



Educational Policies in Prospect of Teacher's Quality

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1. Introduction

Decades of research have shown that education has a major role to play in the economic growth of countries. In India, the quality of education is better than most of its neighboring countries like Pakistan and Bangladesh although lower in comparison to other Asian countries like China and Korea, for example. As these countries have a higher level of economic growth than India, it brought forth the question of the connection between education and economic growth. Research has repeatedly shown that India's economic strength and the social well-being of its people are closely linked to its education sector. Since India's independence from Britain in 1947, education Speciacally has been a chief contributing factor to the nation's development and also a major concern of the Indian government. These concerns and the importance of education in India are, not surprisingly, reflected in its curriculum frameworks and education policies. These frameworks and policies reflect the fact that Indian educational administrators, policymakers, and the general public hold teachers primarily responsible for student learning, and, therefore, the training and professional development of teachers are deeply embedded in India's national education policies.

Despite the widespread belief that improving education through the development of teacher quality enhances learner performance policy analysts worldwide have surprisingly little empirical data on which to base this assumption. Even though India's low-ranking performance on the Programmed for International Student Assessment in 2009 has been blamed on poor teacher quality there have been few attempts to analyze India's performance on Programmed for International Student Assessment-2009 on the basis of teacher quality variables. In fact, there is relatively little empirical research on the impact of teacher quality on Indian student performance and the role that national education policy plays in developing teacher quality in India. The relationship between national education policy, teacher quality, and student outcomes is underexplored more broadly as well, but India provides a remarkable test case to examine these connections.

2. Teachers as the Fulcrum of Educational Improvement in India

India is a prime example of '**unity in diversity**' with its multiple states, languages, religions, and cultures. While a rich cultural heritage is an important characteristic of the country, social hierarchies due to the caste system, the widening gap between the rich and poor, and the gap between the educated '**elite**' and the uneducated are also integral parts of Indian society. The classification of education, which distinguishes between '**private**' and '**government**' schools, is the result of the class inequalities, where only the privileged can afford to attend a '**good education**' system provided by private schools. Apart from this private/government dichotomization affecting Indian students' access to education, it also affects teacher quality because teachers in private schools may not be qualified or certified by teacher education institutes under the government body, National Council of Educational Research and Training.

India has over 28 states with as many as 22 regional languages and dialects including the official language, Hindi, which was declared following independence. The diversity of languages and multilingualism in India is a unique characteristic of the country and also a cause of concern in the

education sector. Although Hindi is the official language, it is not a native language for many, and hence there is no one medium of instruction for teachers throughout India. Indian teachers, apart from catering to the diverse academic needs of their students, have the additional task of accounting for dialectic nuances that influence student learning. The three-language formula adopted by the Indian education sector in 1957 is now being replaced by bilingualism with English and Hindi or English and a regional language as a medium of instruction.

In the three-language formula, during the first five years of schooling, a regional language is used as the first teaching language. During school years six to eight, a second language is taught as a school subject: Hindi in non-Hindi areas and another Indian language in the Hindi areas. From the third year onwards, English is taught as a school subject. Now English is slowly becoming the dominant language of instruction in most parts of the country, but unfortunately the historical legacy of the English language is affecting the quality of education in the country, especially in the rural areas as natives are not familiar with the English language. And, the effect of language on educational quality is being misinterpreted as a problem of teacher quality because teachers must include language proficiency as one of their areas of preparation.

Furthermore, the National Curriculum Framework-2005 states that since the language used in mathematics textbooks is different from the language student's use in their day-to-day living, it creates anxiety and fear in students. Therefore, it was recommended that the mathematics curriculum contain language that students use in their daily lives National Council of Educational Research and Training. Indian policymakers, however, also realized the importance of English as a necessary means for international communication. Therefore, teaching in English could not be completely shut down either. These are but a few examples of how the country's diversity poses many quality challenges, especially to teachers.

3. National Education Policy or Teacher Quality?

Despite the importance of teacher quality in India's educational and economic growth, there is limited research on the influence that national policies have on India's teacher quality and Indian student performance. Rather, there have been repeated criticisms of the poor quality of Indian teachers and the low education quality overall in India. Policymakers in India assume that teacher quality is a way to improve the overall education quality in the country and this is reflected in the various national policies they developed in the early 21st century. Five national education documents, as discussed earlier, with explicit teacher quality considerations are the National Curriculum Framework-2005, the National Curriculum Framework for Teacher Education-2009, the Draft National Education Policy-2016, the Draft National Education Policy-2019, and the National Education Policy -2020.

Despite India's poor student performance compared to international benchmarks, there has been limited study to analyze India's performance on Programme for International Students Assessment, Speciacally. Perhaps the nature of international comparison is to only compare when there is something positive to show but regardless of the reason little research has examined India's Programme for International Students Assessment data. And, no research has looked Speciacally at the role or influence that teacher quality may have had on overall Indian education quality or student performance, in particular. Rather, there have been public criticisms of the poor quality of Indian teachers and the low education quality in India. And, as already mentioned, India purposefully opted out of the 2012 and the 2015 Programme for International Students Assessment testing cycles in order to not further 'embarrass' itself. However, India will again participate in internationally comparative assessments of education.

National Council of Educational Research and Training is responsible for reviewing and formulating the curriculum at regular intervals, considering the fact that a national curriculum cannot be a static document but should be revised regularly to reflect the dynamism and diversity of society, reflected in

schools (National Council of Educational Research and Training-2010). Therefore, the National Curriculum Framework-2005 is a result of revisions made to National Curriculum Framework-1975, 1988, and 2000 by the National Council of Educational Research and Training in consultation with the National Steering Committee, 21 focus groups, and the position papers prepared by these groups. The National Curriculum Framework-2005 aimed to prepare every child in the country to grow in India's fast-changing position in the world and global economy (National Council of Educational Research and Training, 2005), and for this, it focused on remodeling teacher education to make learning more relevant for children growing up into a '**global**' economy. The National Curriculum Framework -005 model worked on the principle that if the method of teaching is relevant to the child, it will positively impact student learning.

National Curriculum Framework for Teacher Education-2009 developed by the National Council of Teacher Education gave a systematic and comprehensive framework for teacher education. The National Curriculum Framework for Teacher Education-2009 viewed teaching as a profession that required a well-planned and relevant education program and training like any other profession. National Curriculum Framework for Teacher Education's vision was to make the teacher educational institutions into centers of research and practical training to improve teacher education and quality in the country (National Council of Teacher Education, 2010). Next, the addition to India's teacher-quality-related education documents in the early 21st century was Draft National Education Policy-2016 by the Government of India. It is also called 'Some Inputs for Draft National Educational Policy 2016' though for the book it will be referred to as Draft National Education Policy-2016. The main goal of Draft National Education Policy-2016 was on improving the quality of education and restoring its credibility. It sought to create conditions to improve the quality of teaching, learning, and assessment and to promote transparency in the management of education. Reinforcing the importance of quality education in India, National Education Policy-2016 provided a framework for developing the education sector in the country including teacher quality.

The Draft National Education Policy-2019 aims to universalize pre-primary education by 2025 and to provide literacy to all by 2025. To strengthen teacher quality, the Draft policy plans to transform the teacher education system by including a four-year integrated stage with subject-specific programs that will be offered in selected multidisciplinary institutions.

The latest addition to the education documents in India is the National Education Policy-2020 by the Government of India which aims to make commendable changes in the education system. Specifically in respect to teachers, the National Education Policy-2020 acknowledges the reality of unmotivated and dispirited Indian teacher and proposes to completely overhaul the teaching profession to create a robust merit-based structure of tenure, salary, and promotion that incentivizes and recognizes outstanding teachers.

The national documents examined in the chapters that follow all address the question of teacher quality but do so in different ways. To examine the differences in Indian national education policies related to teacher quality, we categorize teacher quality indicators into either traditional or non-traditional factors. As mentioned before, there has been limited study in India on teacher quality with reference to Programme for International Students Assessment scores. Therefore, the context in this study is India with specific reference to the two states of Tamil Nadu and Himachal Pradesh, since these are the two Indian states that participated in Programme for International Students Assessment-2009. The categories and sub-categories of traditional teacher quality are teacher qualifications, teacher certification, professional development, and supervision. Non-traditional teacher quality categories and sub-categories include teacher salary/performance pay, teacher absenteeism, teacher's qualified in the subject they teach, and teacher attitude.

National Commission on Teachers (1979). The project sponsored by NIEPA, Delhi 16 for professional

and career development of teachers i.e. National Commission on Teachers. The Commission has listed the functions of teacher in Higher Education and their evaluation. The Commission, views evaluation of teacher work: 'While the time spent by teacher on their various functions given an idea of the kind of Work they do; it does not reflect the quality of their Work. Hence it is important to identify and measure the various qualities which form the basis of the evaluation of teacher work. Responses of the teachers, students and members of the community are available to the question as to the qualities of a good teachers and their relative importance. However, it is very difficult to generate empirical Data on the methods of actual measurement of these qualities in practice.

The responses of Teachers about the various qualities that should be basis of evaluating the Work of a good Teacher as also the weightage to be assigned to these, give an idea about Teacher's perception with respect to their career development and how it should be linked with their professional development and Work performance'.

4.The University Education Commission-1948

The University Education Commission has emphasized that the teacher plays a vital role in the education system; therefore, an adequate faculty with required qualifications are necessary to discharge many types of duties in a university or in a college. The university Education Commission recommended that proper care should be taken in the selection procedure of a teacher for the appointment as a professor, reader, 4 lecturer and an instructor as well as for his or her salaries. Each university should have some research fellows. Besides theses, definite rules regarding the Provident Fund, leave and hours of work should be followed by a university. Teaching Standards: The most important duty of a university is to maintain the highest standard of its teaching and examinations. In order to improve the teaching standard, the following are some of the recommendations that were made by the University Education Commission in 1948-1949: 'The standard of admission to the university courses should correspond to that of the present intermediate examination, i.e. after the completion of 12 years of study at a school and an intermediate college; That in each province a large number of well-equipped and well-staffed intermediate colleges (with classes IX to XII or XI to XII) be established; That in order to divert students to different vocations after 10 to 12 years of schooling, a large number of occupational institutes be opened; That refresher courses be organized by the universities for high school and intermediate college teachers; That to avoid overcrowding at universities and colleges the maximum number in the Arts and Science faculties of a teaching university be fixed at 3,000 and in an affiliated college at 1500; That the number of working days be substantially increased to ensure a minimum of 180 days in the year, exclusive of examination days, with three terms, each of about 11 weeks' duration; That lectures be carefully planned and supplemented by tutorials, library works and written exercises; That there be no prescribed text-books for any courses of study; That attendance at lectures be compulsory for under graduate students as at present, and that private candidates of only certain categories be allowed to appear for public examination. An experiment should, however, be made with the evening college for the working people; That tutorial instruction be developed in all institutions imparting university education in the following manner: (a) students should report to tutors in groups not exceeding 6 in numbers; (b) tutorials should be made available to all undergraduates both pass and honours; (c) tutorials should stimulate the mental development of the students and they should not become mere coaching for examination; (d) if tutorials are to succeed, the teaching staff should be improved in quality and quantity. That university libraries should be greatly improved by; (a) large annual grants; (b) the introduction of open access system; (c) longer hours of work; (d) better organization; and (e) well-trained staff which include reference assistants. That the laboratories be improved in building, fittings, equipment, workshops and technicians.'

5. University and College Teachers

The commission held that the success of any educational plan depends upon the quality and devotion of teachers. At the same time, it suggested to make reforms in the salary and service conditions of the

teachers to attract qualified and devoted persons to this profession. In the context of the qualifications and service-conditions of the university and college teachers, the commission gave the following suggestions.

•**Appointment of Teachers**

While appointing teachers in the universities and colleges, besides the educational qualification of teachers, their teaching ability and leadership quality should also be taken into consideration.

•**Promotion of Teachers**

There should be four categories of teachers, namely, instructors, lecturers, readers and professors. Promotion from one category to another should not be done only on the ground of seniority but their scholastics ability, teaching ability and research work should also be taken into consideration.

•**Pay Scale of Teachers**

The commission grouped the university teachers into 5 categories and fixed higher salaries for them. The college teachers were divided into two categories only- Principals and Lecturers. But the Commission fixed the pay scale of the principals of colleges less than the university readers. Similarly, the pay scale of college lecturers was fixed less than the pay scale of university lecturers.

•**Implementation of the New Pay Scale**

The Commission suggested implementing the new pay scales of the teachers immediately.

•**Service conditions of the Teachers**

Study leave should be given to the university and college teachers with a maximum of 1 year at a time and 3 years during the entire service period. Facility of provident fund like the government employees should also be provided to them. Their age of retirement should be 60 years but in case of good health it may be increased to 64 years.

•**Work Load of Teachers**

The teachers of the universities and colleges should have a work load of 18 periods per week.

•**Accommodation Facilities to Teachers**

University teachers should be provided with low rent accommodation near their universities.

6. Secondary Education Commission (Mudaliar Commissions) 1952

The Commission has emphasized that the most urgent need was to upgrade the remuneration of teacher substantially, particularly at the school stages, and recommended that the Government of India should lay down for the school stage, minimum scales of pay for teachers and assist the States and Union Territories to adopt equivalent or higher scales to suit their conditions. Scales of pay of school's teachers belonging to the same category but working under different managements such as Government, Local bodies or private managements should be the same.

Teachers Appointment

The commission gave the following suggestions regarding teacher's appointment-

- General rules related to the appointment of teachers should be formulated.
- A selection committee for the appointment of teachers, should be formed in every non-government school. The principal of the school should be its ex-office member.
- The probation period for the newly appointed teachers should be 1 year, which may be increased by 1 more year.

Salary and service conditions of the Teachers

- To improve the status of teachers the commission gave the following suggestions-
- To decide the pay scale of teachers, a special committee should be formed. It should fix the pay scale of teachers keeping in view the rising costs from time to time.
- There should be same pay scale for teachers having same qualification and performing same work irrespective of the type of schools.
- The principals should be given higher salary so that able persons may be appointed on this post.
- The teachers should be provided facilities like provident fund, insurance and pension in every

province.

- Teachers should be granted full pay leave to attend full time training, refresher course and educational seminars.
- Free education up to secondary level should be provided to the children of teachers.
- Free medical facilities should be provided to the teachers.
- Arbitration Board should be formed to deal with the problems and disputes of the teachers.
- Capable and physically sound teachers should be retired at the age of 60 instead of 58.
- The teachers should not be allowed to carry out private tuitions.
- The importance of teachers and their responsibility should be recognized
- Conditions in the Universities which are suffering from lack of finances and consequent demoralization be greatly improved
- There may be four classes of Teachers - Professors, Readers, Lecturers and Instructors
- Each University should have some Research Fellows; and
- Promotions, from one category to another should be solely on grounds of merit.

7. Kothari Education Commission (Indian Education Commissions)- 1964-66

The Commission has emphasized that the most urgent need was to upgrade the remuneration of teacher substantially, particularly at the school stages, and recommended that the Government of India should lay down for the school stage, minimum scales of pay for teachers and assist the States and Union Territories to adopt equivalent or higher scales to suit their conditions. Scales of pay of school's teachers belonging to the same category but working under different managements such as Government, Local bodies or private managements should be the same.

The Commission clarified that the most important role in the field of education is that of the teachers. To attract able persons in teaching profession, the commission emphasized on raising the social and economic status of teachers. It also suggested measures to develop the teaching skills of the teachers in education. A sequential description of these suggestions is as follows-

Teacher's standard

The measures suggested to raise the standard of teachers may be divided into three categories namely- pay scale, appointment and promotion and service conditions.

Pay Scales of the Teachers

- The central Government should fix the minimum pay scales for every level of teachers. The commission also suggested higher pay scales for every level of teachers.
- The pay scales of teachers of all the teaching institutions- government and non-government aided should be the same.
- Every government and non-government aided teachers should be given equal dearness allowance.
- The pay scales of teachers should be revised after every 5 years.

Appointment and Promotion of Teachers

- The minimum qualification for teachers at any level should be raised and the process of their selection should be reformed.
- Qualified persons should be appointed on the post of teachers. For this purpose highly qualified persons may be given an advance increase in salary and the persons possessing extra talents may be given a higher pay scale.
- Appointment of female teachers should be encouraged at every level.
- Those who display efficiency in their work should be given an advance increment in their salary.
- Ability and efficiency rather than seniority should be the basis of promotion.
- Teachers possessing special ability should be selected for the promotion to the next grade- teachers from primary schools to secondary schools, from secondary schools to colleges and from colleges to

universities.

Service Conditions

- The service conditions should be the same for all the government and aided non-government teachers.
- Three-point benefit scheme (GPF, Insurance and Pension) should be implemented for Government and non-Government aided teachers.
- Residential facility should be provided to the teachers working in rural areas and the female teacher should be given special allowance along with the residential facility.
- House rent allowance should be given the teachers working in big cities.
- Residential facility should be provided to 50% of the university teachers and to 25% teachers of the affiliated colleges.
- Travel Allowance (LTC) should be given to every teacher for journey in the country once in every five years.
- The age of retirement for teachers should be 60 years, whereas for healthy and efficient teachers it may be raised to 65 years.
- The other school works performed by the teachers should be taken into consideration while fixing the working hours for them.
- Private tuition for teachers should be proscribed.
- Opportunities should be provided to the teachers to increase their professional ability.
- The number of national awards given to the teachers by the Ministry of Education (now HRD) should be increased.

8. National Policy on Education 1986 (Revised-1992)

Teacher and their Training

The new programmes of teacher-education should emphasize need to continuing education and also the need for teachers to meet the thrusts envisaged in this Policy District Institutes of Education and Training (DIET) should be established with the capability to organize pre-service and in-service courses for elementary school teachers and for the personnel working in non-formal and adult education. As DIETs get established, sub-standard institutions should be phased out. Selected Secondary Teacher Training Colleges should be upgraded to complement the work of the State Councils of Educational Research and Training. The National Council of Teacher Education should be provided the necessary resources and capability to accredit institutions of teacher-education and to provide guidance regarding curricula and methods. Networking arrangements should be created between institutions of teacher education and university departments of education.

National Knowledge Commission

The National Knowledge Commission is a high-level advisory body to the Prime Minister of India, with the objective of transforming India into a knowledge society. On 13th June, 2005, the Prime Minister of India, Dr. Manmohan Singh, constituted the National Knowledge Commission, as a think tank charged with considering possible policy that might sharpen India's comparative advantage in the knowledge-intensive service sectors.

9. New Education Policy-2020

Teachers truly shape the future of our children and, therefore, the future of our nation. It is because of this noblest role that the teacher in India was the most respected member of society. Only the very best and most learned became teachers. Society gave teachers, or gurus, what they needed in order to pass on their knowledge, skills, and ethics optimally to students. Today, however, the status of the teacher has undoubtedly and unfortunately dropped. The quality of training, recruitment, deployment, service conditions and empowerment of teachers is not where it should be, and consequently, the quality and motivation of teachers does not reach the standards where it could be. The high respect for teachers and the high status of the teaching profession must be revived and restored for the very best to be inspired to enter the profession, for teachers to be well-motivated and empowered to innovate, and for

education to therefore reach the heights and levels that are truly required to ensure the best possible future for our children and our nation.

Recruitment and deployment

To ensure that truly excellent students enter the teaching profession - especially from rural areas - a large number of merit-based scholarships shall be instituted across the country for study at outstanding 4-year integrated B.Ed. programmes. In rural areas, special meritbased scholarships will be established that also include preferential employment in their local areas upon successful completion of their B.Ed. programmes. Such scholarships will provide local job opportunities to outstanding local students (especially female students), so that these students may serve as local-area role models and as highly-qualified teachers who speak the local language. Incentives will be provided for outstanding teachers to take teaching jobs in rural areas, especially in areas that are currently facing the greatest teacher shortages and the greatest needs for outstanding teachers. A key incentive for teaching in rural schools will be the provision of local housing near or on the school premises or increased housing allowances to help in procuring local housing in rural areas.

Teacher Transfers

The harmful practice of excessive teacher transfers will be halted, to ensure that teachers can build relationships with and become invested in their communities so that students have continuity in their role models and educational environments. Transfers will occur in very special circumstances, e.g., for promotions of outstanding teachers and administrators to leadership positions, as suitably laid down in a structured manner by State/UT governments.

Teacher Eligibility Tests

Teacher Eligibility Tests will be strengthened to better test material correlated to being outstanding teachers, both in terms of content and pedagogy. The Teacher Eligibility Tests will also be extended to cover teachers across all stages (Foundational, Preparatory, Middle and Secondary) of school education. For subject teachers, suitable Teacher Eligibility Tests or NTA test scores in the corresponding subjects will also be taken into account for recruitment. To gauge passion and motivation for teaching, a classroom demonstration or interview will become an integral part of teacher hiring at schools and school complexes; these interviews would also be used to assess comfort and proficiency in teaching in the local language, so that every school/school complex has at least some teachers who can converse with students in the local language.

Subject specialization

To promote local knowledge and expertise, schools/school complexes will be encouraged and indeed will be supported with suitable resources to hire local eminent persons or experts as ‘specialized instructors’ in various subjects, such as in traditional local arts, vocational crafts, entrepreneurship, agriculture, or any other subject where local expertise exists and would benefit students and help preserve and promote local knowledge.

Teacher’s requirements

A comprehensive teacher-requirement planning exercise will be conducted across India and in each State to assess expected teacher and subject vacancies over the next two decades. All the above-described initiatives in recruitment and deployment will be scaled as needed over time, with the aim to fill all vacancies with outstanding teachers, including outstanding local teachers. The practice of hiring new ‘Para-teachers’ (teachers on short-term contracts) will eventually be phased out.

An adequate number of teachers

To ensure an adequate number of teachers across subjects - particularly in subjects, such as art, physical education, vocational education, and languages - teachers could be hired to a school/school complex and sharing of teachers across schools can be considered in accordance with the grouping of

school's format adopted by State/Union Territory governments.

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