right direction but as at present, it merely has the effect of division of labour and consequently it defeats the very purpose of the progressive idea recommended by the Education Commission of 1964-66.

A large majority of the respondents interviewed agree in general that there is a vast scope for improving the present practice of inspection and supervision of schools in Goa.

Although a good number of the Inspectorate staff are aware of the modern concept and the main purpose of inspection and supervision of schools, a large majority of them admit that under the present conditions, they are unable to achieve that goal in Goa. Hence there seems to be a need to devise a 'Perspective Plan' with a view to improving the quality of school inspection and supervision in Goa.

7.4 Perspective Plan to improve the quality of School Inspection and Supervision in Goa

In order to improve the quality of school inspection and supervision in Goa, a Code of Inspection or a set of clear cut Rules and Regulations, for the guidance of inspecting officers, seems to be absolutely necessary as agreed by the majority of the respondents interviewed. The establishment of a Code of Inspection will undoubtedly help to make the inspection reports more meaningful, comprehensive and valid documents to be used, for the purpose of improving school instruction programmes. It will act as a backbone to all concerned and prove to be a significant tool in the hands of the inspecting and supervising staff in their constant effort to stimulate, co-ordinate and guide the professional growth of school teachers in Goa, both individually and collectively.

The second important step to improve the quality of school inspection and supervision in Goa, is to revise the proformas presently used on the basis of the 'Code of Inspection' to be established according to the guide lines set out in the NCERT publication entitled "EVALUATIVE CRITERIA FOR INSPECTION AND SUPERVISION OF SECONDARY SCHOOLS". This revision of the proformas is absolutely necessary in order to eliminate too much weightage presently being given

to factual data about the institution and its finances rather than about the actual teaching of subjects or other instructional programmes of the school. There is a need to change the present emphasis from administrative and financial aspect to the academic and instructional aspect of the institution so that the proforma could be more reliable, less subjective, fairly comprehensive and a valid tool to be used to evaluate a school programme more systematically. The present practice of using two proformas, one for the Government schools and the other for non-Govt. schools should be eliminated and together with it the assumption that Govt. schools need not always be inspected or supervised as the others.

The third important step in the improvement of the quality of school inspection and supervision in Goa, is to provide regular in-service training for the inspectorate staff so as to provide them an opportunity to develop and improve their professional skill and efficiency. This suggestion was endorsed by more than 66% of the respondents interviewed. The provision for regular in-service training programme for the inspectorate staff will perhaps help to eliminate the present complaint of almost all the teachers interviewed that they need the help and services of a

constructive nature from the inspectorate staff by way of model lessons, guidance etc., rather than merely being told what their faults were. Most of the Heads of schools as well as the teachers interviewed also complained that the present inspecting team lacks subject experts who could speak with authority and give practical demonstration when necessity demanded.

The fourth important step in the improvement of the quality of school inspection and supervision in Goa, is to appoint additional staff in proportion to the increased number of schools/sections in each Educational zone of Goa. Since most of the problems under the present practice are created due to lack of time, about 50.00 percent of the respondents feel they would automatically be eliminated with the appointment of additional staff and subject experts who could be made responsible not only for inspection and guidance of class teaching but also for evaluation of how the subject as a whole is being taught in a particular school.

Many school Heads feel that they are at present overburdened with administrative duties and as such hardly get any time for supervision. Hence there seems to be a need to make a provision for additional staff in the school so

that the school Head may devote appropriate time for this important duty of supervising class-room instruction and assist his teachers in their professional growth and efficiency.

The appointment of the additional staff both in school as well as in the inspectorate will help the supervising staff to play their role, as a "friend, philosopher and a guide", more efficiently than at present. Perhaps it will also help to provide the necessary stimulation, guidance and assistance to organise effective school improvement programmes in Goa, which, according to 66 percent of the respondents, appears to be the pressing need of the hour. Perhaps, it will also help to fulfill the desire of the majority of the teachers who would like to see the inspecting officers pay more frequent but friendly visits to their schools and provide the opportunity to discuss with them their classroom problems and assist them to adopt better ways of achieving success and professional efficiency.

The fifth important step to improve the quality of school inspection and supervision in Goa, is to establish a school complex for a group of villages in each taluka with a higher secondary school as its centre wherever possible and a set number of lower primary schools as its periphery.

The formation of school complexes will not only help in creating an integral link for the benefit of all, pursuing a common goal, but it will also help to reduce the strain on the inspectorate staff who can delegate some of their functions to be ably performed by some of the more experienced and efficient teachers under their guidance. There are various other advantages as well, which these schools can accomplish working as single units through the formation of school complexes.

The sixth important step in the improvement of the quality of the school inspection and supervision in Goa, is to introduce the 'Panel Inspection' in the territory. Each Educational zone of Goa should have an Inspection Panel of its own, headed by a senior member of the Deputy Inspectors of schools posted in the zone. Experienced heads of schools and senior efficient teachers as subject experts should be members of the inspection panel. The introduction of 'Panel Inspection' will not only help to relieve the over-burdened inspectorate but will also bring in diversity and novel ideas from the teaching field itself and therefore have better practical value. This suggestion had the support of more than 66% of the respondents interviewed.

Besides the need for implementing the six important steps outlined above for improving the quality of school

inspection and supervision in Goa, it is also necessary to re-organise the educational administration with particular reference to the functions of the inspectorate staff, on the basis of the Perspective Plan, proposed for the development of school education in Goa, as indicated earlier in Chapter V.

According to the perspective plan a considerable number of new schools/sections will be required to be opened in various talukas of Goa, as indicated in Table LIV, and consequently, this will create a need to increase the number of personnel in the inspectorate staff.

However, since the administrative functions of the inspectorate staff are already separated and are presently being carried out by one of the inspecting officer at taluka as well as the zonal level it is proposed to retain this arrangement by providing him clerical and accounts assistance through additional staff as and when the need arises.

In the case of the academic functions of the inspectorate staff it is proposed to increase the number so as not to allow the average number of schools/sections per inspecting officer to exceed more than 60 per year at the primary level and more than 36 per year at the secondary level, as indicated in Table LX.

TABLE LX

Perspective Plan for improving the quality of School Inspection and Supervision in Goa

Sr.No.	Taluka	Number of Inspecting Officers and Schools/Section									
		Primary Level					Secondary Level				
		Number of Inspecting Officers		Number of Primary Schools or Sections	Average No. of Schools/Sections per Inspecting Officer (Acad.)	Number of Inspecting Officers	Number of Inspecting Officers		Number of Secondary Schools/Sections	Average No. of Schools/Sections per Inspecting Officer (Acad.)	
		Admn.	Acad.				Admn.	Acad.			
1	Pernem	1	3	139	53	-	-	-	16	-	-
2	Bardez	1	6	310	52	-	-	-	56	-	-
3	Bicholim	1	3	143	46	-	-	-	17	-	-
4	Satari	1	2	119	60	-	-	-	9	-	-
5	Total for North Educational Zone	4	14	731	52	1	3	3	98	33	
6	Tiswadi	1	4	199	50	-	-	-	40	-	-
7	Ponda	1	4	222	56	-	-	-	30	-	-
8	Sanguem	1	3	141	47	-	-	-	16	-	-
9	Total for Central Educational Zone	3	11	562	52	1	3	3	86	29	
10	Mormugao	1	2	91	46	-	-	-	15	-	-
11	Salcete	1	7	403	58	-	-	-	61	-	-
12	Quepem	1	3	131	44	-	-	-	14	-	-
13	Canacona	1	2	106	53	-	-	-	12	-	-
14	Total for South Educational Zone	4	14	731	52	1	3	3	102	34	
15	Total for all Goa	11	39	2024	52	3	9	9	286	32	

Abbreviations : Admn. - Administration. Acad. - Academic.

According to the Perspective Plan outlined in Table LX there is a need to appoint 28 Assistant District Inspectors of Schools to look after the academic functions of primary education in Goa, in addition to the 22 inspecting officers, presently engaged to perform all the functions of the inspectorate.

In the case of secondary education there is a need to appoint six Deputy Inspectors of Schools for academic functions, in addition to the six presently engaged, to perform all the functions of the inspectorate.

As may be observed in Table LX, the average number of schools/sections per inspecting officer, at the primary level, does not exceed 60 per year in any taluka but provides an overall average of 52 schools/sections in each of the three educational zones as well as at All-Goa level. In the case of secondary education, the average number of schools/sections per inspecting officer does not exceed 36 per year in any of the three educational zones of Goa, but provides an overall average of 32 schools or sections per inspecting officer at All-Goa level.
