

# インドにおける初等教員養成: —マハーラーシュトラ州オスマナバード県の事例から—

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## Pre-service Elementary Teacher Education in India: A case study of Osmanabad district, Maharashtra

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### Abstract

Ever since India's independence (1947), planning pre-service teacher education (PSTE) has presented challenges because of its cultural and social diversity. These were overcome in 1986 with the creation of the District Institute of Education and Training (the DIET system) which also started pre-service elementary teacher education in each district under the system. At present, India is striving to achieve Universalization of Elementary Education (UEE), and PSTE has attracted due attention of school teachers, as both are key agents for change in education. The PSTE curriculum is framed at the state level and yet expected to function smoothly in a district. The latter cannot be taken for granted as each district has its unique context and challenges. The experience of teacher trainees studying for PSTE courses, and the relevance of the PSTE curriculum, given the diverse educational-economic-social conditions of each district, are two important factors which need examination to further improve PSTE, school teachers' profession, and elementary education in general.

**Keywords :** India, Pre-service elementary teacher education, Maharashtra

### 1. Introduction

The right to education is universally recognized, and compulsory school education is generally controlled by the government in terms of planning and implementation. The Universal Declaration of Human Right of 1947 (Article 26-I) by United Nations (UN), states that everyone has the right to education.<sup>1)</sup> The ultimate goal affirmed by the World Declaration on Education For All (EFA, proclaimed at the world conference on Education for All in 1990, and often called the Jomtien Declaration) was to meet the learning needs of all children, youth and adults.<sup>2)</sup> India was signatory to this declaration. The Indian Constitution (1950) announced promises the right to life and personal liberty (Article 21), and this legally enforceable right laid the ground for obliging the State to provide universal and equal access to education. It further articulated the right to free and compulsory elementary education (standard I to VIII) for all children, until they complete the age of fourteen years as a national endeavor under Directive Principles (Article 45 of

Part IV).<sup>3)</sup> Eventually, the 86th Amendment Act in 2002 (Article 21A) stated that free and compulsory education shall be provided by the State to all children from the age 6 to 14 'in such manner as the state may be *law* (emphasis original) determine.'<sup>4)</sup> Based on this amendment, India now endeavors to achieve Universalization of Elementary Education (UEE).

This paper aims at locating the factors to improve PSTE in India at the state level, especially the state of Maharashtra under the DIET system (District Institute of Education and Training) announced by the central government in 1986. It starts with a review of relevant literature which follows a brief appraisal of the problems India faced in implementing elementary education/elementary teacher education at the national level. The rationale for my focus is that 'whatever policies may be laid down, in the ultimate analysis these have to be interpreted and implemented by teachers'<sup>5)</sup> as is repeatedly stated in documents and reports issued by the central and state governments. The significance of this paper is its attempt to prioritize research areas necessary for PSTE at state level and

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below. Its focus is on policies in the context of elementary teacher education and not policies as such, or how they have influenced other sectors of the Indian economy and polity. The primary sources for my analyses are reports and documents issued by the central and state governments, and studies by scholars about the state of elementary teacher education in India.

## 2. Review of literature and potential area for research

The Government of India publishes annual reports on the expansion of education. However, academic studies on school teachers were mostly undertaken from the 1960s, both by researchers and government institutions, because of the diverse and rapidly changing circumstances in the education sector. Further, data on practicing teachers was primarily collected, for example, by the World Confederation of Organizations of the Teaching Profession in 1967, but data on pre-service teacher education was neglected. In addition, regrettably, most research studies on teachers were about those in secondary schools, though ‘a few attempts have been made [to study] primary school teachers’<sup>6)</sup> and primary teacher education. This was contrary to the accent on UEE and EFA, not only by the central government but also in the international society. One possible reason for this was the continuing earlier perception in India that a primary/elementary teacher ‘only needs to have passed the grades he is going to teach, with some additional skills related to teaching.’<sup>7)</sup> As such, relatively new studies on PSTE under the DIET system, which take into account teacher education for trainees who teach standards I to VII or VIII conducted both by government agencies and individual researchers, are only informative rather than analytical. Fresh ground was yet to be broken.

A study conducted in 1999 about the creativity of teacher-trainees found that there was no remarkable difference between male and female trainees regarding their creativity. However, the ‘level of creativity was found at variance among different DIETs’.<sup>8)</sup> Another study conducted in 1999, on the influence of a PSTE program focused on the attitudinal change of the trainees and community involvement in the state of Orissa. It found that the program had both a theoretical and practical approach to community involvement which in turn ‘positively affected the change in the attitude of the trainees towards community involvement.’<sup>9)</sup>

A national level evaluation of the DIET system was carried out by the National Institute of Educational Planning and Administration (NIEPA) in 2000. It revealed that even within a state, the role of each DIET ‘depended to a considerable extent upon their association with the externally

funded schemes in the elementary school sector,’<sup>10)</sup> about 77% of the total DIETs were institutions converted from already existed elementary teacher training centers, and that such DIETs ‘continued basically with the old agenda under new name.’<sup>11)</sup> Further, it suggested that each DIET ought to be reviewed ‘independently in a District specific context – not just as part of a state level scheme.’<sup>12)</sup> A study about the operationalization of the DIET system was conducted by the National Council of Educational Research and Training (NCERT) in 2001. It found that ‘in most of the states’<sup>13)</sup> PSTE and in-service education for elementary school teachers were the only functions performed by DIETs. The study suggested that DIETs should develop their capacity for fulfilling other functions envisaged by the scheme.

A comparative study on DIETs in three states (Rajasthan, Gujarat, and Madhya Pradesh) in 2004 found that new teaching methods, for example, the competency-based approach in PSTE, suggested in the guidelines published by Ministry of Human Resource and Development (MHRD) in 1989, were still unfamiliar both to teacher educators and teacher trainees. Interviews for trainees in these courses revealed that an idea frequently articulated in the past decade such as the ‘child-centered’ approach was replaced by orthodox lecturing, and that the PSTE at DIETs ‘lag[ed] behind changes in the school curriculum.’<sup>14)</sup> It also found that in-service teacher education conducted by DIETs didn’t respond to ‘teachers’ developmental needs at a local level.’<sup>15)</sup> Concerning practicing teachers, a survey of four states (Uttar Pradesh, Bihar, Rajasthan, and Madhya Pradesh) showed that teachers work in a de-motivating environment, ‘which saps their morale day after day,’<sup>16)</sup> and that there was a lack of accountability in the school system. Another study of village schools in the suburbs of Delhi revealed that practicing teachers were ‘themselves, unconvinced or unable to appreciate the pedagogic and cognitive worth of alternative curricula’<sup>17)</sup> like child centered approach. A logical question is: How and where do teachers who work with elementary schools acquire such a perception? Further, is there a nexus between low self-esteem, PSTE, PSTE curriculum, and views and attitude of teacher trainees? Answers to these questions are made formidable with an observation, such as, ‘there is very little information on the content and impact of teacher training programs on teacher thinking and teaching in the country.’<sup>18)</sup> Hence, there is potentially ample space for research on issues related to PSTE. I have selected Osmanabad district in the state of Maharashtra as my area of analysis for field research. I will conduct field research in the near future.

### 3. Progress in education after 1947

During the post-independence period, India experienced political confusion and financial constraints in national development. It was not possible to implement a uniform system of primary (Classes I to IV or V) and/or elementary (Classes I to VII of VIII) education. 'The result [was] that the structure of primary stage differ[ed] to some extent from Province to Province'<sup>19)</sup> under the British (raj) rule. Notwithstanding, the number of primary schools increased from 154,912 in 1948-49<sup>20)</sup> to 330,399 in 1960-1961.<sup>21)</sup> Enrolment in Class I had jumped up rapidly, from 3,570,000 children in 1946-47 to 18,843,000 in 1965-1966.<sup>22)</sup>

Clearly, India had to increase and train more school teachers. In fact the number of primary/elementary teacher education institutions grew from 529 in 1947-48<sup>23)</sup> to 966 in 1982-83<sup>24)</sup>. In addition to establishing new institutions, India adopted emergency measures such as establishing 'large scale of correspondence and short-term courses'<sup>25)</sup> in order to increase certified teachers for primary and elementary education. This in turn was due to the enrollment ratio at Standards I to IV which was 54.8% of the corresponding age group in the year 1960-61<sup>26)</sup>, namely, more children were supposed to enroll in school education. Hence, the central government simultaneously considered both establishing new institutions for teacher education, i.e., PSTE and providing practicing teachers with appropriate in-service teacher education. Surprisingly, however, the National Policy on Education 1968 (NPE68) only mentioned that in-service education 'should receive due emphasis.'<sup>27)</sup>

The central government established two important institutions to enhance education in general and teacher education in particular. First, the National Council of Educational Research and Training (NCERT) was established in 1961. It has conducted studies and research on education, prescribed curriculum framework, published teaching materials, and materials for in-service teacher education. Compiling a common school curriculum with a broad framework for each state was considered to be imperative for national development. At the same time, the state-wise educational system was expected to establish 'a built-in mechanism for curriculum renewal'<sup>28)</sup> to spread education and contribute to national development while factoring in cultural diversity. Second, it was felt that there had to be a national consensus on pre-service teacher education. As such, the National Council of Teacher Education (NCTE) established in 1973<sup>29)</sup> was granted statutory status in 1993. Since then, NCTE has accredited teacher education institutions and laid down standards and norms for those

institutions for teacher education. The Indian Constitution (1950) stipulates that 'education [is] a State subject.'<sup>30)</sup> However, 'education [has become] the joint responsibility of the central and state governments'<sup>31)</sup> through a constitutional amendment in 1976.

By the beginning of the 1980s, education had come to be a means for national development since India's economic growth had already arrived at a stage which required that the 'fruits of change reach all sections.'<sup>32)</sup> Accessibility to primary school was not the main problem in education anymore. By the mid-1980s, 98.51% of the rural population was provided with school facilities 'within two kilometers'<sup>33)</sup> from their habitation. Considering this situation, the central government announced its National Policy on Education 1986 (NPE86) and an accompanying document, Programmed of Action 1986 (POA86). They called for an effective implementation of the policy.

The NPE86 created a new system for education, that is, a District Institute of Education and Training (DIET) in each district of a state. This system has three main functions: (1) resource support such as development of teaching aids, (2) action research on educational problems in the district, and (3) training both pre-service and in-service for elementary teachers in the district.<sup>34)</sup> This was the first instance of planned and implemented policy for the development of primary/elementary teacher education, covering all the districts in the country. After NPE86, the minimum academic qualification to be an elementary teacher trainee in India is completion of 12 years of schooling. The DIET system was launched gradually from 1987. MHRD further published District Institutes of Education and Training – Guidelines in 1989, which provided 'broad guidelines' for the implementation of the system.<sup>35)</sup> Five hundred DIETs were set up by 2005,<sup>36)</sup> and the DIET system became the principal pre-service elementary teacher education institution in each district. Accordingly, to achieve UEE effectively, as early as possible, India launched a scheme utilizing all existing educational institutions including the DIET system. It was Sarva Shiksha Abhiyan (Campaign for Universal Elementary Education, SSA) in 2000,<sup>37)</sup> and it has the entire country as its ambit.

### 4. The State of Maharashtra and its pre-service elementary teacher education

The state of Maharashtra occupies about nine percent of the geographic area of India and holds about nine percent of the total population in the country.<sup>38)</sup> The state has varied religions, cultural festivals, and even cuisine. In the state, the industrial sector occupies a key position in the economy and industrial production (manufacturing) in the year 2004-05

was higher by 8.2% than the previous year. At the same time, about 65% of the workforce in the state depends on agriculture and allied activities. India's largest commercial city Mumbai (formerly Bombay) is the capital of the state. The city, Greater Mumbai, has 12.36% of the total population in Maharashtra, while 6.92% of the total inhabited villages in India are in the state. The state has 35 administrative Districts,<sup>39)</sup> and elementary school education in Maharashtra begins when a child reaches the age of 5 and continues for 7 years (primary for 4 years and upper primary for 3 years). Secondary education is for 3 years, and this is followed by 2 years of higher secondary school education.

School education in the state has been comparatively advanced since 1947, for example, it had only one district with a low literacy rate below 44 percent in 1991.<sup>40)</sup> Consequently, the 2001 Census found that the state in terms of literacy was 10<sup>th</sup> in all the 35 states and Union Territories in India. Recent statistics on school education (2006-07) show that Maharashtra had a retention rate of 83.93% in the school education cycle I to IV, while the all India average was 70.26%.<sup>41)</sup> The state performed better in the pass-percentage at the terminal grade examination of upper primary (standard VII) than the all India average. However, the percentage of those who passed with marks 60% and above declined drastically at the VII standard both for boys (29.48%) and girls (31.17%). This was lower than the all-India average (30.07% for boys and 38.06% for girls).<sup>42)</sup> These results pose questions on the quality of education in Maharashtra, and teacher related issues.

The priority after independence in the state was to increase the number of trained teachers, and clear the back-log of untrained teachers. The percentage of trained teachers rose from 53.3% in 1955-56 to 69.5% in 1962-63 in Maharashtra. MHRD reported that the percentage of trained teacher was 65.1% in 1962-63, which meant that Maharashtra had more trained teachers than the all-India average. However, there was an imbalance in the establishment of teacher training institution within the state. Taking this point into consideration, a state level report issued in 1966 argued that sending the trainees to far-off districts 'adversely affect[ed] the usefulness of their practical training as they [were] not able to study the problems of the schools and communities of the districts where they would work after training.'<sup>43)</sup>

In addition, there was another fundamental issue, namely, the academic qualification of elementary school teachers. Until the mid-60s, candidates who finished only lower secondary education (Standard X) could be admitted to a PSTE courses due to the urgent need to increase certified teachers. Even among those candidates who passed higher

secondary (Standard XII), it was 'found that 3.4 per cent had obtained 60 percent or more marks'<sup>44)</sup> at the final examination held by Maharashtra Education Board. Recent statistics on full-time teachers show that 40.03% of the teachers working for the school category of primary schools in the state finished only lower secondary school education (Standard X) in 2006-07. All India average<sup>45)</sup> of the same was 22.30%. In Maharashtra, despite statistical progress in the number of trained and certified teachers, qualitative shortcomings in teacher education remained unsolved until the 1980s. Due to this situation, the state still has school teachers whose academic qualifications do not meet new standards.

According to NCTE, there were a total 266 elementary teacher education institutions in Maharashtra in 2001. Out of the total, 143 institutions were sanctioned from 1940 to 1989.<sup>46)</sup> The state established the DIET system in 1995. At present, the state has 35 districts and 29 DIETs, and other elementary teacher education institutions are private. Out of the 29 DIETs, 25 were up-graded from previous Government Diploma in Education collages, and 4 DIETs were newly established in the districts that had no Government collages for PSTE.<sup>47)</sup> As stated by MHRD, the DIET system is expected to play a 'very important pace-setting role'<sup>48)</sup> in a district.

A state level assessment of the DIET system in Maharashtra was conducted in 2000. This brought to the fore issues to be considered by the system. First, the guideline published by MHRD outlined that each DIET has 7 branches; (1) PSTE branch, (2) Work Experience branch, (3) District Resource Unit for Adult Education and Non-formal Education branch, (4) In-service Programs, Field Interaction and Innovation Coordination branch, (5) Curriculum, Material Development and Evaluation branch, (6) Educational Technology branch, and (7) Planning and Management branch.<sup>49)</sup> Yet, the Maharashtra state government created only four branches at each DIET in the state; (1) PSTE and In-Service Training branch, (2) Educational Technology, (3) Curriculum Development and Evaluation, and (4) Planning, Management and Administration.<sup>50)</sup> The MHRD guideline suggested flexibility and local relevance in the organization of each DIET, but the four branches may not be enough to fulfill the academic criteria to achieve UEE in each district.

Second, although MHRD suggested that 48 staff members including clerical staff be appointed to each DIET, the Government of Maharashtra sanctioned only 26 posts for each DIET. Therefore, both PSTE and in-service education have been affected by personnel shortage. Further, the same teaching staff is in charge of PSTE and in-service training. Consequently, the 'DIET faculty generally is not in [a] position to take up teaching function[s] till October as

reported by the trainees.<sup>51)</sup> Third, about facility and equipment, the following was the data at DIETs in the state: a phone is available at 79% of the DIETs in the state, and 59% of the DIETs have an over head projector. However, only 7% of the DIETs in the state have a computer. Out of 29 DIETs, 5 DIETs have less than 500 books in their libraries. Since no librarian has been appointed as yet, teachers are asked to look after the libraries. Teacher trainees at DIETs in the state responded that the total facilities at the DIET were 'poor' (84% male students and 82% female students). The state level assessment of DIET conducted in 2000 stated its disappointment that an advanced state like Maharashtra 'depriv[ed] the PSTE and in-service trainees an opportunity to get introduced to the same.'<sup>52)</sup>

Forth, the social background of elementary teacher trainees especially attracts attention since MHRD described in the mid-80s that 'so much [was] expected of the teacher; yet teaching [had been] the last choice in the job market.'<sup>53)</sup> A study conducted in the states of Bihar, Madhya Pradesh, Haryana and Tamil Nadu revealed that 'there [were] a considerable number of teachers who [had] not joined this profession out of choice but due to some compelling circumstances,'<sup>54)</sup> for example, non-availability of further education and career choices. However, the assessment in Maharashtra presented a dissimilar picture. About 45% of the students who joined PSTE course at DIETs answered that 'I [am] from a family of teachers.'<sup>55)</sup> This implies that there might be different type(s) of teachers' culture and/or teachers' communities in different parts of India, and Maharashtra is one of such examples. NPE86 stated, 'the status of the teacher reflects the socio-cultural ethos of a society,'<sup>56)</sup> and in a multi-cultural country, this would probably be the case in many a district.

Fifth, curriculum for a two-year PSTE course is prepared based on the guideline issued by MHRD in 1989, and monitored by a state level agency, like, the State Council of Educational Research and Training (SCERT). At present, in Maharashtra, the newly designed Curriculum of Diploma in Teacher Education (2004) by SCERT Maharashtra is used in all the PSTE courses including DIETs. The new curriculum has: (1) Theory (basic subjects), (2) School subjects and Content-cum-methodology and (3) Practical Work for the first year, then (4) Theory (basic subjects) and (5) School Subject and Content-cum-methodology for the second year. In the second year, trainees undergo a school experience program; they visit nearby schools every-day for two weeks, and teach and organize other activities just like practicing teachers. In addition, this new curriculum states that 'after completing the Curriculum in the elementary teacher education, the student-teacher has to do satisfactory internship for six

months in a government recognized school, informal education center of adult education center under the supervision of recognized teachers. Then only [will a] Passing Certificate will be given.'<sup>57)</sup> Internship is a characteristic of the new curriculum. An important factor to be examined is: How a curriculum designed at the state level functions at the district level, given the diverse cultures in Maharashtra?

## 5. Osmanabad district in Maharashtra and Pre-service Teacher Education

I choose Osmanabad district in Maharashtra, from a total of 35 districts, to research on PSTE. The state has eight educational regions and Osmanabad district is in Aurangabad region. Osmanabad District is located in the south eastern part of the state, has a geographic area of 7,512.4 km<sup>2</sup>, and has 8 blocks. According to the Census 2001, the total population in the district was 14,72,256. The main occupation is farming and the majority of urban population (about 18.8% of the total population) is engaged in business or employed by the government. Regarding literacy in the district, the Director of Census Operations Maharashtra writes that total literacy exceeds 70%, although it is less than the average literacy of Maharashtra (77.27%). Literacy in rural areas in the district is lower (68.20%) than the total average (70.84%) of the district, and gender disparity in literacy is wide especially in rural area in Osmanabad (80.50% male and 54.87% female).<sup>58)</sup> Considering this data, it can be presumed that Osmanabad district is still on the way to accept a modern school education system. Hence, Osmanabad district has ample scope for the improvement of education, especially PSTE.

First, recent statistics for 2006-07 on school education show the general conditions of elementary education in the district as follows: primary schools (standards I to IV), 80.7% of the classrooms are in good condition, and the same could be said about elementary schools (standards I to IIV) where it is 77.4%. Net enrolment ratio of primary school is 85.6% and that for upper primary (standards V to IIV) is 71.4%. The terminal grades in the academic year 2005-06 as follows: 97.5% of boys and 98.2% of girls passed the terminal examination for standard IV, and pupils who passed with marks 60% and above marks were 62.2% and 64.0% respectively. However, even though 94.9% of boys and 95.5% of girls passed the terminal examination for standard IIV, pupils who passed with marks 60% and above drastically declined, that is, 39.2% of boys and 41.0% of girls respectively.<sup>59)</sup> Supposedly, in Osmanabad District there may be problems in the quality of school education both at the primary and upper primary levels.

Second, since 'teacher performance is the most critical

input in the field of education,'<sup>60)</sup> examining practicing teachers in Osmanabad district is an important step to consider school education in the district. About their academic qualification, out of total 1,618 primary school (standard I to IV) teachers, 41.6% finished secondary school education (standard X), and out of 4,803 teachers working in elementary schools (standard I to IIV), 32.9% finished secondary school education. However, 4.8% of primary school teachers and 3.8% of elementary school teachers didn't answer the question about their academic qualification. This insinuates that their qualification might be lower than secondary.<sup>61)</sup>

The academic qualifications of practicing teachers in the district are lower than the current standard, completing 12 years' schooling.

Third, statistics on professional qualification of practicing teachers in Osmanabad district show that nearly 100% of them are trained teachers, that is to say, they are certified school teachers, and the lowest percentage for this facet is 97% in two blocks in the district.<sup>62)</sup> This aspect requires further research. For example, it would be important to know the duration of professional training and its contents. This is supported by the fact that in India there was a shortage of school teachers and a variety of teacher training programs had to be implemented after independence. In addition, in some remote areas, academic qualifications of teacher trainees were lowered because of non-availability of proper personnel. NPE86 states that 'teacher education is a continuous process'<sup>63)</sup> and SSA encourages 'provision of 20 days in-service course for all teachers'.<sup>64)</sup> As a result, about 50% of both male and female teachers working in primary and elementary schools in Osmanabad received in-service training in 2006-07.<sup>65)</sup> However, in Maharashtra, teacher educators working with DIETs also provide in-service training with practicing teachers in the district. Their work-load must be heavy and this might have adversely affected the implementation and quality of the PSTE course.

According to NCTE, Osmanabad district has eight institutions which offer pre-service education for elementary teachers in 2001, that is, they award a Diploma in Teacher Education. An institution established in 1949 was up-graded to DIET Osmanabad in 1995. Two out of the eight Institutions, DIET Osmanabad and one institution in Tuljapur block, offer a Marathi medium (the main language spoken in the state) class and a class for Urdu medium (a language spoken mainly by Muslims). This is a distinguishing feature of these two institutions. The enrollment capacity in each class is about 40 to 50, and one institution admits 22 students for one class. Osmanabad district graduates a total of 442 teachers per year.

Among these pre-service elementary teacher training institutions in the district, DIET Osmanabad has a leading position for teacher education in the district, and it is supposed to take initiatives for PSTE courses. Further, it has extra responsibilities for the evaluation of student-teachers' annual examination and in-service training for teachers and community leaders in the district. NPE86 encourages 'decentralisation and the creation of a spirit of autonomy for educational institutions,'<sup>66)</sup> and the guidelines for the DIET system prepared by MHRD states that DIETs should establish linkages both with the primary/elementary schools in the district and with 'organizations and institutions at the national, State, Divisional and District levels.'<sup>67)</sup> Hence, it is preferable to start research on PSTE in Osmanabad district with DIET Osmanabad as a focus.

About general information on the PSTE course at DIET Osmanabad: condition of the school building and other facilities like drinking water and so on are fairly well maintained. It has a library and a computer. About students of the PSTE course at DIET Osmanabad, the important and inevitable factor to operate PSTE course is attendance. This is very good and the course has only a few drop-outs. In particular, two-weeks school experience program is a good opportunity for trainees to spend and share time together at the nearby school which they visit and teach every-day, and exchange their experiences and opinions.

After 1947, India has intensively tried to make education accessible to all. During this period, being a school teacher has become a matter of status, though not ascriptive. The government is keen to increase the number of female teachers, particularly those from lower castes are encouraged to join the teaching profession. Thus, all citizens could in the process of economic and political transformation through education. This is the goal. However, collecting voices and opinions of teacher trainees and analyzing them is essential. For example, why a person comes to the course and what are the purposes are essential first steps to understand PSTE in Osmanabad.

In order to operate PSTE, another important factor is to examine the PSTE curriculum. The one presently used in Maharashtra was framed at state level. It asserts that 'integration of theory and practice and consequent curricular response to the requirement of the school system still remain[s] inadequate,'<sup>68)</sup> and that 'professional personality of the teacher has three aspects, namely, 1) competencies, 2) commitment, 3) performance.'<sup>69)</sup> The effectiveness of the curriculum needs to be evaluated both from the view points of teacher educators and teacher trainees. In this regard, content analysis of the curriculum is an inevitable task. For example, in the first year syllabus, there is a unit named

‘Indian society and primary education.’<sup>70)</sup> It states that pre-service education for would-be teachers is an integral part of a system for education in a country, and that teacher educators must ‘help the student teachers to understand the main features of the Indian society and their effects on primary education.’<sup>71)</sup> As one of its specific objectives, the curriculum states that a teacher educator should explain the inequality in Indian society. As its subunit, diversity in India is also to be taught. Regarding teaching methods, brain storming and discussion are recommended. Trainees are expected to participate in group work by collecting information, for example, articles from newspapers and magazines. Evaluation on this sub-unit will be done by asking trainees to submit essays on the subject. In order to examine the effectiveness of the curriculum, not only knowledge conveyed to the trainees but also its relevance to their lives and those with whom they will constantly interact have to be considered. In short, what kind of pre-service elementary teacher education is imparted to trainees is the key question.

## 6. Conclusion

As I have examined in the second section of this paper, in India there is not much data about the impact of PSTE on teacher trainees and practicing teachers. Much more needs to be done to carefully listen to the aspirations and needs of teacher trainees, analyze and examine; even though the importance of teacher training is repeatedly mentioned policy reports. Currently in India, PSTE curriculum is framed at the state level, and it is expected to function well at the district level in each state, even though India has considerable intra-state diversity. Therefore, the function and effectiveness of the PSTE curriculum has to be evaluated in the specific context of a district, and the results of such analysis have to be effectively communicated to the state level for further improvement. The key question, what kind of pre-service elementary teacher education is offered to teacher trainees can be divided into two areas: teacher trainees themselves including their socio-economic background and the curriculum of PSTE. Peripheral data, such as, information about the motivation and attitude of teacher trainees and other material circumstances should be paid due attention to because they are also important factors which would affect PSTE and the professional lives of the teachers. Teacher trainees share common experiences for two years during the training and therefore there might be a positive ‘student culture’<sup>72)</sup> brewing in the minds of trainees studying at the PSTE course at the DIET system. This is an aspect which needs to be nurtured. If such a culture is carefully fostered

and directed to meet the goals of PSTE, let alone UEE, there is much hope that elementary teachers may indeed improve and favorably influence elementary education in India. This is not merely a pious hope and there are elements which could make it a much desired reality.

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日本語表題および日本語要旨

インドにおける初等教員養成  
マハラシュトラ州オスマナバード県の事例から

独立(1947年)以来、インドの初等教員養成(Pre-service Teacher