

# Exploring teacher evaluation processes and practices in India: A case study

Michelle Bambawale, Jemima Hughes and Amy Lightfoot





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# Foreword

Measuring quality in the classroom is a challenging but crucial factor in the development of any education system and one which we at the British Council put at the heart of our work in India and around the world. We offer a wide range of assessment options for students, teachers and professionals to help them track learner outcomes – and teaching quality. Our tools and processes identify areas for development and help individuals to demonstrate their knowledge and skills at school, in higher education and for employment.

Ensuring quality teaching and learning is a joint enterprise. It is facilitated by teachers, head teachers and the system that supports them. This responsibility is shared with the learners themselves, their parents and their community who all have a role to play in nurturing the enabling factors that can positively impact on learning.

A variety of methods exist to identify quality teaching and learning. In many countries an emphasis is placed on attendance, completion rates or student learning outcomes. However in order to ensure that achieving learning outcomes is possible, it is vital that schools and the wider education system consider the quality of teaching taking place in the classroom. If we cannot be sure that teaching is of a high standard, we cannot expect maximum levels of learning.

In this important and exploratory study, we have adopted an innovative approach to exploring teacher evaluation policies and practices in India, drawing on the knowledge, expertise and experiences of representatives from more than 20 organisations and government agencies working in the teacher education sector. Importantly, we also share the voices of a number of teachers, who reflect on their own experiences in their schools. This country-focused report builds on work done by Professor Simon Borg (2018), which provides a comprehensive overview of the approaches to teacher evaluation undertaken worldwide.

Providing a unique summary of current initiatives, tools and processes used in teacher evaluation in India, we hope to contribute to the growing conversation around this important area. A clear message is the need for evaluation to feed back into teacher development. By supporting teachers to reflect on current practices and continue learning and improving we can ensure better learning outcomes for young people across the country, leading to prosperity and development for all.

**Alan Gemmell OBE**

Director, British Council India





# 1

## Introduction

India faces a major challenge: while school enrolment is nearly universal at primary level, study after study shows that children are failing to meet grade-level learning outcomes (ASER, 2015). At the same time, it is clear from research findings that of the several school-based factors affecting learning outcomes, teachers can have the greatest impact (Hattie, 2012). As stated by the Organisation for Economic Co-operation and Development (OECD) (2005, cited in OECD, 2009, p. 3) 'raising teaching performance is perhaps the policy direction most likely to lead to substantial gains in student learning'. It has also been recognised that quality among practising teachers can be improved through more effective teacher evaluation (Borg, 2018).

Policy direction in India reflects both the centrality of teachers to the success of any educational process and the need for appropriate and well-managed teacher evaluation systems (e.g. the National Curriculum Framework for Teacher Education). However, despite these policy directives, there is relatively little literature offering details of on-the-ground activity and experience with regard to teacher evaluation in India. With this in mind, the current study aims to document a range of perspectives and practices in this important area, using an innovative and exploratory approach. While this exploration does offer some conclusions about the current state of affairs with regard to teacher evaluation, it also suggests many avenues of further enquiry that are needed in order to complete the complex picture of this varied evaluation landscape.

There is no doubt that there has been growing interest and considerable investment of resources in the development of teachers in recent years in India, with a number of innovations introduced in order to meet the scale of the need across the country. These include: a mandate for in-service teachers to receive 20 days of training per year under the Sarva Shiksha Abhiyan (SSA) programme;<sup>1</sup> new online platforms hosting content for use in the classroom alongside professional development (for example, Diksha<sup>2</sup>); the adoption of new models of in-service training (for example, mentoring, Teacher Activity Groups (TAGs) and online communities of practice in Maharashtra – see Parnham et al, forthcoming) and recent proposals to restructure the District Institutes of Education and Training (DIETs) to enable a greater emphasis on teachers' continuing professional development and support for school-level innovations and research projects (MHRD, 2017).

Mechanisms for assessing and evaluating the quality of teaching in the classroom enable a better understanding of what teachers are and are not doing well, enable interventions to address shortcomings in performance and also allow some measurement of the return on investment

for the significant resources being allocated to in-service teacher education. Put simply by Bruns and Luque (2015, p. 35), 'top education systems invest heavily in the evaluation of teacher performance'. Various tools and initiatives have been developed at the national level to support this in India, including: Advancement of Educational Performance through Teacher Support (ADEPTS); PINDICS performance indicators; and the National Programme on School Standards and Evaluation (NPSSE) known as the Shaala Siddhi framework. These initiatives are explored in detail in this study. Recently, there has also been a push to improve the way that learner outcomes are monitored (for example, through the development of the National Achievement Survey), along with some suggestions that the evaluation of teaching quality should be tied to measurements of student progress, which can in turn inform performance-related pay (see Borwankar, 2017 for discussion of implementing this approach in Maharashtra).

India's system of teacher education is complex, largely due to the country's size and diversity of contexts (linguistic, geographical, socio-economic, for example). Figures 1 and 2 illustrate the national- and state-level structures. Box 1 provides an overview of the number of teacher education institutions expected to be established across the country, according to policy provision, to put into context the massive scale of the operation in India. According to

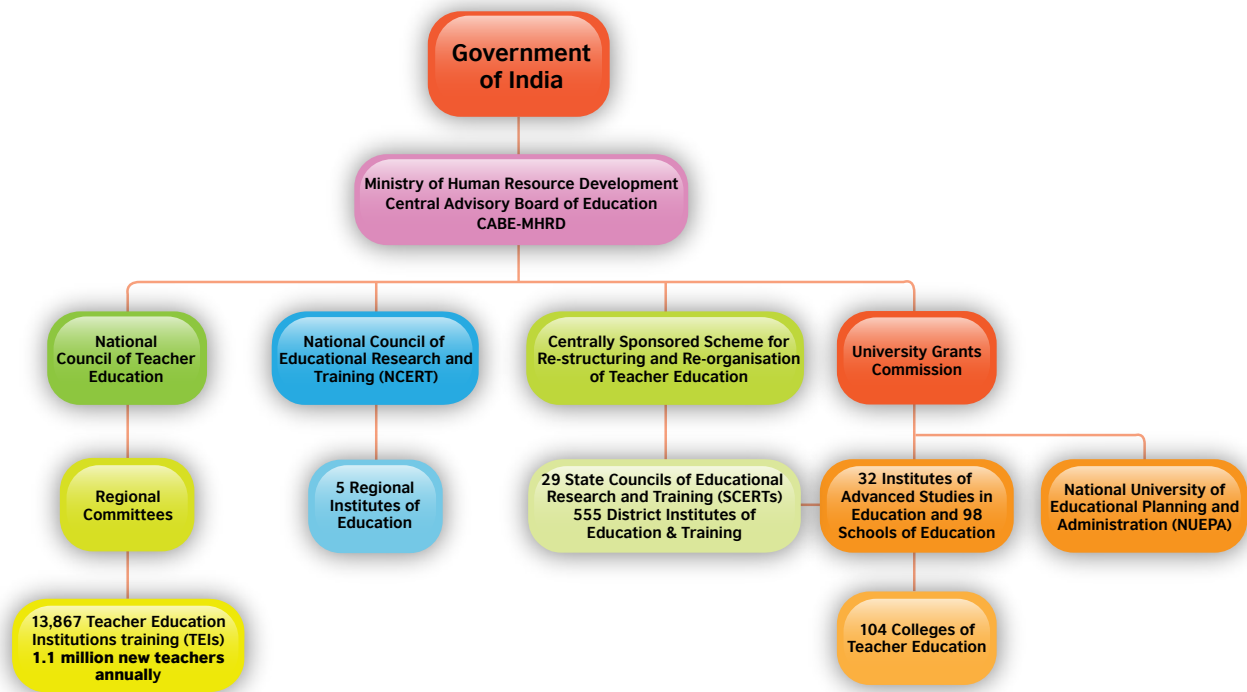
### Box 1: Provision of teacher education institutes across India

(source: [www.teindia.nic.in/Organogram\\_state1.aspx](http://www.teindia.nic.in/Organogram_state1.aspx))

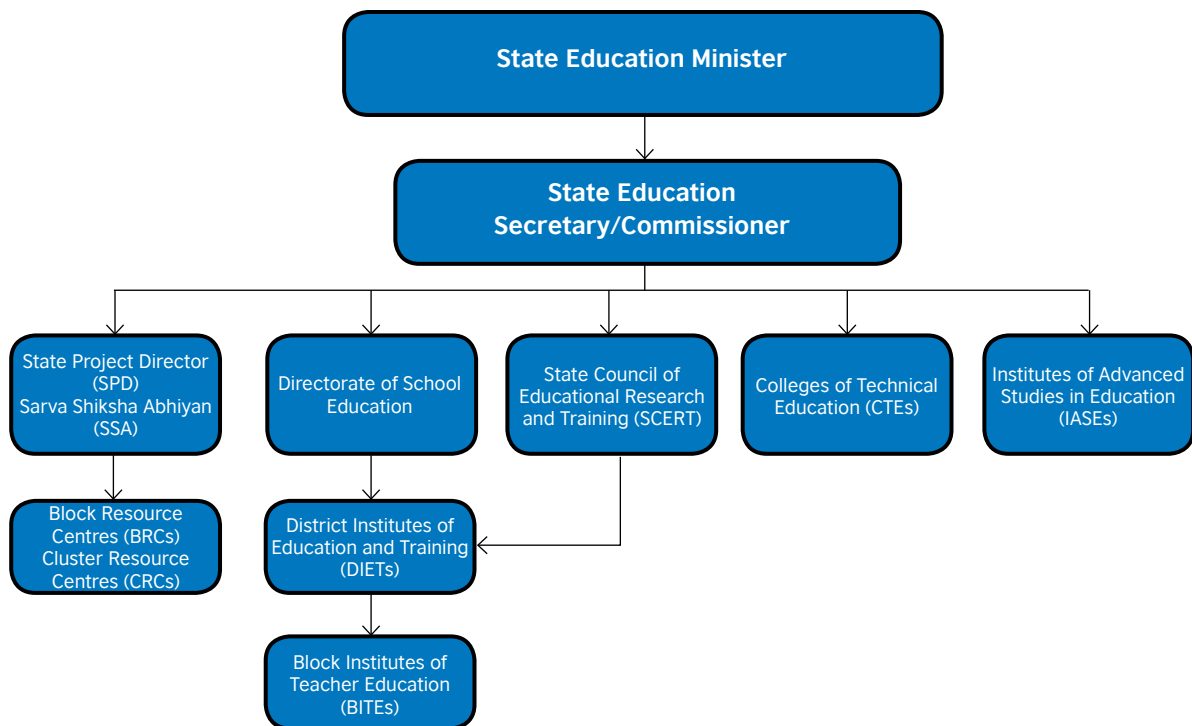
- 29 State Councils for Educational Research and Training (SCERTs)
- 104 Colleges of Teacher Education (CTEs)
- 32 Institutes of Advanced Studies in Education (IASEs)
- 196 Block Institutes of Teacher Education (BITEs)
- 13,867 Teacher Education Institutes (TEIs)
- 555 District Institutes of Education and Training (DIETs)
- 6,676 Block Resource Centres (BRCs)
- 74,524 Cluster Resource Centres (CRCs)

<sup>1</sup> The Sarva Shiksha Abhiyan (Education for All Initiative) was established in 2001 to enable the achievement of universal elementary education across India

<sup>2</sup> [www.diksha.gov.in](http://www.diksha.gov.in)



**Figure 1:** National-level organisational structure of teacher education in India (source: [www.teindia.nic.in/Organogram-Chart\\_National.aspx](http://www.teindia.nic.in/Organogram-Chart_National.aspx))



**Figure 2:** State-level organisational structure of teacher education in India (source: [www.teindia.nic.in/Organogram\\_state1.aspx](http://www.teindia.nic.in/Organogram_state1.aspx))

the Ministry of Human Resource Development's (MHRD) website,<sup>3</sup> 1.1 million teachers are trained in pre-service teacher education institutes each year, while 3.5 million in-service teachers are trained through the Block and Cluster level Resource Centres. Education is a concurrent subject, meaning that both the central and state governments have the power to legislate and develop policies to govern this sector. In practice, this means that central policies are interpreted at the state level, often leading to considerable variation in implementation across the 29 states and seven union territories.

Through the present study, we aim to explore in detail the current Indian context with regard to teacher evaluation. This complements a global literature review (Borg, 2018) published concurrently by the British Council,<sup>4</sup> allowing an in-depth analysis of a single education system. We aim to identify existing teacher evaluation scenarios and present a range of perspectives on the features of systems and tools currently in use – both those that are positive and those that are seen to need improvement. Our primary focus is on the evaluation of in-service teachers, but there is also some discussion on the crossover between these processes and tools and the introduction of evaluation systems during pre-service training. The report aims to generate discussion on the various issues as well as highlight areas where further research is needed. It is hoped that this work will inform future decision-making by policy makers in India and the implementation of these policies by administrators and school leaders. It is anticipated that this publication will be the first in a series of country-level case studies, to enable a better shared understanding of the state of teacher evaluation practices across the world.

As the British Council's primary focus for teacher education initiatives is on the development of English language teaching, our original intention was to explore the different ways that teachers working within this subject domain are assessed or evaluated. However, as in many countries, nationally-mandated performance standards for teachers at the subject level have not yet been developed (although there was an intention to develop these in India in 2010). This is not to say that there are no instances of English language teaching standards being developed or adopted across the country; there are many organisations (non-government and private education providers, for example) who have established their own systems for assessing teaching quality for those teachers and other professionals participating in their programmes or projects. However, in line with the work by Borg (2018), the aim of this study is to explore what is happening within the state education sector as a whole. For this reason, we have broadened the focus of our project to explore how teacher evaluation is undertaken for or with teachers working across the curriculum, in government schools, on the assumption that designated English teachers will be experiencing the same subject-agnostic tools and processes.

Through the process of developing this case study, the project team engaged with representatives from over 20 organisations, institutions and government agencies working across the country (see Appendix 1). These individuals were engaged through two face-to-face

meetings held in October and November 2017. Further details of the methodology adopted are shared in Appendix 2. In addition to reviewing policy documentation and reports, we aimed to mine as much knowledge and experience as possible from those who have significant experience of working across the teacher education sector in India. This engagement was coupled with a small number of teacher focus groups. Importantly, all these discussions considered the practical application of the various approaches at different levels of the education system. Together we have determined that while several high-quality tools exist, consistent and standardised implementation at scale remains a challenge. As one informant remarked, '*evaluation tools are useful but you have to create the culture, the organisation and the climate for them to work.*'

In the following section we define the terminology used throughout the report and some of the various strategies that can be used for teacher evaluation. We then discuss three national-level initiatives that have been developed in India, before highlighting the key features of a successful evaluation system as articulated by our informants and existing policy frameworks. Finally, we examine the various enablers thought to be critical for the successful implementation of any system of evaluating teaching quality given the specific context of India and its education system.

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<sup>3</sup> [www.teindia.nic.in/Organogram\\_state.aspx](http://www.teindia.nic.in/Organogram_state.aspx)

<sup>4</sup> <https://www.teachingenglish.org.uk/article/teacher-evaluation-global-perspectives-their-implications-english-language-teaching>



# 2

## Defining teacher evaluation terminology and strategies

In this section we outline some of the key terminology relevant to this area of study, exploring the definitions provided by Borg (2018) in his recent literature review on the topic of teacher evaluation. We then briefly outline some of the main strategies that are used for assessing teaching quality globally, with reference to the most common practices in India.

### 2.1 Key definitions

Borg (2018, p. 11) defines several key terms that are used in the literature on teacher evaluation:

**Teacher evaluation** [is defined by the] OECD as ‘the evaluation of individual teachers to make a judgement about their work and performance using objective criteria’.

**Teacher appraisal** is sometimes used interchangeably with teacher evaluation, but it more specifically refers to ‘formal performance reviews, usually conducted by a school level supervisor, to judge individual teacher performance’. In this sense, teacher appraisal is one aspect of the broader process of teacher evaluation, which may also include informal assessments.

**Teacher assessment** [is used] typically to refer to the measurement of specific domains of teacher quality such as teacher knowledge or performance in the classroom. In this sense teacher assessment contributes to the broader process of teacher evaluation.

**Teacher effectiveness** refers to the impact of teaching on students, either with specific reference to learning outcomes or more generally, as this definition illustrates:

*the collection of characteristics, competencies, and behaviors of teachers at all educational levels that enable students to reach desired outcomes, which may include the attainment of specific learning objectives as well as broader goals such as being able to solve problems, think critically, work collaboratively, and become effective citizens.*

In a similar vein, Campbell, Kyriakides, Muijs and Robinson say that teacher effectiveness is ‘the power to realise socially valued objectives agreed for teachers’ work, especially, but not exclusively, the work concerned with enabling students to learn’.

**Teacher quality** [versus] **teaching quality**. Darling-Hammond argues that the former is what the teacher is capable of doing and the latter is what they are able to do in a given context (the idea being that a good-quality teacher may, in adverse circumstances, not demonstrate good-quality teaching).

### **Teacher performance and teacher competence.**

‘Performance’ refers specifically to teachers’ observed instructional behaviours in the classroom. ‘Competence’ is the extent to which the teacher possesses the knowledge and skills (competencies) defined as necessary or desirable qualifications to teach’.

As Borg (2018, p. 11) writes:

*Teacher evaluation, then, is the process through which judgements about the quality of teachers are made. Assessing teachers’ performance in the classroom and its impact on students are core elements in this process. However, as suggested in the definitions above, in evaluating teachers it is also important to consider broader elements of teacher quality such as planning, reflection, professional development and contributions to school effectiveness more generally.*

It is interesting to compare these definitions with those identified by the educational specialists group (see Box 2), along with reported perceptions of these key terms. As a general rule, the group of educational specialists we convened favoured use of the term ‘assessment’ to refer to the processes and tools that teachers take part in or use

### **Box 2:** Definitions developed by the educational specialists group

- 1 Teacher evaluation is a continuous process to understand teachers’ knowledge, skills and attitudes in order to take actionable steps for teaching and learning improvement.
- 2 Teacher assessment is the use of evidence relating to observable objectives to provide feedback, not judgement, in the context of the system leading to continuous improvement.
- 3 Teacher evaluation is a process to understand the approach that teachers use to carry out the different tasks and responsibilities they undertake with the purpose of facilitating student learning, their own ongoing development, and contributing to the educational eco-system.
- 4 A continuous process of evaluating, reflection, feedback to understand the effectiveness of the multiple roles that a teacher performs within the school and broader context, aimed at enhanced and sustainable teacher improvement.

in relation to their performance. It was felt that the term 'evaluation' had negative connotations that are attached to incentives and disincentives. One teacher from our focus group asserted that evaluation '*has no real meaning – it puts you in a threatening situation*'. To retain alignment with the literature and remain relevant to the wider discourse around this area, we have chosen to use the broader term of evaluation throughout the report. Nevertheless, it is important to understand stakeholders' perceptions of different terms particularly as the terms used often shape how people react to new initiatives and reforms.

The definitions shown in Box 2 provide a thought-provoking insight into how the educational specialists perceive teacher evaluation; it is interesting to note that each definition adopts a formative perspective. There is no mention of increasing teacher accountability or using teacher evaluation as a means of quality control. Indeed, if we look at the second definition and its use of the phrase 'to provide feedback, not judgement', this concept is (re)visited countless times by the educational specialists and teachers from our focus groups (see Section 4). Some argue there is an excessive sensitivity around making judgements on teaching and that this type of thinking is counter-productive when developing an effective teacher evaluation system. In any case, the summative purpose of teacher evaluation is absent from this set of definitions: an interesting and important omission.

## 2.2 Strategies for evaluating teaching quality

With regards to in-service teacher evaluation, Borg (2018) identifies a number of teacher evaluation strategies that are described in the literature, utilising multiple sources of evidence and which have been adopted to varying degrees in different contexts around the world:

- Classroom observations
- Teacher portfolios
- Student evaluation of the teacher
- Student learning outcomes
- Teacher self-evaluation
- Teacher tests (e.g. of subject knowledge)
- Professional conversations
- Peer evaluation
- Parent feedback.

According to available documentation and the insights shared by our educational specialists and teachers in the focus groups, three evaluation instruments feature most prominently within the government sector in India: classroom observations, self-assessment and – most recently – measurement against student learning outcomes. However, more localised teacher development initiatives, often run in partnership with non-government organisations or teacher development agencies, are likely to use a wider range of evaluation strategies to improve teacher performance including teacher portfolios, professional conversations and peer evaluation.

# 3

## Current teacher evaluation practice in India

The National Curriculum Framework for Teacher Education discusses the need for improved evaluation of teachers, particularly emphasising the continuous assessment of pre-service teacher trainees using qualitative and quantitative measures. What is not clear in the framework document is the scope of evaluation for in-service teachers.

However, information shared by our informants indicates that there are a plethora of frameworks and tools currently in use across different states and districts, rural and urban, local and national, each of which use their own assessment process and with varying levels of implementation on the ground (for further information see Appendix 3). Sitting alongside these smaller initiatives are national tools that have been designed by the government, sometimes with support from bilateral agencies such as the Ministry of Human Resource Development (MHRD) working with UNICEF; the National Council of Educational Research and Training (NCERT) and the National University of Educational Planning and Administration (NUEPA).

Through talking to our informants and conducting desk-based research we identified three centrally-mandated models or frameworks for teacher evaluation: Advancement of Educational Performance through Teacher Support (ADEPTS), PINDICS performance indicators and Shaala Siddhi, which appear to have the greatest potential in terms of reach and impact. Despite their differences, all of these models are multifaceted; the teacher is not only assessed in terms of what they do in the classroom. Each of the tools attempts, with varying degrees of success, to capture the wider role a teacher plays in the school and the community. It should also be emphasised that each model has undergone a rigorous process of consensus building using a wide variety of stakeholders, which includes teachers, to ensure they are relevant and robust in assessing the quality of teachers and their teaching.

### 3.1 Advancement of Educational Performance through Teacher Support (ADEPTS)

ADEPTS is a Ministry of Human Resource Development (MHRD) and UNICEF initiative aimed at improving the quality of education through the use of performance indicators. The key thinking that underpins ADEPTS is the idea that for a teacher to thrive and take ownership of their performance, a range of enabling conditions needs to be in place. Consequently, ADEPTS does not just assign performance indicators to teachers, it also contains a series of professional standards designed to evaluate the role different bodies or agencies perform within the teacher support system. In articulating performance indicators for those involved in improving the quality of teaching, it shifts the often singular gaze from just evaluating the teacher to one that increases accountability by including those

responsible for supporting the teacher, for example, head teachers, Cluster Resource Centre (CRC) officers and those working at the State Council of Educational Research and Training (SCERT). ADEPTS also provides a clear framework for the different stakeholders to work with. In theory, each individual could measure and evaluate their effectiveness within the education ecosystem, and these evaluations could be discussed and verified by their supervisors and peers.

ADEPTS was developed through three regional consultations interspersed with inter-state visits as detailed in Box 3.

#### Box 3: Phases of development of ADEPTS (Shukla, 2017)

##### Phase 1

- First round of consultations held in Hyderabad, Delhi and Kolkata to identify the initial performance indicators for different stakeholders.
- Inter-state visits by state teams to assess teacher performance and the role and performance of teacher support institutions.

##### Phase 2

- Second round of regional consultations held in Pune, Ahmedabad and Bhubaneswar. Initial performance standards are refined to better reflect the on-the-ground reality.

##### Phase 3

- Final round of regional consultations held in Trivandrum, Lucknow and Guwahati. Participating state teams analyse their current situation and identify what standards they need to prioritise in order to improve teacher performance in their states.
- Participating states customise ADEPTS and create their own state-specific performance indicators.

The professional indicators articulated for teachers were designed to address two questions: 1) What is the teacher doing? and 2) How well are they doing it? From this premise a range of standards were identified under four key areas:

- 1 Cognitive dimension of a school (what learning consists of and how it is enabled)

- 2 Social dimension of a school (relationships, values especially equity, emotional environment, also the relationship among peers)
- 3 Physical dimension of a school (physical environment as an enabling factor)
- 4 Organisational dimension of a school (school as an institution linked to the community).

(Shukla, 2007)

Figure 3 below is an excerpt from one of the standards that comes under the parameter ‘Organisational dimension of a school’. The standard statement is presented in italics and below it are its indicators spread over four levels of increasing complexity. The numbers in front of the indicators mark the level to be assigned by the state teams, with level 1 representing the lower end of the scale. (Shukla, 2007).

was using it in this capacity until about four years ago. It was also initially championed by the National Federation of Primary Teachers’ Unions and some state teachers’ unions, notably in Chhattisgarh, as a tool for teachers’ self-assessment. In some states where ADEPTS was introduced as a self-assessment tool and teachers were invited to use it for their own development as opposed to mandated to use it, its uptake was significant – although it should be noted that it never got to the stage where the CRCs and BRCs collected the teachers’ self-assessments. Seemingly, there is no evidence, at this stage, of how the teachers used the tool and whether it affected their teaching.

Sustaining momentum for ADEPTS has proved elusive, particularly when key personnel moved on to new postings. With shifts in the political landscape and the surfacing of different priorities at both the state and national level, ADEPTS has drifted out of the Indian educational discourse.

<i>1. Displays professional commitment/accountability</i>			
<p>1. Arrives on time and stays at least till school closing/leaving time, and utilizes school hours fully.</p> <p>1. Maintains a high level of attendance in school.</p>	<p>2. Ensures student attendance by creating an attractive and congenial classroom atmosphere.</p> <p>2. Identifies with the institution and with the profession, e.g. by taking lead in all activities, striving for the improved attainment of children (taking pride in ‘our school, our children’).</p> <p>2. Displays accountability through full use of the time available, to ensure optimal learning of all children.</p> <p>2 Communicates / interacts with parents, especially on attendance issues, and other relevant issues such as health, behaviour, and progress.</p>	<p>3. Teacher’s love and enjoyment of teaching can be seen. (Among others, through the prevailing class atmosphere, children’s participation and response, and the ‘face-reading’ or facial expressions of the children and the teacher).</p>	<p>4. Takes responsibility for student failure and accountability for ensuring improved learning.</p> <p>4. Has an articulated view of professional commitment or a code of conduct.</p> <p>4. Is committed to attaining excellence in professional work and visibly strives towards it.</p>

**Figure 3:** Example performance standard from ADEPTS: ‘Organisational dimension of a school’

Since its inception in 2007, ADEPTS has struggled to find its footing in the education system despite a promising start. In the first two years of its launch, more than 20 states used ADEPTS to develop their in-service training plans under the Sarva Shiksha Abhiyan (SSA) programme, a Government of India programme aimed at the universalisation of elementary education; this was due, in part, to formal links with the state Annual Work Plan and Budget (AWPB) appraisal process. Over time, ADEPTS evolved as a systemic means to assess the level of performance of teachers and was used by officials from Cluster Resource Centres (CRCs) and Block Resource Centres (BRCs) in several states as a field monitoring tool. Maharashtra

That said, at the time of writing, there is talk of the tool being revived in a modified form to be rolled out across 70,000 schools in Maharashtra in 2018.

### 3.2 PINDICS

PINDICS, launched in 2013 by the National Council of Educational Research and Training (NCERT), is a set of indicators designed to assess the performance and progress of elementary teachers. It builds on the work done under the MHRD–UNICEF initiative described above (ADEPTS). PINDICS is also based on the principles outlined in the various statutory orders ratified by the Government



of India such as the Right to Education (RTE) Act, 2009 and the Sarva Shiksha Abhiyan (SSA) programme, 2011.

PINDICS consists of seven performance standards that are conceptualised as the overarching tasks and responsibilities an elementary teacher performs:

- Designing learning experiences for children
- Knowledge and understanding of subject matter
- Strategies for facilitating learning
- Interpersonal relationships
- Professional development
- School development
- Teacher attendance.

(NCERT, 2013)

Contained within the higher-level performance standards are a series of 'specific standards' that denote the tasks an elementary teacher is expected to perform. Performance indicators then detail the criteria a teacher is expected to meet and assess him or herself against. Each performance indicator is measured on a four-point scale. The levels of performance are: 1. *Not meeting the expected standard*; 2. *Approaching the expected standard*; 3. *Approached the expected standard*; and 4. *Beyond the expected standard*.

In contrast to the ADEPTS tool, descriptors of the expected standards are not provided against these levels for each of the indicators.

An excerpt from the tool showing the performance standard (PS) 'Strategies for facilitating learning', looking at the specific standards of 'Communication skills' and 'Assessment and feedback' and their performance indicators, is illustrated in Figure 4 below.

PINDICS is primarily a self-evaluation tool for individual teachers to assess their performance, where teachers calculate their score by adding up each performance indicator. Using their score, they are expected to write a descriptive report detailing their competencies and areas for development. PINDICS can also be used as a tool for more formal teacher evaluation within the school system. A head teacher, for example, could use the teachers' self-evaluation records in conjunction with their own classroom observation data and lesson plans which would enable them to provide constructive developmental feedback to enhance teacher performance and student learning.

The PINDICS tool and templates are online; it is also available as a mobile-based app. Making the tool available online means teachers can access it and engage with it on their own terms, in their own time. However, reporting on usage of the tool is limited, particularly in terms of how

Specific standards	Performance indicators	Levels of performance (write the rating point)				Observation (if any)
		1	2	3	4	
<b>PS3 Strategies for facilitating learning</b>						
Communication skills	Listens to children patiently					
	Uses simple language					
	Uses home language of children wherever needed					
	Demonstrates legible handwriting					
	Exhibits concern, care and respect for the students while communicating verbally/non-verbally					
Assessment and feedback	Assesses student learning and provides immediate feedback for improving learning and performance					
	Maintains student profile of learning and performance (record of different tests/assignments/written work)					
	Shares children's progress with parents and school management committee (SMC) members					

**Figure 4:** Example performance standard from PINDICS: 'Strategies for facilitating learning'

the data and evidence generated can be used to improve teaching in the classroom. This general lack of a feedback loop in the evaluation process was raised in both the teacher focus groups and the two meetings, as discussed in more detail in Sections 4 and 5.

### 3.3 National Programme on School Standards and Evaluation (NPSSE) – Shaala Siddhi

The NPSSE or Shaala Siddhi framework is the third and most recent attempt at a formative national-level system to institutionalise a comprehensive and holistic evaluation system that improves school-based standards and performance in India. It has been developed and implemented by the National University of Educational Planning and Administration (NUEPA) with the support of MHRD. The objectives, instruments and methodology of the programme were conceived and developed through participatory and consensus-building approaches. Shaala Siddhi is a process of self-reflection followed by an external evaluation. The programme has been designed as a strategic instrument for the improvement of the school as a whole and aims to empower schools to prioritise their improvement efforts and plan strategies to implement them. The School Standards and Evaluation framework is based on seven key domains (performance areas) and 46 core standards as detailed in Box 4.

**Box 4:** Key domains and core standards of the Shaala Siddhi framework

- 1 Enabling resources of school: availability, adequacy and usability (12 core standards)
- 2 Teaching, learning and assessment (9 core standards)
- 3 Learners' progress, attainment and development (5 core standards)
- 4 Managing teacher performance and professional development (6 core standards)
- 5 School leadership and management (4 core standards)
- 6 Inclusion, health and safety (5 core standards)
- 7 Productive community participation (5 core standards)

(National University for Educational Planning and Administration, 2016)

The fourth key domain indicates the importance of teacher performance management and continuing professional development when evaluating a school's performance. The six core standards under this domain are:

- 1 Orientation of new teachers
- 2 Teachers' attendance
- 3 Assigning responsibilities and performance goals

- 4 Teachers' understanding of curricular expectations
- 5 Monitoring of teachers' performance
- 6 Teachers' professional development.

The Shaala Siddhi framework is currently being implemented by all states and union territories with a view to reaching 1.5 million schools across India. This process is complemented by engagement at the cluster, block, district, state and national level with the intention of engaging all stakeholders involved in and/or impacted by the provision of teaching and learning (head teachers, teachers, students, parents, school management committee), and other community members. Many states are also working in tandem with UNICEF and various foundations and NGOs to support this initiative for scalability and sustainability. As with the PINDICS tool, the standards and reports are all available online and reporting is enabled through the use of online tools. Use of these tools, however, requires a high level of awareness about what does and does not constitute effective practices. There is also the in-built assumption that each school has the appropriate knowledge and resources to make improvements where required.

Early implementation pilots (for example, in Madhya Pradesh) have generated a number of important lessons including the need for a focus on shifting mindsets, attitudes and beliefs among all stakeholders involved. Furthermore, there is a need for additional capacity to be built within the system to ensure adequate support is provided at the school level to make improvements – along with a system of incentivisation to do so. These lessons have been considered in the development of a project in Delhi – implemented by Central Square Foundation and Adhyayan Quality Services – where 30 municipal corporation schools are working through the Shaala Siddhi process. A primary aim of this pilot is to look at how the different levels of the education system can work together most effectively to ensure action and improvement following the use of the assessment tool. Using the learning from these pilot projects, it is hoped Shaala Siddhi can be better implemented across the country.

# 4

## Identified features of an effective teacher evaluation system in India

In this section, we identify the themes discussed at two meetings of 31 educational specialists convened in Delhi in October and November 2017, and in the four teacher focus groups undertaken with teachers from around the country. We explore the tension between theoretical ideals and practical realities of implementation in the very diverse Indian socio-cultural context. We look at the features of teacher evaluation systems which are seen to be effective and meaningful in evaluating teacher or teaching quality. The section concludes with a consideration of the extent to which the existing government-led initiatives fulfil these ideals and suggestions.

Across the groups, there was a general consensus around what was needed. What is clear is that there are multiple factors to consider: teacher assessment is never unidimensional, particularly in a context as complex as India.

### 4.1 Teacher involvement

The educational specialists and the teacher focus groups were both concerned that currently teacher evaluation in government schools is largely top-down and inspectorial. Both groups championed the inclusion of teachers in the process, so they are empowered to have some say and control over their own evaluation. This is at two levels: in the creation of the criteria and tools, and in the process of the actual evaluation when it happens. The educational specialists group also underlined that any evaluation should be of the teaching, not the teacher – a distinction also made by Borg (2018) in his literature review of teacher evaluation practices globally.

It is important to highlight here that PINDICS, ADEPTS and Shaala Siddhi included teachers in the development of their defined criteria. However, whether or not their implementation follows the same participatory principles is unclear. One teacher focus group declared the evaluation process they experience as just a series of checklists: one completed by the teacher (self-assessment) and the other by the school principal – often independently of one another. They are not used as a conversation for improvement, nor does the recorded information appear to be used for any purpose other than to show that the evaluation has been completed; it is simply an administrative task. The teachers also talked of instances where students are questioned about their teacher's performance when the teacher is not present. For the system to be effective, this focus group argued and best practice shows that the teacher needs to be involved in the development and the implementation of their own evaluation.

### 4.2 Clear and transparent evaluation parameters and trained evaluators

There was much discussion across the groups on how the process and parameters of a teacher's evaluation need to be clearly defined, measurable, transparent and relevant, with teachers having full access to all this information. The views shared in the teacher focus groups suggest that even though there are clearly defined criteria, it is not a transparent process. Their discussion revealed there is still an element of fear as their evaluations can lead to punitive consequences such as being categorised 'in the red rank'. Trust needs to be established between the teacher and the evaluator. The issues of transparency in observation using clearly defined parameters, as well as the credibility, experience and qualifications of the observers, was also discussed. One teacher focus group also raised the question: '*Standards can be the same but is the evaluator objective, impartial, not prejudiced?*'. In another focus group, the teachers talked about the different experiences that they have when it comes to their evaluations, depending on their level of rapport with the official or head teacher concerned. It was also apparent that, according to the teachers we spoke to, there is often no standardised process that is followed for teacher evaluation. The teachers felt that the process differs, depending on who does the evaluation and who is being evaluated.

Furthermore, there was also a general agreement among the teachers we engaged with that there is a need for those doing the evaluation to be better trained, to gain a deeper understanding of the principles of teaching and learning, as well as how to conduct an evaluation. Teachers in the focus groups commented:

*Officials don't necessarily spend time in our class during observation, sometimes they only walk around to see that students are disciplined, teachers are in classes and classrooms are clean.*

and:

*When some senior officials visit my school they come for some time to my class. Sometimes they sit at the back and leave, sometimes they interrupt me and start talking to students, or asking questions.*

There were also some comments relating to more effective practices. For example, '*Once the District Co-ordinator came to my class, and looked at the board and said to me, "You might be very good at English, but also think about your students' levels" It was good feedback.*' The teacher may have found this feedback constructive, enabling them to re-think how they present and grade the language

they use in the class. Nevertheless, this feedback was an isolated incident and it is not clear how this fed into their overall evaluation. Above all, these examples demonstrate that the evaluations teachers in our focus groups are experiencing lack consistency.

### 4.3 Balance between formative assessment and summative evaluation

Discussions during the educational specialist meetings and the teacher focus groups revealed that a considerable amount of work around teacher professional development has been done by both NGOs and government organisations. However, a key question largely remains unanswered: how can a teacher evaluation system most effectively facilitate and support teachers to improve, at scale? All participants felt it important to use teacher evaluation in the formative sense so that it is comprehensive, includes feedback, shows improvement towards goals and uses forms of self- and peer assessment. To some extent these ideas are being used by organisations such as Pearson, Mukhtangan, STIR Education, Pune City Connect, the British Council and Teach for India (see Appendix 3 for further information), who work to triangulate the data collected through multiple sources to enable a clearer picture of teachers' overall skills and knowledge. This information is then fed back into the programme. However, the development of these systems into professional development initiatives running at state or national level remains a challenge.

Finding solutions to this challenge remains a priority for all. In particular, teachers participating in the focus groups were keen for the process to be formative in nature, with real-time feedback on their performance and effectiveness in the classroom. Crucially, this needs to be accompanied by adequate levels of support (for example, through the provision of resources and school-based mentoring) to enable teachers to develop the areas in which they need improvement. According to one teacher:

*Once I attended a [...] training programme. An educator [...] observed my lesson and gave me very good feedback. He told me my good things first and then told me my weakness, it helped me learn. I'd like similar evaluation process in our schools. Our officials are not confident and focused in evaluation.*

The educational specialists and the teachers agreed that evaluation needs to be framed as a process, not an end. Interestingly, both groups also preferred the term assessment rather than evaluation mainly because they felt assessment implies it is an ongoing process whereas evaluation is an end product. However, it is important to question whether or not these distinctions (assessment versus evaluation) are correct or helpful. The distinction between professional development and teacher evaluation can be blurred, leading to a lack of emphasis on the need for high-quality teaching at the present time. To some extent, both the educational specialists and teachers we interacted with seemed reluctant to discuss an evaluation's summative purpose. Teacher evaluation needs to include some kind of judgement on a teacher's competence using explicit criteria and this point cannot be ignored even

though it raises uncomfortable questions. This is perhaps an area that teachers, and those within the wider education system in India, need further support in implementing.

Focus group teachers also welcomed pre- and post-lesson observation discussions as these are seen to help the observer better understand the teacher and their particular context. They also believed it would facilitate more personalised feedback from the observer, so that teachers can better understand which aspects of their teaching need further development. Interestingly, what also emerged from one teacher focus group was the initial resistance teachers had to being observed. They perceived it as a tedious, time-consuming process that was just a tick box exercise; there was very little trust. However, in some cases, as the relationship between the observer and teacher has developed, they have begun to see its value. Both groups reiterated what can be found in the wider literature, that it must be seen and implemented as an ongoing process as opposed to an end in itself, with stakeholders working along a continuum. Again, this is another example of how the concepts and practices of professional development overlap when the educational specialists and teachers talk about teacher evaluation. If we are to draw a tentative conclusion here, we could say that the summative purpose of an evaluation process in India is not trusted; there seems to be a lack of trust in both the system's tools and those responsible for carrying out the evaluation. This line of enquiry merits further research.

### 4.4 Support for teachers to self-assess effectively

The educational specialists discussed how self-assessment needs to be the nucleus of teacher evaluation as a way of increasing teachers' agency in the process and encouraging reflection. These principles are reflected in the ADEPTS, PINDICS and Shaala Siddhi tool design. The participants believed any evaluation should not be something 'done' to the teachers but something the teachers are in control of themselves. However, many of our informants posed questions around whether or not teachers in India are adequately prepared to self-reflect and/or self-assess.

A study on primary schools in rural India (Bhattacharjea, Wadhwa and Banerji, 2011) points to teacher perceptions, reporting and self-reflections on their own teaching, classroom organisation, use of teaching resources and student learning being different to the realities observed and tested in the classrooms during the study. This was confirmed by teachers in the focus group: they did not feel confident that all teachers in government schools have the skills or knowledge to self-assess, or that teachers were qualified to evaluate each other. As one teacher expressed:

*How much faith can we have in self-evaluation, I don't trust it as a process. I wake up and I look in the mirror and I think I am beautiful; every day I think I am beautiful. But am I? Can I trust what I see, or do I just see what I want to see? The same logic applies to teachers: can we trust that they really see themselves or do they only see the best version of themselves?*

For self-assessment to function effectively in a teacher evaluation system in India (and elsewhere), teachers will need support in building their awareness of self-assessment as a concept and developing their ability to accurately assess their own competence and performance in and out of the classroom.

#### **4.5 Teacher evaluation to support and promote individualised CPD**

Many of our informants asserted the need for a clearly defined growth or career path for teachers that is supported by individualised continuing professional development (CPD). This is the approach that organisations including Pune City Connect and STIR Education take with needs-based professional development for teachers (see Appendix 3 for further information); this is also a key recommendation from the study by Bhattacharjea et al (2011). Teachers in the focus groups felt similarly: their evaluation reports should form the building blocks for their professional development. As one teacher pointed out:

*an evaluation process needs to capture the sense of the teachers, what's their process, what new strategies are they implementing. Teachers need to be evaluated and then supported so they are on the right track. A professional development plan should be followed after the evaluation to support and develop the teachers.*

The discussions at the second meeting of educational specialists revealed there are few if any states or union territories implementing individualised professional development opportunities for teachers or others working in the education system. The vast majority of in-service teacher development programmes adopt a lock-step model which, if not effectively delivered, can lead to low motivation and apathy from teachers who feel that their needs and interests are not being recognised or catered for. On a smaller scale, NGOs and private sector organisations such as Pearson, Teach for India, the British Council and others are exploring ways of making these provisions at scale, with growing access to technology as an obvious enabler. For example, Pearson is designing programmes where feedback on teaching performance is sought from the teacher, a peer and the head teacher. Teachers co-create and implement their own development plans and submit videos of their classroom practice as evidence of their skill development. The British Council recently concluded a four-year project with a focus on school-based mentoring in the third and final year. The project team supported the development of the mentors through the use of communities of practice mediated via WhatsApp, and the mentors in turn supported teachers in schools to identify their individual goals, appropriate materials to aid skills development and reflections on progress made. Site-based professional development is also championed in much of the literature from around the world.

However, as highlighted earlier, it is important to remember teacher evaluation's central focus, which is to make a judgement about their work and performance using objective criteria, and this should not be overshadowed

by the pursuit of supporting and promoting individualised CPD. More often than not, projects or initiatives that work on teacher education and CPD neglect its alignment with and support of teacher evaluation and this could, to some extent, explain why evaluation in our informants' talk is regarded as formative by nature as this is what is constantly being championed.

In India, the challenges of both scale and skill remain. How can teachers be supported individually when there are so many, with such different needs? As discussed in Section 4.2, how can we develop capacity within the system to offer high-quality support and provide teachers with the individualised feedback they need to improve? Again we ask the question, how can we ensure that the findings from assessments of teachers can be fed back to teachers, leading to a cycle of evaluation and improvement in the same way that this is required for learners? While asking these questions, it is also essential to ensure that whatever answers emerge should complement, enrich and promote an evaluation's purpose to ensure quality, too.

#### **4.6 Formal integration between pre- and in-service teacher development**

Currently, teacher education institutes in India (government and private) mainly focus on pre-service training. In-service training is managed and delivered by the DIETs (District Institutes of Education and Training), which (in many states) also deliver pre-service training to teachers up to grade 8. BRCs and CRCs (Block Resource Centres and Cluster Resource Centres) also play a role in in-service teacher development. It occurs to a lesser extent at the school level, led by more local school administration or school management committees. There is a general consensus that there is a lack of coherence between these different aspects of the system. Suggestions put forward at both educational specialist meetings highlighted the need to enable a sustained focus on and development of, for example, a teacher's reflective practice, supporting classroom-based research, promoting hands-on learning, and encouraging student-centred learning. This would also allow integrated evaluation practices, enabling and empowering teachers to understand the value and role of self-reflection, peer assessment and learning communities at the different stages of their professional learning.

The 2016 Pratham (ASER) study in Bihar recommends: 'If we want classroom practices to become more interactive – less teacher- or textbook-driven and more oriented toward group work – then pre-service and in-service teacher training must incorporate training on these elements in the new modules that are being developed. Discussions around videotaped classroom sessions could also be a way in which classroom practices are brought into teacher training sessions, both in general and with respect to specific subjects.' (Sinha, Banerji and Wadhwa, 2016, p. 10).

The National Curriculum Framework for Teacher Education (NCFTE, 2009) also talks about the need to make links between the pre-service and in-service training of teachers, suggesting that this could be done in part by the establishment of Teacher Learning Centres that work with the DIETs to address the development needs of

both groups. Currently, the National Council for Teacher Education is reviewing the status and quality of teacher education institutes across the country with plans to restructure the DIETs to have a greater focus on in-service training. However, it is not yet clear how this restructuring will enable the two stages of teacher training and development to become more closely linked together.

#### 4.7 Student performance as a component of teacher evaluation, not the main driver

In India, national and state governments, the media, parents, and even teachers themselves often assume there are links between teacher evaluation and student performance. However, many of those we engaged for this study reported a number of concerns with this approach. The majority of participants in both meetings and the teacher focus groups were of the opinion that, overall, it is inadvisable to use student grades to evaluate and reward teachers, particularly if the quality of the assessments being used is unknown. Teachers attending the focus groups also agreed that it is not fair if evaluation is only linked to student performance in examinations – particularly where the emphasis is on absolute scores and not progress made. As one teacher commented in a focus group, *‘the evaluation needs to also look at the emotional health of the students – are they happy and engaged – not just looking at the results.’* In general, the teachers emphasised the need for student evaluations to consider additional, non-cognitive parameters. These could include, for example, whether students are empathetic, polite, respectful, demonstrate critical thinking skills and creativity and so on. This is a view that has been echoed widely in the literature (see Borg 2018).

In addition, many of the participants across the groups emphasised that students’ backgrounds, ability and engagement play a key role in their achievement of learning outcomes. Home and family, prior experiences, socio-economic background, cultural norms, values, skills and income were all identified as very important considerations. This is particularly relevant in India, where a high percentage of students in both rural and urban schools are first-generation learners, coming from a range of family backgrounds with divergent attitudes and beliefs.

In one focus group the teachers discussed a possible situation where there were two sections taught by the same teacher: *‘If in one section the students are bright and the other section they are weak, how can the teacher be judged just on student grades?’* They felt it more relevant to look at how much they had improved as a criterion for teacher performance, rather than the final results.

#### 4.8 Evaluation of teacher skills and subject knowledge

Our informants concurred that it is imperative there is a minimum level of knowledge and understanding in order to be able to effectively teach a subject at any stage of the curriculum. The participants in the educational specialists

meeting identified a general lack of teacher subject/content knowledge as being a key issue of concern. Despite a focus on subject knowledge at the pre-service stage, teachers still do not know their subject to an adequate level. This is particularly the case for teachers in the primary sector, who require a broad background across multiple subjects. Knowledge of the English language is an example: in many states, English is introduced as a subject at lower primary level, and yet research undertaken by the British Council consistently shows in-service primary teachers at the level of A1 (beginner) on the CEFR scale.<sup>5</sup> This state of affairs is also confirmed by the Pratham (ASER) study (Bhattacharjea, Wadhwa and Banerji, 2011), where teachers fared poorly on subject knowledge in mathematics and language. Both our groups of informants discussed instances in different parts of the country where teachers, when asked to take subject tests, responded with protests and boycotts by teacher unions. This perhaps reflects a level of insecurity within the teaching community.

Questions arising from the educational specialists meetings centred around whether this lack of subject knowledge is a reflection of the Indian education system that often focuses on rote learning, teaching to the test, and superficial knowledge. Could teachers, having experienced the same system of education, be perpetuating the problem? It was felt that further clarity is required, along with an effort to integrate the answers into teacher development and evaluation programmes.

As discussed in Section 4.6, it is clear that an effective evaluation or assessment of teachers’ knowledge and skills is needed at both the pre- and in-service stages, with some of the educational specialists in this study suggesting an even greater emphasis on evaluating subject knowledge at the pre-service stage: by the time teachers enter the classroom, they should have a strong understanding of all the subject areas that they will be required to teach. This was also acknowledged by a few of the teachers in the focus groups, but awareness of this as a key issue did not seem to be as prevalent as in the educational specialists group.

#### 4.9 Evaluation of the effectiveness of teachers as change makers within the community/society

Teacher evaluation as we have discussed it so far has focused on teaching and learning in the classroom. However, participants in the educational specialists group felt teachers perform a larger role that goes beyond the scope of their classroom. They see teachers as change makers in society who explore, guide and model best practice on issues like gender stereotyping, gender-based violence, special needs, disabilities, and inclusion.

STIR Education, Azim Premji Foundation, Teach for India and Pune City Connect mentor teachers to perform this role, so that they begin to see themselves as change agents in their communities who can have a bigger impact on society as a whole. Teach for India, for example, have created ‘The leadership development journey’ which contains two scales, ‘Student vision’ and ‘Fellow commitment’. Both scales have clearly articulated measurable descriptors.

<sup>5</sup> [www.coe.int/en/web/common-european-framework-reference-languages/](http://www.coe.int/en/web/common-european-framework-reference-languages/)

The first scale is focused on students demonstrating values and mindsets that contribute to making the world a better place. The second scale focuses on the teachers' commitment to educational equity.

Teachers are also perceived to have a role in instilling a sense of social justice in their learners. Following a recent open call for feedback on challenges in the education system, the Ministry of Human Resource Development (2016) reported on the teachers' role in building an inclusive classroom and modelling an inclusive community. This is considered to be particularly important in India given the broad diversity and historical divisions within society. One teacher focus group discussed the prejudices and biases that exist and the importance for teachers to create an inclusive classroom environment to overcome them. This is also reflected in policy documentation such as the National Curriculum Framework for Teacher Education (NCFTE) which, in its list of areas of focus for teachers' in-service development, includes: 'to enable teachers to work towards prioritized goals in education such as universalisation and inclusion [and] to influence social attitudes and generate greater commitment to constitutional values and overcoming discrimination in the classroom' (National Council for Teacher Education, 2009, p. 44). Incidentally, the NCFTE also highlights the need for a focus on sustainability and environmental issues, knowledge of the community within the teacher education system and the use of ICT to support student learning and professional development.

However, questions remain around how these qualities can be assessed and measured effectively within an education system, and how realistic or fair it is for teachers to be required to take on this role and to be evaluated against it, in addition to their other responsibilities.

#### **4.10 Evaluation of all players within the education ecosystem**

The educational specialists group emphasised that while teachers are just one part of the education ecosystem, there is perhaps a disproportionate focus on them in terms of what they are accountable for. This is also suggested in the recent Global Education Monitoring Report (UNESCO, 2017). Participants in this study identified the need for every level from school management to the national level to be evaluated and held accountable. As one teacher asked in a focus group, 'Why only teachers? What about the others involved in the process of educating and the education system?' A report by the OECD (2009) gives further credibility to this premise by asserting that teacher evaluation issues cannot be studied in isolation; they need to be placed within the whole education system in order to effect real change and impact. The National Curriculum Framework for Teacher Education (National Council for Teacher Education, 2009, p. 46) also recognises this need, stating:

*the approach of motivating for change must not put the burden on individual development alone, but must also recognise and respond to the structural issues that affect teachers' day to day practice. Equally, structures and people in supervisory*

*positions must be educated to support and provide space to encourage teachers to plan and practice autonomously.*

To some extent, ADEPTS has attempted to address this by articulating parameters for teacher educators and in-service institutes. Similarly, Shaala Siddhi has also embedded some of this thinking into its framework as its focus is on the school as a whole (although teaching quality per se is a relatively small area of focus in this process, as described in Section 3.3).

**Table 1: Representation of features of ideal evaluation systems in ADEPTS, PINDICS and Shaala Siddhi**

Ideals	ADEPTS	PINDICS	Shaala Siddhi
4.1 Teacher involvement	✓	✓	✓
4.2 Clear and transparent evaluation parameters and trained evaluators	✓	✓	✓
4.3 Balance between formative assessment and summative evaluation			
4.4 Support for teachers to self-assess effectively	✓	✓	✓
4.5 Teacher evaluation to support and promote individualised CPD	✓	✓	
4.6 Formal integration between pre-service and in-service teacher development			
4.7 Student performance as a component of teacher evaluation, not the main driver	✓	✓	✓
4.8 Evaluation of teacher skills and subject knowledge	✓	✓	✓
4.9 Evaluation of the effectiveness of teachers as change makers within the community/society			
4.10 Evaluation of all players within the education ecosystem	✓		

#### 4.11 Ideal features of evaluation systems in existing national-level tools

So far in this section we have documented the ideal features of a teacher assessment system that the educational specialists and the teacher focus groups outlined. Table 1 above illustrates whether or not these ideals are represented in the three models outlined in Section 3: ADEPTS, PINDICS and Shaala Siddhi. It should be highlighted that the extent to which these models exemplify these ideals is variable. The analysis illustrated in Table 1 establishes that some of the ideals espoused by teachers in our focus groups and by participants in our meetings do feature in the three models. However, it is important to note that just because an ideal is articulated within the documentation to some extent, this does not mean that it is comprehensively explored during implementation. Furthermore, there are some ideals that none of the models uphold but this is not to say there are not tools, processes or practices currently in circulation in the education system that do include these features. However, it is likely that they have been devised on a smaller scale in teacher development projects, for example, assessing the teacher as a change maker in the community/society.

What was evident in our discussions with teachers and those from our meetings is that a lot of information is seemingly collected through the use of various evaluation procedures and tools but it is less clear what is done with that information, where it goes, who looks at it or what action is taken. These are important considerations that

need to be factored in to any evaluation system as it is with this information that individuals, schools, districts, and state and national governments can measure and effect change in teaching quality. This is further explored in the following section which identifies the key enablers required to support a successful system of teacher evaluation and, as a result, support teacher development.



# 5

## Enablers for the implementation of an effective teacher evaluation system in India

It is clear that among the groups we convened for this project, opinions by and large converge in terms of what effective teacher evaluation needs to include in India. On paper, the systems and tools developed at the central and state level reflect these ideals (see Table 1 in Section 4). However, discussions clearly showed that the execution of these initiatives needs to be re-examined and perhaps expectations reframed given the complex environments in which the teachers operate – including the political climate. Reflecting this concern, one participant argued:

*Politics cannot be ignored. Corruption cannot be ignored. We can't take a naïve, simplistic, goody-goody view that this is a nice simple thing. It's not just a question of the excellence of the tool, the cunningness of the politics matters more. It's a power relations game. It's not a straightforward pedagogy thing.*

With this in mind, we summarise the main enablers related to the successful implementation of existing (and potentially any future) teacher evaluation processes, and share suggestions put forward by both the teachers and the educational specialists to help further embed teacher evaluation into the Indian education system. It is important to reiterate these salient aspects of the wider system as they can have a significant impact on the success of any evaluation initiative.

The principal enablers in the current context in India, as identified by our informants through this process of enquiry, are as follows:

- Increased transparency of evaluation criteria and the process and skills required to implement these, beginning in pre-service teacher education
- Establishment of clear feedback loops between processes of evaluation and resources (a shift in mindsets about the purpose of teacher evaluation needs to be prioritised, at all levels of the system, with a clear emphasis on utilising data and evidence for improvement and individual development as opposed to merely satisfying a requirement to do evaluation)
- Development of skills to undertake self-assessment and triangulation with other evidence
- Prioritising classroom teaching responsibilities and school-based professional development opportunities over non-academic work (e.g. election or census duty)
- Improved perceptions of the status of teaching as a profession and incentives for a commitment to professional development

- Improved accountability mechanisms within the system.

Furthermore, discussions with the educational specialists highlighted the need for all stakeholders to play a part in enabling better implementation and utilisation of existing or future evaluation processes, tools and resulting information. It was recognised that there is a need for changes in beliefs and thinking, and that some development of skills or knowledge – or learning – would be required, along with changes in behaviour – or action. Table 2 (on the following page) summarises the suggestions made by the educational specialists in response to an activity undertaken during the second meeting of this group. The aim of this exercise was to attempt to unpack exactly what changes in beliefs, learning or behaviour might be needed for each of the four stakeholder groups (teachers, school leaders, district officials and administrators, and state- or national-level officials and administrators), providing an alternative depiction of what change within the system may entail in order to facilitate the ideals outlined in Section 4.

It is important to capture the emphasis placed by the majority of our informants on the need for a shift in mindsets or beliefs about the purpose of evaluation in India and the role that current mindsets have on the success or otherwise of evaluation initiatives. Again, the value of evaluation to enable the improvement and development of teaching skills and the consequent quality of instruction experienced by learners is perhaps not yet fully recognised by the teaching community or others working on the ground.

**Table 2: Areas for development to facilitate an effective system of teacher evaluation in India**

	Areas for development to facilitate an effective system of teacher evaluation in India		
	Thinking	Knowledge and skills	Action
Teachers	Understanding of roles and responsibilities	Valuing the multi-faceted nature of the education ecosystem	Acting on feedback
	Inclusive attitudes towards the child – holistic and democratic	Exposure to different assessment or evaluation models	Active engagement with peers (communities of practice)
	Appreciation of why and how evaluation processes will help them (and their learners)	Skills for accepting and giving constructive feedback	Active pursuit of professional development opportunities
		Confidence to judge the quality of their own work	Regular and structured reflection
School leaders	Understanding current reality of the school including current practices of teacher evaluation	Skills for effective monitoring and evaluating of classroom practice	Advocating self-reflection as an integral part of school day-to-day activities
	Understanding the school context in the larger education ecosystem	Provisions that enable all students and staff to be able to realise school goals including student learning as well as CPD	Ensuring collective decision-making for development of the teacher evaluation process
	Understanding of teachers' insecurities around evaluation	Links between evaluation and professional development opportunities at the school level	Agree expectations and roles of the teacher, i.e. within the school and with other stakeholders
District-level officials and administrators	Vision for collective development	Skills for effective monitoring and evaluating of classroom practice	Collectively set and communicate goals and evaluation standards for all stakeholders
	Trust and value all stakeholders	Skills for analysing data to provide appropriate solutions and resources	Plan and execute evaluation processes and linked professional development initiatives
	Importance of goal and role creation	Communication skills	Respond to requirements at school and individual levels
	Ownership of accountability for the provision of resources and support	Skills for monitoring to enable predictive not reactive responses	Regular observation and analysis of needs to support development
	Desire for equitable learning opportunities for all	Understanding of pedagogy and content	

	Areas for development to facilitate an effective system of teacher evaluation in India		
	Thinking	Knowledge and skills	Action
State- / national-level officials and administrators	Vision for a more holistic approach to teacher evaluation	Learn from the mistakes of other countries	Promote link between pre-service and in-service policies and practices
	Accept need to shift focus away from consolidated data and toward school-level and individualised data	Learn from the teachers and classroom about what does and does not 'work'	Enable education college faculty to be involved in in-service
	Trust the teachers, build trust at all levels	Collaborate with NGOs and research organisations	Develop a framework of professional growth that is integrated into teacher evaluation
	Accept value of a more bottom-up approach where the teachers self-evaluate and drive their own professional growth	Learn skills to build a culture of trust and learning	Implement changes to the focus on seniority-driven promotions
Spend more time in real classrooms			



# 6

## Conclusion

This case study provides a summary of the current status and practice of teacher evaluation in the diverse Indian context. It identifies that there are a number of teacher evaluation tools currently in use in the Indian education system, operating at the national, state and more localised levels. In some cases these are linked to specific teacher development initiatives or school level practices. Teacher evaluation is clearly an important factor within the education eco-system, but it appears that some uncertainty exists around its purpose and application.

Ultimately, the purpose of teacher evaluation must be to make a judgement on the quality of teaching – and therefore the potential for learning – that is taking place in the classroom. To be effective, this must be done using objective, valid and reliable criteria, and implemented by trained evaluators. While three of the national tools described in this study – ADEPTS, PINDICS and the Shaala Siddhi framework – attempt to address this, their focus appears to be predominantly on the formative aspects of teacher evaluation processes and their role in professional development. This was also a key theme of the discourse among the study's informants. The formative function of any evaluation process is clearly important, but the implications of how this may overshadow assurances of quality teaching for parents and other stakeholders warrant further consideration.

A lack of focus on the summative purpose of evaluations could be due, in part, to the lack of standardisation in the tools being used, or perhaps a lack of confidence in either the tools or the skills of those people involved in their implementation. The teachers we spoke to all recounted different experiences of being evaluated, particularly in terms of the process undertaken and the parameters in which the process was framed. This highlights the importance of ensuring those responsible for evaluating teachers have received sufficient training that enables them to evaluate teachers effectively. Furthermore, a mechanism needs to be in place that intermittently monitors evaluators to ensure that they are continuing to evaluate to the prescribed standards. These requirements also apply to teachers themselves, where there are expectations that they will self- or peer-assess as part of the process.

Questions have also emerged around which professional standards a teacher needs to meet in order to be evaluated as an effective teacher. According to our informants (along with our analysis of the evaluations tools we have highlighted), there are no clearly articulated professional standards for teachers in India – subject-related or otherwise. Some of the individuals we spoke to argued that taking such a standardised approach would not be feasible here, considering the complexity and diversity of the Indian classroom context. Adopting a more

decentralised approach where the teacher evaluation tools and processes are co-developed, agreed and managed at a block or school level could be more constructive. This would allow the tool to incorporate references to specific working environments and perhaps more reliably evaluate teachers' competence and performance; such an approach might also cultivate some much needed trust between the teacher and the evaluators – and towards the purpose and process of evaluation as a whole.

A teacher's role encompasses a wide range of skills and this also needs to be captured in the evaluation process and valued within the education system. For example, in India, as elsewhere in the world, teachers are often encouraged to be change makers in their communities. They are seen as sharing responsibility with parents for inculcating their learners with specific mindsets such as an awareness of social justice, gender issues and building an inclusive society. However in contrast to this, the current predominant focus for whether a teacher is effective or not is based on the results their learners achieve in their end of year exams. While the educational specialists and teachers agreed this can be a component of a teacher's evaluation it should not be the main driver. Formally recognising the other roles teacher's play in their classroom to ensure their learners are well-rounded citizens would increase the credibility of any evaluation.

There are limitations to the conclusions we can draw from this case study. Nevertheless, our explorations raise important questions that require closer inspection and further research. As our interactions with multiple organisations and government agencies have shown, there is some excellent work being done in this area and considerable experience which can inform future development. By further investigating some of existing or past initiatives, using the features of successful evaluation identified here as a starting point, it is likely that approaches that have worked at a localised level might be replicable in other parts of the country, or scalable across the wider system.

Teacher evaluation is an integral part of any robust education system and for such a system to be in place in India it is clear that more work is needed in building awareness around teacher evaluation's function and its parameters. Further work is needed to standardise processes and tools used and to clearly articulate how evaluation links to incentives, promotion and teacher development so that it is of benefit to teachers, learners and the system as a whole. The implementation of effective systems of teacher evaluation at the school, state and national levels are a critical factor in transforming the quality of teaching and learning within the classroom and beyond.



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# Appendix 1: Contributing organisations and consultants

- Ark International (Peepul Foundation)
- Australian Council for Educational Research (ACER)
- Azim Premji Foundation
- Central Square Foundation
- Delhi University
- EvalDesign
- I am a teacher Heritage School
- Group Ignus
- Jayshree Oza
- Muktangan
- National Council of Educational Research and Training (NCERT)
- National University of Educational Planning and Administration (NUEPA)
- Pearson
- Pratham (ASER)
- Pune City Connect (PCC)
- Rama Mathew
- Ratna Dhamija
- Rishi Valley
- Shri Ram College, Delhi University
- STIR Education
- Tata Institute of Social Sciences (TISS)
- Teach for India
- The Education Alliance (TEA)
- The Teacher Foundation
- USAID
- UNESCO
- UNICEF
- World Bank



# Appendix 2: Case study methodology

Yin (2013) posits that case study research helps us understand complex questions and study social phenomena. In light of our research premise, to map the landscape of teacher evaluation in India, we broadly followed Swanborn's (2010) intensive approach. One of the central tenets of this approach is a narrow focus on a specific instance, or a small handful of instances, using multiple data sources to generate tentative ideas about a particular phenomenon.

It was decided from the outset that the best means for us to capture a wide range of voices operating within the current education ecosystem in India would be to convene a group of educational specialists, bringing with them a wide range of experience and contexts. By drawing on the group's expertise and experience we would be able to collectively identify current teacher evaluation scenarios in India, reflecting on the policy documentation and research studies we had also explored. Similarly, forming such a group would also grant us an opportunity to generate in-country discussion among some of the country's key stakeholders on what teacher evaluation is and is not.

We were also mindful that a case study on teacher evaluation in India must include teachers' voices as they sit at the heart of the evaluation process. Therefore, four teacher focus groups were convened in as many locations across the country. It was hoped that the teachers' voices would balance out the 'high-level' voices with examples of real on-the-ground experiences from those who have actually undergone the process of being evaluated within the system.

In the remainder of this section we will look at how the group of educational specialists was convened and the themes that drove the discussions and activities that took place over two meetings held towards the end of 2017. We also detail how we put together the teacher focus groups and the discussion points they evolved around. Lastly, we consider the case study's limitations.

## Identification and consultation of research participants

### Teacher focus groups

Focus groups generate verbal data that goes beyond the level of surface explanation; they provide an opportunity to gather opinions and better understand how people think or feel about an issue (Krueger and Casey, 2015). Often they are more efficient than individual interviews as more people are involved in a single session. In total, four focus groups were conducted across India in Chennai, Delhi, Durgapur (West Bengal) and Mumbai with 25 government school teachers (14 female and 11 male) from primary and secondary sectors. The subjects the teachers teach cover English, mathematics, science and social science. The locations of the focus groups were primarily dictated by where the British Council's academic teams operate. Teacher selection was sourced from an existing network of teachers that have been established through the British Council's teacher development projects. While the number

of teachers who participated in the focus groups is by no means indicative of a statistical sample, they do provide interesting insights into how teachers perceive teacher evaluation and their experiences of being evaluated.

Three focus groups were held face-to-face, two at the British Council offices in Delhi and Chennai, with the one in Durgapur held after a training session. One group was conducted using a videoconferencing platform hosting seven teachers from across Maharashtra. The length of the focus groups varied, with the shortest running for 30 minutes and the longest for two hours. The teachers' contributions were captured either by scribes or an audio recording; each focus group was facilitated by the British Council's academic team. The focus groups provided an opportunity for us to explore the teachers' thoughts on teacher evaluation as a concept and in practice. Time was spent dissecting their experiences of being assessed and the different ways that this is done at the school level. Each of the focus groups closed with the teachers discussing what their ideal evaluation system would consist of and who it would include. Box A1 presents the questions that were used to prompt discussion in the focus groups.

### Box A1: Teacher focus group questions

- As a concept, what do you think of teacher evaluation? A good thing or a bad thing?
- What has been your own experience of teacher evaluation? Positive/negative?
- What has been your experience of classroom observation? How was this process managed? What did it result in?
- What do you think teachers should be evaluated on?
- Do you think measuring a teacher's performance against their students' performance will give an accurate evaluation of that teacher? Do you think this is a fair way to evaluate? Why?/Why not?
- What do you think are the advantages of having a standardised teacher evaluation process for all teachers? What problems do you see in implementing this?
- What would your ideal scenario be for teacher evaluation? What would your model look like and who would it include?

### Educational specialists

The British Council team, in conjunction with the project consultant, put together a list of organisations, development agencies, individuals, government bodies and non-government organisations (NGOs) that work in education, particularly with teachers. Every organisation/individual that we identified was contacted and we

communicated our intention of putting together a case study focused on teacher evaluation in India (see Appendix 1 for further details on who attended the meetings). Response to the initial call was very positive and nearly everyone we contacted confirmed their presence for either the first or second meeting.

### Meeting 1

The first meeting was held in Delhi on 4 October 2017 with 24 participants representing government organisations (National Council of Educational Research and Training – NCERT; National University of Educational Planning and Administration – NUEPA), teacher education institutes (Delhi University, Azim Premji Foundation, the Teacher Foundation, STIR Education), NGOs working with teachers in government schools (Ark International (Peepul Foundation), Pune City Connect (PCC), The Education Alliance, Teach for India), education research and assessment bodies

(Australian Council for Educational Research – ACER, Pratham (ASER), EvalDesign), independent education consultants, teacher educators, academics, private corporations (Pearson) and international development and funding organisations (World Bank, UNESCO, UNICEF, USAID).

This meeting took four hours and was devised as a workshop with a series of interactive activities for the participants to engage with. The meeting began with an orientation to the British Council and the rationale behind the case study. We also explained that the discussions captured during the meeting would shape the content of the case study. The four scribes were introduced and their role explained as the recorders of the participants' talk and ideas.

Below are the different activities the participants took part in.

#### Activity 1

In groups

- 1 define in-service teacher evaluation.
- 2 discuss the different ways a teacher's performance can be evaluated.

Present your ideas to the other groups for questions and feedback.

#### Activity 2

In groups, discuss your answers to the following questions:

- 1 What is the current scenario with regard to the evaluation of teachers' knowledge, skills and classroom practice in India?
- 2 What are examples of small- and large-scale teacher evaluation initiatives that have succeeded, or failed, and what are the reasons for these outcomes?
- 3 What developments will enable a more comprehensive and supportive approach to teacher evaluation?
- 4 How can evidence inform changes in policy in this area at school, state and national levels?

Nominate a scribe from your group to share the notes on your discussion.

#### Activity 3

In groups, discuss the following questions:

- 1 What is the ideal scenario in the future for teacher evaluation in India?
- 2 What enablers need to be in place for your ideal scenario to exist?

Make a poster (or posters) presenting your ideas.

After the meeting, the project consultant drafted the meeting notes, synthesising what the scribes had captured and the participants produced. An interview was also conducted with Mukhtangan, an organisation that was brought to our attention by our informants, and they were invited to join our second meeting. From this base, the consultant used the meeting notes in conjunction with the existing literature and evidence of existing evaluation systems to draft the first version of the case study.

## Meeting 2

The second meeting of the educational specialists was an opportunity for us to probe more deeply and ask questions around what needs to be in place for an evaluation model to be successfully embedded into the Indian education system. This meeting was held in Delhi on 17 November 2017 with 20 participants – seven of whom had not attended the first meeting. All those who attended the first meeting were invited to attend the second; however, because of prior work commitments not all were able to do so. The meeting began with the British Council and the project consultant detailing what had happened between the meetings. We presented our understanding of the teacher evaluation landscape in India and sought verification from the participants that our understanding aligned with theirs; it was also an opportunity for them to flag up anything we might have missed in representing all the different evaluation initiatives.

We then moved on to presenting our collation of the ideals that participants in Meeting 1 had identified in response to Activity 3 (above). We chose to present their ideals against the three national teacher evaluation models that were identified in Meeting 1 in order to highlight how these ideals were, to varying degrees, broadly encompassed across the different programmes (see Table 1, Section 4.11 for further details). Positioning the ideals within existing evaluation programmes enabled us to shift the focus from what needs to be included in a teacher evaluation model (i.e. this was mostly the focus of Meeting 1), to what needs to be in place for a teacher evaluation model to be implemented. In order to explore this further, we asked the participants to select one of the following four stakeholder groups: teacher, school, district, and state and national authorities. Working in groups under their new shared stakeholder identities, participants discussed which three ideals they would prioritise. Once the priorities had been agreed, they discussed what needed to change in order for their stakeholder group's ideals to be actualised in terms of their thinking (beliefs), learning (knowledge) and action (behaviour). The results of this collaborative activity are presented in Section 5 of this report.

## Limitations of the case study

In the two meetings we convened, we endeavoured to secure a wide range of voices working across the different education sectors in India. However, there may be individuals or organisations that were unintentionally excluded or unable to attend. Therefore, despite our best efforts, the data generated in the meetings may not have captured all the tools and models that are currently in place to evaluate teacher performance in India. In terms

of the teacher focus groups, none of the teachers we engaged with have participated in any of the evaluation models detailed in Section 3; this is a serious limitation and it is important to bear in mind when reading the case study. We recognise that the inclusion of teachers who have experienced these models would have helped anchor our analysis to their on-the-ground realities. These teachers would also have been able to corroborate the models' potential as tools to improve teacher performance. It must also be acknowledged that we spoke to 25 teachers out of millions and 31 educational specialists, therefore, any conclusions must be considered tentatively. The process of undertaking this case study has been very rewarding for all those participating, offering the opportunity to reflect on the current system and allowing a unique review of existing tools and perspectives. However, it should be viewed primarily as an exploratory piece of work which suggests several lines of enquiry that warrant further research.



## Appendix 3: Further information on teacher evaluation initiatives in India

**ASER Centre (Pratham)** has tried to understand the role of teachers in the current education system in India, by way of research studies and teacher evaluation.

The evaluation framework of these studies includes recommendations made by NCTE (National Council for Teachers Education), NCF (National Curriculum Framework), as well as the vast experience of Pratham working across the country with teachers. The overarching goal of this framework is to lay down clear and transparent expectations for teachers; collate actionable data for stakeholders to make systemic decisions; and generate insights for self-efficacy.

The evaluation framework of these studies explores teacher characteristics in terms of their profiles, attitudes and perceptions along with the teaching and routine administrative tasks they undertake. The pivotal aspect of these studies has been to explore teachers' ability to understand children. The assessment tasks include: understanding children's work from their notebooks, developing tasks to monitor learning levels of children, and explaining/teaching concepts in a child-friendly manner. The teacher evaluation tasks have been designed to be pragmatic and rooted in reality, so that the framework objectives are met.

**Azim Premji Foundation** works closely with the state-school system taking a long-term approach on core issues such as professional development of teachers and school leaders; and curricular and assessment reform. Currently a longitudinal study, named Field Measurement (FM), is being undertaken to map changes in the education system in areas such as capability of stakeholders, school processes and educational outcomes in the 12 districts across four states and one union territory. While the first phase of FM focuses on assessment of children's learning levels, the second phase is a study of teachers known as Teacher Study (TS).

TS is a snapshot study to understand teachers and teaching practices, and to see how they change over the years. TS is based on the belief that a teacher is a reflective and empowered individual whose underlying beliefs and assumptions manifest in his/her practice. These practices are further influenced by his/her context, both personal and professional. The study focuses on four major aspects – role of teachers in institutional development; teacher-learner relationship; teaching learning processes; and teachers' understanding of curricular subjects. Teachers are assessed using a framework with 18 indicators. Tools and processes to collect data include: a paper-pencil test, classroom observation and semi-structured interview. TS is conducted periodically to understand trends in teacher practices over a period of time. While the study is representative of diversity in teachers at a regional level, it does not report anything on individual teachers.

The **British Council** integrates a range of processes and tools into large-scale projects to assess and evaluate teaching quality. These include a focus on classroom observation, involving pre- and post-observation discussions, along with self-assessment tools to encourage reflection. Teachers are oriented toward the various tools used during face-to-face training, or – in some projects – with the guidance of a mentor. We also have a range of tools for measuring the level of teachers' English language proficiency which we deploy in projects where this is a stated requirement.

Our programme of work has a particular focus on building the capacity of teacher educators – existing or new cadres – along with that of the state administration. A key part of this is developing skills in helping the teachers they work with to better understand their areas of strength and where they need improvement.

More recently we have begun to give teachers feedback on their participation in communities of practice, as we view this as a fundamental aspect of their professional development. By helping them to critically reflect both on their own practice and ideas and resources shared by others – and how they might develop their teaching as a result – we aim to support teachers to achieve our shared goal of improving learning outcomes.

**Central Square Foundation** have learnt from early implementation pilots (for example, in Madhya Pradesh) a number of important lessons including the need for a focus on shifting mindsets among all stakeholders involved. Furthermore, there is a need for additional capacity to be built within the system to ensure adequate support is provided at the school level to make improvements – along with a system of incentivisation to do so. These lessons have been considered in the development of a project in Delhi, supported by Central Square Foundation, in partnership with The Education Alliance, which aims to assess 30 municipal corporation schools on the Shaala Siddhi whole-school evaluation framework. Using the learning from this pilot, it is hoped Shaala Siddhi can be more effectively implemented across the country.

**Group Ignus** comprises a for-profit (**IgnusERG**) and a non-profit (**Ignus Pahal**) company. We have been involved in teacher evaluation in different ways over the last two decades.

- Development of performance standards and indicators for teachers, trainers, supportive supervisors (Head teachers, Cluster Resource Centre and Block Resource Centre – CRC and BRC – officers) and institutions (District Institutes of Education and Training – DIETs – and State Councils of Educational Research and Training – SCERTs) though ADEPTS as well as in many state level INSET programmes.
- Evaluation of teacher performance in several NGO projects in different parts of India.
- Tracking improvement in teacher performance and its relationship with student learning in secondary education (e.g. in the Secondary School Preparedness Programme implemented with the National Council of Educational Research and Training (NCERT), RMSA-TCA, and RMSAs of Bihar, MP and Odisha).
- Training of DIETs, BRCs and CRCs in the use of tools to assess and support teacher performance.
- Development of self-assessment tools and materials for teachers for general pedagogy as well as subject specific content (including the use of the school library).
- Targeting specific improvement to enable supportive supervisors and teachers to attain agreed-upon improvement in learning outcomes (recently implemented with SCERT-UP in five districts, and ongoing with SSA-Maharashtra). This involves regular monitoring, periodic ‘measurement’ of teacher performance and providing inputs in accordance with gaps observed, at multiple levels (district / block / cluster).
- Initiating the use of mobile-based e-formats to capture teacher performance, enhance reliability, and facilitate processing.

**Muktangan**, a Mumbai-based, integrated model of teacher and school education, addresses disconnects in mainstream education. In teacher education, these include those between theory and practice, and between pre-service and in-service.

In partnership with the Municipal Corporation of Greater Mumbai (MCGM), Muktangan set up and runs seven English-medium, municipal schools (pre-school to Std X). Community members, mainly women, are developed through two pre-service courses (early childhood and elementary) and subsequent in-service, becoming child-friendly teachers for their communities/community’s schools. Muktangan’s pedagogical and leadership learnings are strengthened in differing contexts through government and NGOs, outreach partnerships and then advocated more widely.

External evaluations have proved the programme’s effectiveness. However, within the programme the goal of both student and teacher assessments is assessment for learning, not assessment of learning. Our trainee, teacher, faculty and other appraisal systems are developed in a participatory manner. Each appraisal tool includes ten key performance areas and ten attributes critical to effective functioning in areas of designated responsibility. Bi-annual self and appraiser assessment leads to a counselling session in which two improvement targets are set by consensus. The outcomes are used to make decisions related to career paths and professional development, not remuneration. The appraisal processes are viewed as key to the organisation’s future development.



At **Peepul Schools**, run in partnership with the South Delhi Municipal Council (SDMC), we follow a cycle of class observation, discussion and follow up as our process for teacher development. Each teacher is observed at least twice a month. After each observation the designated coach has a 30-minute conversation with the teacher. At the moment we use a format that evaluates the teacher on ten aspects of effective lessons: planning, resources, communication and language, engagement, modelling, behaviour and routines, questioning, practice, assessment and feedback. We identify the teacher's strengths and areas for development as well as the overall quality of learning. The teacher and coach together agree upon one or two follow-up actions until the next observation.

**STIR Education** have been designing and experimenting with different approaches to teacher evaluation. At the heart of our projects is self-evaluation and reflection through teacher portfolios. These portfolios are designed as reflective journals, to focus teacher efforts on a process of changing their beliefs and classroom practices and they serve two functions. First, they help teachers to track their progress, to reflect on their practice and to think critically about ways to improve their teaching, classrooms, and schools. Second, they provide an accountability mechanism – allowing mentor teachers or Cluster Resource Centre (CRC) officers to assess how well teachers are internalising the model, changing their mindsets, and improving their classroom practices.

The second approach we are experimenting with is a process of regular classroom observation and feedback through CRCs. Currently, classroom observations are based on rudimentary checklists, do not have a regular schedule or follow up, and do not provide teachers an opportunity to seek feedback on their practices. We are working with CRCs in Karnataka to support them in conducting classroom observations centred on classroom practices and that allow CRCs to provide teachers with actionable feedback teachers can use to change their practices.

**Teach for India**, through a fellowship programme, provides an opportunity for India's brightest and most promising individuals to serve as full-time teachers to children from low-income communities in under-resourced schools. Through this experience of teaching in classrooms and working with key stakeholders from students to parents, our Fellows get exposure to the grassroots realities of India's education system. They begin to cultivate the knowledge, skills, and mindsets necessary to attain positions of leadership in the education system and identify their role in building a larger movement for equity in education.

Our framework for leadership at Teach for India is called the Leadership Development Journey; this is centred around the student vision scale that articulates:

- Academic achievement: the knowledge and skills our students need to be on the path of expanded opportunity
- Values and mindsets: attitudes and beliefs which shape how our students choose to operate in the world and contribute to make it better
- Access and exposure: the experiences that will lead our children to discover their strengths and attain the aspiration of their choice
- Fellows focus on moving their students towards 'path-changing' learning, the highest level of our student vision scale, through the pursuit of the three commitments:
  - The commitment to personal transformation: exploring who you are, your purpose, and striving to be a better person.
  - The commitment to collective action: building relationships and organising partners to multiply and deepen our impact.
  - The commitment to educational equity: deepening our understanding of educational equity and committing to attaining it.

**The Education Alliance (TEA)** is the lead project management partner facilitating the establishment and operations of 30 government-partnership schools with South Delhi Municipal Corporation by bringing together expertise of state and non-state actors to establish exemplary government-partnership schools. In order to establish an accountability framework in the partnership schools, TEA has developed a school quality assessment tool referred to as the MQSF (Minimum Quality Standards Framework). This has been created with guidelines from other assessment frameworks such as Shaala Siddhi and standardised assessment tools developed by CECED Ambedkar University, New Delhi – The Early Childhood Education Quality Assessment (ECEQAS). MQSF is based on 7 key parameters: infra and resources, classroom practice, student performance, teacher performance, school leadership, health and safety and community engagement. Teacher performance is evaluated through external classroom observations and related performance indicators focused on teachers' attitude, skills and knowledge in the classroom. Ongoing professional development and teaching practices are also assessed.

MQSF is conducted by an independent team of assessors in all government-partnership schools and the report is provided to school operator partners on a regular basis for taking remedial action. MQSF has three pre-defined standards of Bronze, Silver and Gold, providing all schools a clear set of metrics.



This report offers an exploration of the policies and practices relating to the evaluation of teaching currently being used within the government school system in India. The publication highlights three national-level tools – ADEPTS, PINDICS and the Shaala Siddhi framework – which have been developed and used in different ways across the country. Drawing on input from a group of educational specialists and four teacher focus groups, the case study highlights their perceptions of key features of a successful system of teacher evaluation. It also identifies some of the most critical enabling factors that can support such a system. Exploratory in nature, the report provides an excellent basis for further discussion, to inform future decision making around this important area at the school, state and national levels.



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