Chapter V

Management Perspective: Education of the Blind
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MANAGEMENT PERSPECTIVE: EDUCATION OF THE BLIND

The first chapter is devoted to review of literature on residential as well as integrated education. It highlights merits as well as demerits of different modes of education as advocated by researchers across the world. Similarly, second and third chapters have been devoted to analyses of integrated education as well as residential education in Gujarat respectively.

As the focus of the research study is a comparative analysis of the education management systems, it is desirable to review the literature on administrative aspects of various modes of education of the visually handicapped.

1. Indicators for Evaluation:

The focus of this chapter is establishing the need for promoting education of the blind, its contribution to economic growth, its economic gains, its effect on quality of life, and rate of return from investment in special education. It also examines the concepts of cost effectiveness, human resource development, human capital, education capital, incremental earnings, equity and social justice and alternative approaches of measuring economic gains of education in general and their relevance and applicability to education of the visually handicapped in particular. These indicators would enable us to establish the need and significance of promoting various modes of education of the visually handicapped.

It also examines the extent of political will and national priorities in respect of education of the disabled. An attempt has been made to analyze the level of acceptance of the concept by the United Nations and its specialized agencies. Similarly, it also analyses the provisions of the national policy on education (1986) and its emphasis on equalization of opportunities and coverage of special education of the disabled.

It traces the genesis of promoting residential education as a charitable activity and integrated education as an educational activity. To establish the administrative pattern of different modes of education, it elucidates organizational structure of the residential as well as integrated education. Thus this chapter examines the administrative as well as economic aspects of different modes of education of the visually handicapped.

1.1 Beginning of Education of the Disabled:

In the early civilization, the societies were simple. The life skills and vocational skills were also simpler. The disabled people could be easily assimilated in the simple social system. As the societies grew complex and mechanization of operations and introduction of skill-oriented vocations started with the advent of industrial revolution, even moderately and mildly disabled found it increasingly difficult to cope with the disability and the social demands (Jangira and Mani, 1990).

Two or three centuries ago, most people believed that disabled children could not be educated. The concept of education of disabled children is a by-product of concept of equality and fraternity so
vehemently propagated just before and during French Revolution (Advani, 1993). It was during 1784, that Mr. Valentine Huay established the first school for the blind in the world in Paris. In India, the first school for the blind was started at Amritsar during 1887 by Ms. Annie Sharp, a Christian missionary.

The post-war social climate was one of growing activism and advocacy with parents beginning to claim equal educational opportunities for their visually handicapped children (Bishop, 1986). During 1940s and 1950s, visually handicapped children were among the first handicapped children to be mainstreamed (Barraga, 1980). Visual disability is one of the most conspicuous of all disabilities and for that reason, perhaps, education of the blind dates far back in history, in all countries (UNESCO, 1987).

1.2 Recognition of the Rights of Disabled People:

The United Nations and its specialized agencies have been taking tremendous interest in the prevention of disability and complete rehabilitation and education of all categories of disabled. According to Capt. Desai (1984), because of this interest, significant advances have, in recent decades, taken place in the field of prevention, education, rehabilitation and research at the national and international levels.

1.2.1 U. N. Declaration on the Rights of the Disabled: The General Assembly of the United Nations also recognized the rights of disabled persons by adopting the Declaration on the Rights of Disabled Persons at its meeting held on 9th December, 1973. The declaration, inter alia, emphasized that the disabled persons have the inherent right to respect for their human dignity; right to enjoy a decent life; have the same fundamental, civil and political rights as their fellow citizens; and are entitled to the measures designated to enable them to become as self-reliant as possible (Desai, 1984).

1.2.2 Other U. N. Instruments: The Universal Declaration of Human Rights and the International Covenants on Human Rights have clarified that the rights enshrined in these instruments are for all human beings, irrespective of any distinction based on race, colour and sex. According to Capt. Desai (1990), the Declaration on the Rights of Disabled Persons (1973) is not the only instrument applicable to the disabled. All other relevant United Nations instruments are equally applicable to them. In fact they substantially strengthen the rights spelt out in the declaration itself.

1.2.3 Right to Education: Similarly, the disabled persons have the right to education, vocational training, counselling, rehabilitation, placement and other services which will enable them to develop their capabilities and skills to the maximum and will hasten the process of their social integration and comprehensive rehabilitation (Desai, 1984). The United Nations have duly recognized the Human Rights of the Disabled including the right to appropriate education and training apart from such other rights.

1.2.3.1 Equal Rights: UNESCO (1987) also recognizes that a disabled person is not a different kind of person, but an ordinary citizen with special needs. Like all members of society, the disabled must have the same rights to education, to work, and to full participation in society. The programmes for disabled must fit coherently into the new national programmes for social justice for all citizens, which have received favoured treatment in national socio-economic plans of countries.

1.2.3.2 Fundamental Right: In many parts of the world, education is now being regarded as a fundamental right of every child with a disability. The United Kingdom made education compulsory for the blind and the deaf as early as 1793. Primarily as a result of parent efforts, the rights of handicapped children to education and treatment have been written into law in the United States,
specifically the “Education for All Children Act” (Rogow, 1988). Several other developed countries have also made education compulsory for various categories of disabled children. According to UNESCO (1988), there is a great deal of legislative activity across the world bearing on the education of children and young people with special needs.

1.2.4 Recognition in India: The Article 45 of the Constitution of India enjoin[s] on the state to provide universal, free and compulsory education to all children up to 14 years of age. The mention of all children by implication also includes the disadvantaged ones including the handicapped. In fact, the concepts of universalization of primary education and free primary education have already been adopted in the country.

The country has witnessed phenomenal expansion of educational opportunities in the post-independence period. Disabled children, however, have not benefitted substantially from this growth in educational facilities. The Government of India, therefore, has resolved to make special efforts to equalize educational opportunity for the doubly disadvantaged group of disabled children to achieve the goal of education for all (Integrated Education Scheme, 1992) (Annexure 10).

Similarly, inclusion of education of the disabled in the national policy on education 1986 and plan of action 1987 are the steps in the right direction. The Initiation and Implementation of the Central Scheme of Integrated Education of the Disabled Children (Annexure 10) under the Ministry of Human Resource Development; Implementation of Project on Integrated Education of the Disabled with the financial support of the UNICEF; Involvement of National Council for Educational Research and Training for monitoring of the scheme, national institutes and universities for the human resource development, Indian Institutes of Technology for research in product development; and establishing of Science and Technology Mission for the Handicapped for the promotion of research and development in the field are the most appropriate measures taken at the national level for the promotion of education of the disabled.

2. Importance of Contribution to Economic Growth:

The primary goal of economic growth is to promote welfare of people. Welfare may be enhanced by producing more goods and services and distributing the same more equally among the people. Production of goods and services can be increased by the fuller and better utilization of all productive resources, and by augmenting the productive capacity of resources by research and development (Gounden, 1987).

Over the years, importance of contribution of each and every human resource to the economic growth has been fully realized. Although the industrial revolution had inducted an element of economic competition wherein earning capacity determined the survival and quality of life an individual qualified for, the war ravaged economies accentuated the process (Jangira & Mani, 1990).

The situation demanded that each individual must contribution to economic growth. The education and training of each and every individual leading to gainful employment became indispensable. Every individual including the disabled came to be recognized as a human resource. Naturally, the efforts to make every disabled person independent economically through programme of education, habilitation and rehabilitation was recognized (Jangira & Mani, 1990).

Swami Vivekananda gives a new outlook to education when he says, “We want that education by which character is formed, strength of mind is increased, the intellectual expounded and by which one can stand on one’s own feet.” Thus education is not the domain of normal individual alone. Each
and every individual including the disadvantaged ones and the disabled also gain strength of mind and opportunity to be independent through the educational process.

### 2.1 Education for Life:

The report of Indian Education Commission (1964-66) goes a step further when it states, "Education ought to be related to the life, needs, and aspirations of the people, and thereby made powerful instrument of social, economic and cultural transformation." Thus the education would enable the disabled also transform from the life of complete isolation and social neglect to emerge self supporting, economically independent and contributory members of society. T. P. Nunn concludes, "Education is the complete development of the individuality of a person so that he can make an original contribution to human life according to the best of his capacity."

According to Stein (1993), the right word for education is 'pedagogy' which could be translated to convey its real meaning as 'lead a child' - for education of a blind child it could be translated as "take a child by the hand and lead him into life." In other words, education is not formal learning, it is education for life.

### 2.2 Economic Gains of Education:

According to Capt. H. J. M. Desai (1984), the point for consideration is whether we are going to allow an army of some 500 million disabled - 1000 million at the turn of the century - to remain unproductive and dependent fully or partially - on the state or on private or family charity or whether we are going to make an all out super human effort to educate, train, develop and economically resettle them to become productive, self reliant and self respecting, independent citizens living a full normal life and enjoy all fundamental rights, freedoms and, above all, human dignity.

#### 2.2.1 Effect of Impairment:

A United Nations expert group meeting on the economic and social implications in rehabilitation services concluded that at least 25 per cent of any community is thus directly affected by the existence of impairments. Obviously, it is more economical to educate, train and assist the disabled with employment and self employment and to enable them to earn their living. Providing life-long rehabilitative services is not only prohibitively costly but also inhuman (Desai, 1984).

#### 2.2.2 Economic Loss:

The national programme on control of blindness (1992) has published statistical estimates on total economic loss to the nation on account of blindness:

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of Blind Persons (1989): 12 million</td>
<td></td>
</tr>
<tr>
<td>Maintenance Cost</td>
<td>43,200 Crores (432,000 million)</td>
</tr>
<tr>
<td>(Rs. 300 p.m. for 10 years)</td>
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</tr>
<tr>
<td>Loss of Production</td>
<td>86,400 Crores (864,000 million)</td>
</tr>
<tr>
<td>(Rs. 600 p.m. for 10 years)</td>
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</tr>
<tr>
<td>Total Economic Loss</td>
<td>1,29,600 crores (12960 billion)</td>
</tr>
<tr>
<td>Daily Economic Loss</td>
<td>29.5 crores (295 million)</td>
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Thus the economic loss to the nation on account of blindness is 29.5 crores per day. If we consider loss on account of delay in cataract surgery, pending eye surgeries resulting into incurable blindness, and mounting back-log of eye surgeries which is estimated at 20 million, the loss to the exchequer would be colossal.

3. Investment in Education - A Human Resource Development:

At present, only 8 per cent blind children receive formal education (Advani, 1993). Providing residential education to remaining 92 per cent blind children would entail colossal investment in creating infrastructure, developing organizational net-work, training the teachers and other specialists and incurring huge recurring expenditure on staff salaries, educational material and incidental expenses. It is expedient to review the literature to establish whether such investment in education of the blind is desirable and justified.

The national policy on education (1986) also mentions that life in the coming decades is likely to bring new tensions together with unprecedented opportunities. To enable the people to benefit in the new environment will require new designs of human resource development. The coming generations should have the ability to internalize new ideas constantly and creatively. They have to be imbied with a strong commitment to human values and to social justice. All this implies better education and scientific administration of education process (including the residential education of the visually handicapped).

3.1 Economics of Education:

The concept of economics of education is three decades old, commencing with T. W. Schultz’s (1961) presidential address at the American Economics Association. Yet the concern for the most effective use of resources in education is more recent and may be traced to the financial and economic crisis of mid-seventies. Since then, there has been much caution for committing resources to education among all sections of society. The effectiveness of resource utilization in education is an essential factor for justifying enhanced resource allocation for education of a particular segment of society.

3.2 Human Resource Development:

The human resource development approach has a philosophy of its own. Each and every individual has to be developed for optimum contribution to the pool of human capital - social, cultural and economic. In other words, every individual has an opportunity for better growth and development. It requires congenial climate of growth and development as well as an opportunity for the utilization of creative and production capabilities of each individual. Obviously, the task is multifaceted and requires coordinated efforts from several sectors.

3.2.1 Best out of Environment: The development of human resources is the cardinal objective of education in a developing economy. It is this which makes education an investment and it is the maximization of returns from this investment that determines its contribution to the development of human resources and, therefore, to economic and social growth. Hence, importance of viewing education not merely as a means to an end in itself and a final consumption good, and also a means to an end and a capital good that enables the human being to get best out of his environment. As the ultimate objective is enabling the individual to get best out of his own environment and to utilize the individual potentials to the optimum level, this logic is applicable to all children including the
disadvantaged ones.

3.2.2 A Positive Asset: The national policy on education (1986) considers a human being a positive asset and a precious natural resource which needs to be cherished, nurtured and developed with tenderness and care, coupled with dynamism. The catalytic action of education and dynamic growth process needs to be planned meticulously and executed with great sensitivity to develop this human resource.

3.2.3 Quality of Personnel: The effectiveness of the service delivery design and the educational inputs is to depend upon the quality of persons managing the programme at different levels (Jangira & Mani, 1990). It will also depend on identification of areas of responsibility, clarity and performance of role, level of involvement, Individual perceptions and level, extent and quality of individual’s training, and leadership qualities of the organizers. The importance of appropriate and effective development of human resources is equally important in the context of education of the visually handicapped.

3.3 Human Capital:

3.3.1 Rediscovery of the Concept: In fact, the concept of human capital was rediscovered in the late 1950s; it was a rediscovery in the sense that eminent classical economists like Adam Smith, Irvine Fisher, Alfred Marshall and others saw the relevance of education in what they had written (Gounden, 1987). Smith included all the acquired and useful abilities in fixed capital; he considered dexterity of a workman as similar to a machine or an instrument of trade. Marshall observed that ‘knowledge is the most powerful engine of production’ and ‘the most valuable of all capital is that invested in human beings’.

3.3.2 A Growing Concept: According to Gounden (1987), human capital gained such popularity among economists in the 1960s and 1970s that it became one of the fastest growing subjects. A major part of human capital is formed by education and training and the rest by medical care. The attitude of planners has changed; instead of considering education as consumption they regard it as investment. Most human capital economists consider that education has both consumption and investment value. Most of studies have, however, treated education as investment.

3.3.3 Returns in the Long Term: Shah (1993) examines contribution of education to human resource development treating the theory of human capital as the theory of long-run labour supply. To prevent the loss of potential social products, the existing human capital should be tapped even by sheltering some social programmes from short term economic pressures. It implies that even if the education of the visually handicapped appears to be more expansive as compared to that of the normal children, it is worth investing in this component of human resource as it is definitely going to yield commensurate returns in the long run.

3.4 Expenditure on Education - An Investment:

Dhar (1991) also considers expenditure on education as an investment which yields returns after quite a long lag. According to Agganwal (1988), the provision of education, health care and nutrition is now considered a pre-condition for the proper development and utilization of human resources. The world has realized the vital role of human resources in sustaining the process of development. Hence education of all children including the disadvantaged ones is essential for achieving this cherished goal.
V.K.R.V. Rao (1967) sums up that expenditure on education constitutes an important form of investment in economic development. Investment criteria are, therefore, quite relevant in determining the volume and content of education. The education is definitely an investment and, therefore, a major instrument of growth in a developing economy.

3.4.1 Disability - an Economic Problem: Capt. Desal (1984) also considers disability as an economic problem. The costs of dependency are tremendous. The loss to the economy of the country due to idle and unproductive manpower is colossal. Modern advances have proved that rehabilitation, education and training can restore a very substantial majority of the disabled, more so in case of visually handicapped, to near normalcy and productive work. The rehabilitation can make the disabled fully productive and contributive members of society.

3.4.2 Investment in Education of the Blind: Goel (1990) has calculated rate of return on the investment in the blind with the alternative assumption about contribution of vocational training to the lifetime net benefits stream. He establishes that the social rate of return varies between 10.67 per cent and 14.67 per cent in case of one year training and between 7.17 per cent and 10.67 per cent in case of two year vocational training courses. Comparing this with the rate of return at which state can borrow, he concludes that the investment in residential education and vocational training for the blind is economically justified. It implies that the enrolment in the institutions for the blind would increase if better information were provided and all financial constraints of the institutions were removed.

Thus if the state governments were concerned about equalizing opportunities to the blind with normal persons, it could raise private rates of return even higher by making more generous grants to them. In this way, a case can be made, even on economic grounds, for additional public expenditure on promoting education and vocational training of the blind (Goel, 1990).

3.5 Incremental Earnings:

It has been advocated by the researchers that incremental earnings represent the effect of education and training. Various factors like mental ability, achievement drive, social class, ethnic origins, education of the parents and their own educational qualification, the size of the family, etc. - all have some independent effect on the earnings and are also correlated with education and vocational training (Goel, 1990).

In the United States, the economists making use of appropriate data have concluded that about two-thirds of the incremental earnings can be attributed to education alone (Goel, 1990). According to E. F. Denison (1962), three-fifths of the reported income differentials can be assumed to represent the incomes from work due to differences in education as distinguished from associated characteristics.

3.5.1 Incremental Earning in the Indian Context: According to Mark Blaug (1966), in India additional schooling can be assumed to account for a half to two-thirds of the incremental earnings. Goel (1990) feels that higher earnings associated with vocational training may not be solely due to the investment role of vocational training, rather these may be due partly to the fact that quite a few of the blind have been eliminated in the process of 'screening' as they did not have the prescribed 'vocational' training credentials. Taubmen and Wales (1969) have also established that up to one half of the earnings are due to 'screening' role of education.

According to Shah (1993), increase in volume of investment in education, human capital, in this context, educational capital, acquired by a person increases. It implies an increase in the skill level
of workers which in turn augments productivity.

Not many studies, however, are available on estimates of cost-benefit ratio, cost effectiveness or profitability of education in India. Studies of Gounden (1992), however, establish that primary education is the most profitable investment while education in the arts stream at the university level is the least profitable. If a 12-15 per cent interest rate is considered, then most of education seems to have a favourable rate of return.

3.5.2 Incremental Earning of the Blind: According to Goel (1990), the appropriate education and training has a definite role to play in the incremental earnings of the blind. It will result into adequate returns on investment which justifies promotion of education and training of such disadvantaged groups.

Capt. Desai (1984) also considers the investment in development of human resources, especially in developing the disabled, is a worthwhile investment which, in course of time, would pay very rich dividends and would reduce the burden on the state in maintaining expensive lifelong rehabilitative services for a large number of disabled. Appropriate education, intensive vocational training leading to employment or economic resettlement would, in due course, generate new purchasing power and bring in more revenue for the state if the disabled were enabled to earn a decent living.

In course of time they become independent members earning their own living and supporting their own families. They would live with human dignity and worth. They become productive and contributive members of society. In various ways, and in divergent fields, they enrich communities and substantially contribute to social and economic development. The gains in human terms are simply immeasurable. Thus, even from purely an economic angle, the investment made in education, training and developing the disabled is a worthwhile and wise investment which no state can afford to ignore.

3.6 Efficient Use of Resources:

Complimentary to resource mobilization is more efficient use of resources. As ethos of cost effectiveness and accountability should permeate every part of the education system, programmes should cease to be driven by budgets and, instead, stress the processes and outcomes; efficiency should be rated not by ability to consume the budget and demand more but by performance and delivery (Govt. of India, 1992, P. xii).

An important aspect of cost effectiveness is improving the delivery of services and ensuring convergence of education and other related services at the delivery level as well as different levels of planning (Ayyar, 1993). The same logic is true while selecting and promoting a mode of education of the visually handicapped. The cost effectiveness and accountability should be the deciding factors while selecting the mode of their education.

3.7 Primary Education - First Priority:

The Constitution of India directs that all children up to the age of 14 (including the blind and disabled) should have free and compulsory education. Forty-six years after independence, only 6 to 8 per cent of blind children avail educational facilities in the country (Advani, 1993). The cost-benefit analysis, which is true for blind children as well, indicates that primary education should be the first priority (Gounden, 1987). Since the rate of return on it is the highest among all levels of education, it is relatively inexpensive as well.
The national policy of education (1986) has also adopted the concept of universalization of primary education for all the children irrespective of caste, creed and religion. This concept, by implication is also applicable to the disadvantaged groups including the disabled. UNESCO (1987) also emphasizes that the goal of universalization of the first level of education can not be achieved without incorporating the universalization of education for the disabled as well.

3.8 Alternative Approaches:

According to Shah (1993), one just can not make out a case for low priority on the ground of low internal efficiency of the education system when that itself is the unpardonable outcome of the low priority accorded initially and the faulty intersectoral and inter-group planning of investment in education. To make out a case of giving high priority to the education sector, an alternative to the rate of return approach must be devised.

3.8.1 Education and Economic Growth: Gounden (1987) considers contribution of education towards economic growth of the country as an alternative approach of establishing the extent of priority to be given to education. He establishes that 7 per cent of the growth of income from 1950 to 1960 was accounted to for by education. Another method of establishing efficacy of education is measuring the contribution of education to economic inequality. Gounden (1987) establishes that sample studies on India show that education and on-the-job training explains about 30-35 per cent of the variance in the earnings of the sample population.

3.8.2 Indicators of Economic Growth: McMahon (1993), however, concludes that improving the methods of financing could do a great deal to improve the incentives for efficiency, thereby aiding economic growth, and to simultaneously reduce inequity. According to Gounden (1987), contribution of education to the pattern of income distribution as well as manpower planning are the indicators of economic growth of the country. He concludes that education in India so far has not helped to reduce inequality. This view is based on the reasoning that children from poor families are less likely to go to school, more likely to drop out, and less likely to invest in a good job. The same logic is true for the disabled.

At present, governments at the centre and in the states give incentives and provide special facilities for educating the disadvantaged children including the disabled. This is desirable from the point of view of equality. Thus promotion and financing education of the visually handicapped would not only bring about economic development, it would also enhance equality.

3.9 Restoration of Human Dignity:

Besides, education and rehabilitation reduces - to the extent possible - unnecessary human suffering. It restores human dignity of the individual. These advantages are very positive. They just can not be evaluated in monetary terms alone. Rehabilitation adds to sum total of human happiness. The financial investment made in education, training and rehabilitation of the disabled repays itself many times over (Desai, 1984). It also helps to integrate the disabled in the national mainstream.

When children feel valued and accepted by the others, they are more likely to value and accept themselves (Tuttle, 1987). The social identities of children reflect the perceptions of significant others (Rogow, 1988). Glick (1980) suggests that feedback from the environment is the most important characteristic of ecosystems. The ecosystem is comprised of all the interactions children have with
their environments. Environments have profound effects on self-identity. As school environments have a profound effect on the way children come to perceive themselves, education is likely to enhance self-esteem, self-respect and human dignity of the individual.

3.10 Equity and Social Justice:

Goel (1990) also advocates that if the rate of return on investment in the education and training of the blind were low, they have every right to utilize the resources of the state on social grounds. Once the investment and the economic viability from the investors point of view is justified, it makes better sense to promote it on social grounds as well. Capt. Desai (1984) also supports this contention and concludes that education of the disabled is justified from the point of view of equity as well as social justice.

The national policy on education also seeks to tilt the balance towards quality and equality. It gives highest priority to universalization of elementary education. It also focuses on difficult aspect of access - access to girls and disadvantaged groups (including the disabled) (Ayyar, 1993). Ayyar (1993) also concludes that efficiency and effectiveness should not be at the expense of equity. An essential component of the management of change is to sensitize the system to educational needs of women and disadvantaged groups (including the disabled), to the empowering role that education can play.

3.11 Equity and Quality:

The shift to quality and equity posses a great challenge to the existing educational administration. Such shift is no less resource intensive than quantitative expansion of institutions. Hence, even while there is a shift of resources towards elementary and adult education, resources should be located and provided for other sectors of education (including that for residential education) as envisaged in the national policy (Ayyar, 1993).

Thus education is definitely an instrument of growth in a developing economy. The implications of these observations are equally effective in case of all segments of society including the disabled ones. It is the extent of knowledge, skills and aptitude which matters and not the physical abilities of the individuals. Thus the education of the visually handicapped - a vast human resource - is also an equally important investment.

4. Quality of Life:

Yet another dimension of the concern for education and rehabilitation of disabled refers to the quality of life. The U. N. Charter of Human Rights provided a landmark in the pursuit of quality of life for every citizen. Education being one of the essential inputs to the quality of life, its universalization among disabled persons also assumed significance (Jangira & Mani, 1990).

Bannerji P.C. rightly concludes that education is the power of adaptation to an ever changing social environment. Similarly, in the words of J. Krishnamurti (1959), "Education is not merely acquiring knowledge, gathering and correlating facts, it is to see the significance of life as a whole." Education is considered to be a process which contributes to the natural and harmonious development of man's innate powers, brings about complete development on his individuality, results into desirable
behaviour changes and ultimately prepares him for good life.

4.1 Equal Educational Opportunities:

The national policy on education (1986) has encompassed this phenomenon as well. It lays emphasis on the removal of disparities and the need to equalize educational opportunity by attending to the specific wants of those who have so far been denied equal opportunity. Outlining the steps for ensuring equal education opportunity for the handicapped, the policy states that the objective should be "to integrate the physically and mentally handicapped with the general community as equal partners, to prepare them for normal growth and to enable them to face life with courage and confidence."

4.1.1 Need for Integration: The indicators of integration are that handicapped persons enjoy the same right as the rest, have equal opportunity for growth and development in environmental conditions available to the rest, have access to quality of life like any other citizen, and are treated as equal partners in the community. The process begins by social proximity, i.e. reduction of physical distance. It continues with mutual sharing of the physical facilities and progresses towards reduction of social distance. The reduction of social and physical distance results in social integration in which groups become equal partners in the community (Jangira & Mukhopadhyay, 1987).

4.1.2 Individual Need Based Education: Achieving integration and ensuring equal educational opportunities are the principal objectives of the national policy on education (1986). To fulfill this cherished objective the policy aims at promotion of residential education as well as integrated education as per individual felt needs of each child. The focus of the policy is promotion of appropriate individual need based education in consonance with the requirements, needs, aspirations and physical potentials of the child.

4.2 Need for Early Intervention:

Jangira & Mani (1990) advocate that the extent of success a society can achieve through its relevant structures and agencies determines the quality of life of the disabled. The earlier the intervention, the better the effectiveness of the provision. Intervention in Infancy has a record of proven effectiveness: well planned Intervention strengthens and enriches emotional attachments between parent and child; intervention in the form of service to the families encourages parents, provides with the knowledge and skills to help their own infants, and thus helps to prevent secondary handicaps associated with understimulation (Rogow, 1988).

During late fifties and sixties, the improvement in quality of life for disabled persons as a part of overall improvement of quality of life of all citizens became one of the goals of national development. So development of disabled as human resources came to be linked to the quality of life.

4.3 Selective Placement:

Advani (1993) advocates that the quality of education that a disabled child receives also depends on selective placement. A child must be carefully assessed before it is decided to place him in a residential school, an integrated setting, in a non- formal education setting or in a setting where he can benefit from distance learning. According to Rogow (1988) placement is generally determined by the amount of specialized education instruction needed. The principle of selective placement in respect of various
modes of education must be regarded as a cardinal principle in improving the quality of education to be imparted to disabled children.

Patel, Jagdish (1987) establishes that economical rehabilitation of blind persons would generate a new urge and an inspiration for better living among their family members, a desire to improve their material conditions and to have more constructive outlook towards their future. The education would thus promote a meaningful beginning of true rehabilitation.

4.4 Responsibility of the State:

Desai (1984) stresses that it is responsibility of the state and the community to ensure that those who are denied by nature the precious gift of sight or an important limb or faculty of the body are not placed at a further disadvantage by denying them equal opportunities and the normal facilities of primary health care, education, vocational training, employment and social life available to their fortunate brethren.

Desai (1984) goes a step further and suggests that the greater the disability, the greater should be the responsibility of the state and the community to provide adequate education, training and other facilities which would minimize the adverse effects of disability, develop their residual sensory and other functions as normally as permitted by the severity or the extent of their disability.

5. National Policy on Education:

The national policy on education (1968) marked a significant step in the history of education in post-independent India. Ever since, there has been considerable expansion in educational facilities all over the country at all levels. A variety of new challenges and social needs made it imperative to formulate and implement a new education policy for the country. The Government of India announced in January, 1985 that a new education policy would be formulated for the country. A comprehensive appraisal of the existing educational scene was made, followed by a country-wide debate. Ultimately during 1986, the national policy on education was evolved and adopted.

The most significant development in the field of education of the disabled was inclusion of education of handicapped under part IV on education for equality. It made a special reference to integration of handicapped and enabling them to face life with courage and confidence. It desires promotion of integrated education of mild and moderate handicapped, residential schools for severely handicapped, vocational training, human resource development and voluntary efforts for education of the disabled.

5.1 Low Coverage of Disabled:

According to Jangira & Mani (1990), two recent developments have influenced educational provisions for the disabled. The national commission on teachers (school) underlined the neglect of the disabled in quantitative as well as qualitative terms. According to the commission, "Not more than 1 per cent of the mentally handicapped and 5 per cent of the deaf and the blind are receiving some education". Obviously, the coverage is miserably low when compared to the coverage of even other weaker sections, not to talk of the general population.
5.1.1 Limited Educational Opportunities: One immediate constraint to systematic planning for educational services to the disabled is unavailability of accurate data (UNESCO, 1987). According to Advani (1993), less than 1 per cent of our handicapped children have access to formal education. In case of visually handicapped, probably about 8 per cent children attend school. He observes that one of the foremost needs of the hour is to greatly expand educational opportunities for handicapped children.

5.1.2 Lack of Implementation of Central Scheme: The task force on education of the handicapped has noted that the Central Scheme on Integrated Education (Annexure 10) has not made much headway in most of the states and the union territories. According to Jangira & Mani (1990) the reasons for this are lack of adequate monitoring by the central government, lack of expertise at the state government level, and the lack of adequate concern shown for education of the disabled.

The other reasons which are specific to Gujarat are lack of clarity regarding continuity of the central government assistance in the 8th five year plan and subsequently, delay in establishment of an administrative cell, adoption of the scheme only by the blind welfare organizations, involvement of district panchayat and general apathy and ignorance of the government officers regarding educational needs and potentials of disabled children.

5.1.3 Adequate Coverage of the Blind: The silver lining in the implementation of the scheme is that maximum number of blind children have been covered following orthopaedically handicapped children. For Gujarat, ray of hope is establishment of the administrative cell, regularization of the grants, regular inspection of the projects and recent modification in the scheme permitting coverage of a single category of disability.

5.2 Shift from Welfare to Human Resource Development:

The low coverage may be due to the fact that education of the disabled has always been considered a social welfare activity and not an educational enterprise. The national commission on education, therefore, recommended a qualitative change in the conceptualization of educational provision for the disabled so that it should be developed as an integral component of the educational system.

Till 1986, the education of the blind and the disabled was considered a welfare activity. For the first time, national policy on education (1986) included education of the disabled under the section on equal opportunities for all. Thus education of the disabled has been accorded the status of human resource development activity. This will benefit the disabled as well as all those responsible for planning and management of national development.

5.2.1 Allocation of Funds: After adoption of the plan of action (1987), there has been sizable allocation for promoting integrated education as well as vocational training of the disabled under the auspices of the department of education, Ministry of Human Resources Development, Govt. of India. The Central Scheme of Integrated Education of the Disabled Children (Annexure 10) which had been originally evolved and adopted by the Ministry of Welfare during 1978 has been shifted to the Ministry of Human Resources Development since 1986.

5.2.2 Involvement of State Education Department: The revised Scheme of Integrated Education for the Disabled Children (1992) envisages active participation of the department of education for the purpose of implementation, monitoring, evaluation and release of grants etc. Most of state governments have established the administrative cells under the departments of primary education. This phenomenon renders education of the disabled children as an educational activity which so far
had been considered a welfare activity. This shift from welfare to education would enable adopting of education of the disabled as an Indispensable part of regular educational system.

5.2.2 Promotion of Residential Schools: The national policy on education (1986) also envisages that residential schools are proposed to be established at district and sub-district level. Jangira & Mani (1990) emphasize that composite schools covering all categories of disability are to be established to start with because of geosscatter of population of disabled children, reluctance of parents to send them to schools located at distant places, sharing of specialist staff, utilization of vocational centres and due to economic viability criteria.

Recently the Ministry of Welfare has formulated a new scheme for establishing residential schools for the disabled in each district of the country. Thus there is tremendous increase in the allocation of resources for the promotion of education of the disabled. The ministry is also promoting vocational as well as professional training of all categories of disabled persons.

5.3 Plan of Action:

The Ministry of Human Resource Development appointed twenty three task forces for preparing a programme of action for the implementation of the national policy on education (1986). One of the task forces prepared plan of action for the disabled. The plan of action provides management: and planning perspective for education of the disabled including the visually disabled ones.

The plan of action has not clearly spelt out that education of the disabled should be an integral component of educational system. However, the references at different places imply that education of the disabled, eventually should become an integral component of the educational system (Jangira & Mani, 1990).

5.3.1 Focus of Plan of Action: The plan of action desires documentation of innovations and successful experiments relating to educational provisions and dissemination of information. It recommends that the curriculum for the disabled should be modified taking into account the specific learning problems arising out of a particular disability. It also desires category-wise training of special teachers. It also advocates use of technology in residential education. It involves modification, adjustment and adaptation of the equipment and material for each category of disability. Thus the plan of action encompasses all the aspects related to education, training and human resource development for all categories of disability.

5.3.2 Eighth Five Year Plan: The working group on the welfare of the handicapped for the 8th five year plan has set the goal of education and rehabilitation for all disabled persons by 2000 A. D. It has suggested an outlay of Rs. 284.60 crores for Integrated education out of total outlay of Rs. 477.70 crores for residential education (Ministry of Welfare, 1989). It implies that education of the disabled finds an appropriate place in the 8th five year plan and integrated education will be the prominent mode for their education (Jangira & Mani, 1990).

5.4 Interpretation of National Policy:

A caution is required to interpret Implications of the policy in the context of education of the visually impaired. The blindness generally being considered a severe disability, the implication is that the blind should be educated in the residential schools. The central scheme clearly mentions that only low vision and partially blind children should be enrolled under integrated education. Whereas totally blind
should be first enrolled under preparatory classes before they are shifted to integrated school.

Jangira & Mani (1990) strongly feel that this bureaucratic interpretation must not jeopardize integrated education of blind children. The regular educational system should be sensitized and adequately prepared for meeting the educational needs of blind children as well. The performance of blind children under integrated education in Gujarat as mentioned in chapter II has established that they can be successfully educated under integrated education.

Only multi-handicapped blind children who due to physical constraints can not be educated under integrated education should be enrolled in the residential schools. Otherwise, integrated education is the most suitable option for blind children. The policy aims at promotion of all the modes of education. The depending upon the individual needs does not in any way hinder the option for integrated education.

6. Charitable Nature of Residential Education:

Residential schools have ever since dominated education of the visually handicapped. As residential schools as well as special hostels are managed as charitable institutions, the education of the blind has always been considered a charitable as well as a welfare activity. The genesis of such activities has been feelings of charity, pity and compassion towards disadvantage groups. Even most of teacher training programmes are run by the charitable organizations which are depending to a great extent on public donations for survival and growth. Historically and traditionally, the education of the blind has emerged more a public charity than an educational activity.

6.1 Social Perspective:

Stein (1990) feels that compulsive force for establishing residential schools for the disabled was that the people wanted to keep the sick, ailing and disabled away from society. The motivation for this might be that the people do not want to be disturbed by such people. Under the pretext of doing something for the disabled, residential schools were created.

This probably is the reason that education of the disabled has so far been considered a charity - a welfare activity. Most of the schools for the blind in India are run under the auspices of the public charitable trusts and public donations still continue to play a major role in the maintenance of educational and hostel facilities.

6.2 Historical Perspective:

The concept of residential education of the blind was first introduced in this country by the christian missionaries. Ms Annie Sharp, a christian missionary, founded first school for the blind at Amritsar (Stein, 1993). Similarly, the Palamkottai Blind School was founded by Ms. A. J. Askwith, a missionary sent out by the Church Missionary Society (Halder, 1943). The Calcutta School for the Blind was started by an Indian christian, Mr. Behari Shah. Similarly, the Dadar School for the Blind, formerly known as American Mission School for the Blind, was founded by Ms. Anna Millard, a christian missionary (Halder, 1943).

All these schools were founded, managed and supported by the christian missionaries. These schools were run completely on charitable basis with the public donations raised by the missionaries abroad.
Most of the schools for the blind founded subsequently by the Indian workers were also established and managed under the auspices of the public charitable trusts. As mentioned in chapter III, out of 17 schools covered in the study, 15 are run by the voluntary organizations registered as public charitable trusts under the Bombay Public Trusts, 1952.

6.3 Financial Perspective:

While a very liberal grant-in-aid code for promoting residential education of the blind has been evolved in Gujarat, almost all the schools for the blind depend upon public charities for expansion, construction of buildings, repair and maintenance and for meeting deficit on account of admissible expenses which are generally lower than the actual expenses as well as inadmissible expenses. The admissible expenses do not cover certain inevitable expenses like repair and maintenance of buildings, construction of buildings, provision for health care etc. The admissible hostel expenses are not adequate and the organizers are duty-bound to seek public donations for meeting such deficits. Thus all these schools solicit public donations and are being run as charitable entities.

6.4 Administrative Perspective:

6.4.1 Source of Grant-in-Aid: Residential schools for the blind in Gujarat are provided grant-in-aid by the department of social defense and not by the department of education. Similarly, the grant for establishing such schools is available from the Ministry of Welfare and not from the department of education, Ministry of Human Resource Development. While the national policy on education (1986) has encompassed education and vocational training of the disabled under the section on equalization of opportunities, it has made no qualitative or quantitative difference to the existence, growth, administrative pattern or outlook of residential schools for the blind.

6.4.2 Outlook of Organizers: In-depth analysis of the organizational structure of the residential schools for the blind reveals that most of these schools are managed by blind persons who initiated the same as public charities and wish to continue to do so. On the Managing Committees of these schools a few leading philanthropists are also invited for the purpose of utilizing their public contacts for soliciting public donations. The major role of such individuals is diverting public charities or religious charities towards such residential schools.

6.4.3 Limitations of Grant Pattern: The existing grant-in-aid pattern restricts charging of tuition fees or recovery of part of hostel expenses from the students or inmates respectively. Any such recovery is not considered as contribution towards inadmissible expenses. On the contrary, the admissible grant is reduced proportionately by deducting such recovery. This system discourages recovery of certain expenses from the beneficiaries and encourages the organizers to run residential schools and the hostels as public charities.

As on today, there is no move of shifting grant-in-aid from the department of social defense to the department of education. Similarly, the residential schools which are closely held by a select individuals are not likely to come out of charity syndrome and to be run more as educational institutions. Thus almost all residential schools are being managed as public charities and the this phenomenon is likely to continue.
6.5 Apathy of Parents:

6.5.1 Charity Outlook: As all residential schools over last many decades have been managed as public charities, and the inmates are traditionally provided all the facilities and services completely free of cost, the parents of blind children are not willing to contribute financially towards the maintenance and education of their children. In fact, such schools are named as ashramshala, andh-ashram, kalyan kendra, vikas gruh etc. which signifies charitable nature of such residential schools.

6.5.2 Facilities Free of Cost: Most of the parents consider it responsibility of the organizers to look after the blind inmates in every respect and to provide for the basic amenities and facilities including clothes, soap, washing soap, meals, pocket money, hair-oil, winter clothes, medicines etc. Most of the schools do not charge any tuition fee or hostel maintenance fee etc. The provision of free boarding and lodging facilities as well as free education has been institutionalized. The blind inmates consider it their right to avail all the facilities and services completely free of cost. As some of these expenses are not covered under grant-in-aid, the organizers are left with no choice than to run the schools as public charities.

Most of residential schools for the blind in Gujarat are managed as public charitable organizations, registered as public trusts, availing grants from the department of social defense, seeking public donations, providing all facilities to inmates completely free of cost, seeking participation of local philanthropists, having charitable outlook, and projecting the inmates as an object of charity, pity and compassion.

7. Education Approach of Integrated Education Programme

7.1 Inherent Quality:
In contrast to residential schools for the blind, integrated education is run as an educational activity. As the blind child is attending a regular school, he avails education and follows the school routine like any other child. He passes through all the stages of school admission, school orientation, identifying the peer group, developing inter-personal relations, developing friendship and maintaining school timings and school schedule etc. He also gets opportunity of participating in the games, extra-curricular activities like any other child. He is no way special and provided no special facilities as provided to inmates of residential schools.

As he has to face the world like any other child, he is bound to consider his education at par with other fellow students. As he is staying with the family, his basic needs are taken care by the family. His education is normal and regular as that of any other child.

7.2 Historical Perspective:
According to Stein (1993) three groups played an important role in initiating integrated education:

7.2.1 Individuals: Some blind persons themselves were not satisfied with the system of residential education, they wanted to stay with the family and study in a regular school along with sighted children. They took the initiative of encouraging integrated education.

This is true in India as well. Most of leaders of integrated education like Jagdish Patel, Lal Advani,
7.2.2 Teachers: Some progressive teachers of the blind discovered that residential education was not the right answer to education and complete development of a blind child. They felt that the blind child was missing a lot in life by being isolated from the mainstream. Hence they thought of initiating integrated education.

7.2.3 Parents: Some parents did not wish to send their blind children away from home to a residential school far away. They felt that a child would be much better off if he stayed in the family and in a familiar environment. They also realized that the children could be educated along with the sighted children with some additional efforts and they encouraged integrated education.

Thus integrated education was initiated world over as an alternative to residential education. As the objective was to overcome shortcomings of residential education, it was developed as normal education.

7.3 Administrative Perspective:

Halder (1943) reports that the first experiment on integrated education was started in 1940 by the Dadar School for the Blind with the cooperation of Hume High School. A systematic attempt was made by Rehmat Fazelbhoy during June, 1958 with the admission of four blind children in the New Activity School, Bombay. Advani (1993) reports that the Ministry of Welfare issued a Scheme of Integrated Education in 1974.

7.3.1 Central Scheme: The scheme was enlarged and named as Central Scheme of Integrated Education of Disabled Children during 1981 (Annexure 10). During 1988, the scheme was shifted to the department of education, Ministry of Human Resources Development. At present the scheme is being implemented by the National Council for Educational Research and Training, New Delhi. In fact, this is the first systematic attempt in the country on promoting education of the disabled under the auspices of the Ministry of Human Resource Development, the nodal ministry for promoting education at the central government level. The scheme also envisages implementation of integrated education at the state level by the state department of education.

Thus integrated education is an attempt on promoting education of the disabled as an educational activity at par with education of normal children. The scheme has in-built provision of encouraging regular educational institutes to cover disabled children like any other child.

7.3.2 Organizers’ Background: Most integrated education programmes in Gujarat have been initiated by blind persons who are educators themselves in their personal profession. Most of them are working as college faculty or as school teachers in the regular schools. Their educational background encouraged them to initiate educational activity for the fellow brethren purely as an educational activity.

7.3.3 Parents Involvement: Integrated education envisages a blind child to stay with the family. The family has to take care of boarding and lodging facilities and incur incidental expenses on the child. In fact, in the scheme there is no provision for providing any financial support to the child or family for any aspect of educational service. In fact, the itinerant teacher is expected to counsel the family members to provide reading facilities, educational material and reading support to the child (Stein, 1993). Thus integrated education brings direct involvement of the family in the programme.
7.3.4 Community Participation: According to Jangira & Mani (1992) integrated education can not succeed without the active cooperation of parents, general educators and school administrators. It also brings active participation and contribution of the braille production centres, audio cassette library, suppliers of braille educational material and the peer group. In fact, the main objective of integrated education is that sighted children and society must accept a blind child as a normal member of society (Stein, 1993).

7.4 Financial Perspective:

7.4.1 Cent per Cent Grant: Unlike residential education, the Central Scheme of Integrated Education (Annexure 10) provides cent per cent grant for staff salary, special pay, uniform allowance, reader allowance, educational equipment, and stationery etc. There is also a provision for providing assistance for establishing a resource centre and for organizing training of the field staff. Similarly, financial assistance is also available from the social welfare advisory board for organizing summer camps for the children, parents' meetings and teachers' meetings.

7.4.2 Support of Funding Agencies: A large number of international funding agencies like Sight Savers, Christoffel Blindenmission, OXFAM and DANIDA are also extending financial assistance on project basis for promoting this concept and for supporting human resource development in the field by supporting the teachers training colleges and material development centres. These funding agencies generally do not support residential schools apart from providing braille educational material.

7.4.3 Institutional Funding: Almost all the implementing agencies have resorted to seeking institutional funding for the purpose of construction of building for central office, resource centre, braille production and braille library. Thus implementation of integrated education does not entail the organizers to project the beneficiaries as an object of charity for raising public donations. The integrated education is emerging as true educational activity in contrast to residential schools which are generally charity-oriented.

7.4.4 Family Contribution: As the child stays with the family, the organizers are not required to incur any expenditure on boarding, lodging and incidental hostel and individual expenses. In case of residential education, these components constitute a major component of total financial outlay. In case of integrated education, family is expected to incur expenditure on educational material, school charges, reading facilities and such other incidental items.

This aspect renders integrated education low cost, cost effective and economical for organizers. All the relevant and essential expenses are covered under the existing scheme. It also enables the agency to implement such education without seeking public donations.

7.5 Embryonic Stage:

According to Jangira (1986) about 4.5 lacs blind children upto age of 18 years need educational services. However, the Central Scheme of Integrated Education (Annexure 10) covers children upto age of 8 years only under integrated education. The most liberal and practical view is to enrol blind children in the regular school up to the age of 12 years only. Advani (1993) maintains that about 2 lacs blind children upto 12 years of age need to be enrolled under formal education in the country.
Chapter V Management Perspective of Education

At present, hardly 4,000 blind children have been enrolled under the care of about 500 resource as well as itinerant teachers under Integrated education across the whole country. According to Advani (1993) the enrolment of blind children at present is merely 6 per cent under residential education and only 2 per cent under Integrated education. Thus we need to appoint 23,000 itinerant teachers to enrol the remaining 1,84,000 blind children in the country. Thus Integrated education at present is in its embryonic stage.

The major concern is to determine whether integrated education fulfills its 'educational role', and to what extent substitute care arrangements offer not only care but education (Haskell, 1992). After introduction of the Central Scheme on Integrated Education and its revisions during 1987, 1990 and 1992 (Annexure 10), the coverage under integrated education has been increasing every year. As the scheme is still under embryonic stage and is growing steadily, it is possible to modify the same to render the education truly an educational activity at par with the regular education without resorting to any element of charity, pity or compassion.

Integrated education, in contrast to residential education, is emerging as true educational activity encompassing all elements of regular education. It covers a visually handicapped child merely as a student and not an object of charity. The objective of such education is to enhance normal development in a normal way without any special provision of hostel, all other facilities, and feelings of complete freeness. Thus integrated education is emerging as a normal educational activity at par with regular education.

8. Organizational Structure

The social scientists have developed the concept of an organization as socio-technical system. An organization is regarded as consisting of two separate but interdependent systems: technological and social system. Another important aspect of organizational structure is the quantity and quality of material resources available for the purpose of tasks. An organization is economic system as well as socio-technical system (Sheth, 1974).

Another crucial variable for organizational structure is the level of competence of the people involved in it. Another factor related to competence within the organization structure is the quantity and quality of information or knowledge available to its members regarding the various processes going on within the organization. The analysis of the organizational structure need to take into account how the social, technological, and economic aspects influence one another and ultimately influence organizational effectiveness (Sheth, 1974).

The organizational structure and socio-technical and economical pattern of residential as well as integrated education has been analyzed for evaluating its effectiveness, relevance to the field of education of the blind, extent of achievement of its objectives, and scope for its expansion.

8.1 Complimentary Roles:

Jangira & Mukhopadhyay (1987), leading promoters of Integrated education, advocate that planning and education of the disabled has to be holistic and comprehensive. The geoscatter of the disabled and fluctuations in the incidence of disability make the task of planning educational facilities very complex. They advocate a complimentary role between the residential schools and integrated education. As soon as the disabled children enrolled in residential schools acquire communication and other requisite skills, they should be integrated into regular schools.
8.1.1 Co-existence: Stein (1993) also feels that the residential schools and integrated education are not mutually exclusive, they are not substitute for each other, they are not competing with each other, they are in fact complimentary to one another and each one helps to supplement the other. Residential schools will always exist for the blind children with an additional handicap or children who come from broken families or who are destitute. Thus both the modes need to develop different socio-technical pattern focusing at different target group but supporting each other in role performance.

According to UNESCO (1987), the existing residential schools and the proposed provisions in the regular schools should not be viewed as competing systems, but as elements in the prioritized educational services to the disabled. It is possible to develop and rationalize the provision through reconstructing the existing structure and innovating new structures where no service structure exist. The envisaged organismic integration tends to result in improving responsiveness of the educational system to the needs of both ordinary as well as disabled children, as the competencies of the regular teacher to deal with learning problems improve progressively.

8.1.2 Systemic Links: Integrated education set-up would be, however, required to maintain systemic links with those other parts of the wider system to help in its own existence and development. For example, it needs to interact with the regular schools, education department, braille production centres and braille material development centres etc. Whereas for a residential school, it is possible to maintain a very definite boundary as most of activities are carried out in a pre-planned and systematic way and there is little scope for functional interaction with the outside world.

8.1.3 Sharing of Strengths: As pointed out by the leading educators of the blind, both the systems can coexist and grow by sharing each others strengths and maintaining functional coordination through the process of complimentary roles. For example, a residential school may admit multi-handicapped blind children and supply braille material. Whereas integrated education programme may encourage admission of such blind children who can not cope up with the regular education. The organizational structures should, however, permit interaction, coordination and sharing of strengths of both the systems.

8.2 Composite Area Network for Education of the Disabled:

Jangira & Mukhopadhyay (1987) desire area approach to planning for promoting universalization of educational services for the special groups of children. The word 'composite' conveys the concept of integrated services. The area for integrated education should be earmarked with the consideration that disabled children should receive education while they continue staying with the family. It also promotes parent involvement and community participation in the process.

UNESCO (1987) advocates that the "composite" makes the services local specific. It certainly requires a co-operative enterprise, incorporating the efforts of the local functionaries from different government departments, local chapters of the non-governmental agencies and the local community. The mobilization of resources, augmented by additional inputs, strengthens the composite area planning.

8.2.1 Size of Area: According to UNESCO (1987), size of area is determined by the criteria of economic viability and geographical feasibility. Economic viability is considered in terms of cost effectiveness of the services, while geographical feasibility is considered in context of distribution of disabled children, location of educational institutions and the ease of mobility. If the size of area coincides with the size of development unit for educational or socio-economic planning, it is also convenient for the development of educational services for the disabled as well. For example, a
school complex comprising of a cluster of institutions or an education ‘block’ or ‘district’ can be the unit for planning the services.

8.2.2 Child Preparatory Services: Jangira & Mukhopadhyay (1987) observe that as the child enters the pre-school, he should be provided with the necessary basic communication, learning and special skills, as far as possible, with other children. For severely disabled and visually handicapped children, some special skills may be provided. These children go to primary schools from pre-school centres where services will be developed for their education in common with others.

8.2.3 Shift from Residential to Regular Schools: The children prepared in the residential schools who have reached the stage for integration can also be enrolled in the regular schools. These children would continue receiving education along with other children at all levels of school education. There is always a possibility of shift of disabled children from residential schools to regular schools at all the stages of pre-school, primary, middle or secondary level. They will undertake pre-vocational and vocational courses according to their functional abilities, aptitude and future career planning.

8.2.4 Comprehensive Package of Services: UNESCO (1987) also promotes a comprehensive nature of package of services, including prevention of disability, identification and assessment of the disabled, educational provision, and rehabilitation. Punani & Nandini (1983) have emphasized the need for such comprehensive approach. Already 1,200 blind children have been enrolled under integrated education as a part of a comprehensive community based rehabilitation programme implemented at 81 locations in India.

8.3 Existing Organizational Structure: Integrated Education:

Gujarat has taken lead in the country in the adoption of itinerant mode of integrated education. At present, about 1200 children have been enrolled under this mode under the care of 150 itinerant teachers. This is probably the largest coverage in the country under the itinerant mode - only next to coverage of 1,500 children under resource mode of integrated education promoted in Tamil Nadu.

8.3.1 First Tier: The Ministry of Human Resource Development is the nodal ministry which lays down policy on residential education and provides grant-in-aid to the implementing agencies. The policy has already been laid down in the form of national policy on education - 1986 and the plan of action - 1987.


8.3.2 Second Tier: State Government: The scheme is being implemented through the state governments, union territories or autonomous organizations of stature having experience in the field of education or rehabilitation of the disabled. As the scheme has to be implemented in the schools, the state education department would be required to set up an administrative cell to monitor the scheme.

The grant is released on annual basis on the recommendation and through the state department of education. While the state envisages all the state governments to implement the scheme under the auspices of the state department of education, there is provision for the voluntary organizations to implement the scheme and avail grant through the state department.
In Gujarat, the grant is released through the department of primary education on the recommendation of the district panchayat. Thus the second tier constitutes the state department of education for monitoring and control of the scheme and release of grants; and district panchayat for inspection of the integrated schools and recommendation for grant-in-aid.

In Gujarat, at present, the whole state is a single unit of planning and implementation of the scheme. Jangira & Mani (1990), however, consider a block as the unit of planning and implementation for a variety of services including development activities. It may be taken as a viable unit for the organization of educational services for all categories of disabled.

8.3.3 Third Tier: Voluntary Organizations: In Gujarat, the scheme, at present, is implemented by the district branches of the National Association for the Blind. The blind welfare voluntary organizations constitute the third tier. These organizations appoint the itinerant teachers, provide braille material, educational equipment, uniforms to the children and organize other inputs for the successful implementation of the scheme. These organizations have also started establishing and managing the resource centres.

8.3.4 Fourth Tier: Regular Schools: The fourth tier in the structure is the regular school where the blind child is admitted. The school, generally, permits the voluntary organization to orient the class teacher and to encourage acceptance of a blind child. Itinerant teacher pays regular visits to the school, meets the class teacher, counsells the fellow students and provides support services to blind child.

In the beginning, the regular schools were reluctant to admit blind children. However, through the efforts of voluntary organizations and cooperation of the district education officers, almost all the
schools are now admitting them. After the establishment of the administrative cell, the admission of blind children has been institutionalized and formal circulars have already been issued.

8.3.5 Strengths of Integrated Education: Thus integrated education has a well planned organizational structure. Each tier has been assigned definite responsibilities, authority, role expectations and goals. The structure is required to maintain definite systemic linkages with other blind welfare organizations which provide braille books, recorded cassettes and other educational material. Most important aspect of the structure is active and meaningful involvement of the Ministry of Human Resource Development, state department of education, district panchayat and the regular schools.

The voluntary organizations have been involved only for providing support services, services of itinerant teachers and for running the resource centres. Apart from this component, integrated education is similar to regular education. Thus integrated education is a step towards regular education, acceptance of the disabled like any other normal student and conferring of equal rights on the disabled.

9. Organizational Structure: Residential Education

Education is on the concurrent list of the Constitution of India which implies that education falls into the ambit of state governments as well as central government. At the state level, education is handled by the department of education. Whereas at the central government level, the education is handled by the department of education, Ministry of Human Resources Development.

9.1 State Departments:

The welfare of the disabled is on the state list. Thus all the welfare programmes are handled by the department of social welfare. As explained in paragraph 6, education of the disabled is considered a welfare activity. Thus the residential schools for the disabled are generally covered under the department of social welfare. The secondary level schools seek grant-in-aid for the hostel facilities from the department of social welfare, but these are affiliated to the board of secondary education for the purpose of certification as well as examination.

Similarly, technical education for the blind in Gujarat has been covered under the auspices of the technical education board, department of employment and training of the state government. The first tier in case of residential education is various departments of the state government.

![Organizational Structure (Residential Education)](image)

State Departments

<table>
<thead>
<tr>
<th>Employment &amp; Training</th>
<th>Secondary Education Board</th>
<th>Department of Social Defense</th>
<th>Technical Education Board</th>
<th>Social Welfare Advisory Board</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Vocational Courses)</td>
<td>(Secondary Education)</td>
<td>(Primary Education)</td>
<td>(Technical Education)</td>
<td>(Hostels)</td>
</tr>
</tbody>
</table>

Residential Schools

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It is pertinent to mention that the Ministry of Welfare has recently evolved the scheme of establishing special schools at the district level for the disabled and the multi-handicapped disabled. At present, no residential school in Gujarat has availed grant-in-aid under the scheme.

9.2 Two Tier Structure:

Thus the organizational structure of the residential schools has only two tiers - the concerned state department and the residential schools. The state departments provide grant-in-aid, monitor progress and Inspect records, whereas the residential schools avail grant-in-aid, run the schools and provide various services to the beneficiaries.

The salient features of organizational structure are cent per cent and regular grant for the staff, maintenance grant for the hostels on regular basis, all terminal benefits, continuity of job and feelings of security among the staff members. The maintenance expenses for the inmates of the hostel are not adequate and the organizers are required to solicit public donations for meeting the deficit.

9.3 Level of Systemic Linkages:

As most of residential schools are run by the public charitable organizations, the special teachers have been employed by such organizations. The avenues of transfer and promotions are very limited. The service conditions are governed by the rules evolved and adopted by the voluntary organizations themselves which run the residential schools. As there is no provision for providing grants for buildings etc., the voluntary organizations have to seek financial resources elsewhere for this purpose.

9.4 Organizational Outlook:

While the organizational structure is linear and very simple having only two tiers, the dependence on external sources for financial support is still there. There is no involvement of regular educational institutes or the parents of the beneficiaries in the programme. Most of residential schools work in isolation, have limited interaction with outside world, have no functional systemic linkages with other educational institutes and have restricted objective of providing accommodation, meals and school level education to the inmates. The organizational outlook resembles more to a closely held over-protected charity than to an educational institute - which is unlike integrated education.

10. Cost Effectiveness

This aspect has been discussed at length in chapter I while discussing merits and demerits of various modes of education; in chapters II and III while discussing integrated and residential education in Gujarat respectively; in chapter IV while evaluating responses of leading educators of the visually handicapped pertaining to cost effectiveness of various modes of education of the visually handicapped.

10.1 Contribution of the Family:

It has been established that integrated education is more cost effective and economical as compared
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to the residential education (Fazelbhoy, 1989, Bernardino, 1969, Boureault, 1970, Swann, 1981, Bailun, 1990, Norman, Cheah, 1963, Kenmore, 1972, Brohier, 1990). In case of integrated education, the family of a blind child takes care of meals, clothes and other daily necessities; there is no specific investment on buildings, infrastructure and establishment as the existing amenities are used; and the child stays with the family and shares family facilities and there is no additional burden (Premlata, 1988). The in-depth studies of various modes of education in Gujarat reveals (Chapters II & III) that direct cost of integrated education is one-fourth that of residential education.

From the point of view of economic viability, it is more desirable to promote integrated education. With the same level of resource allocation, it would be possible to enhance coverage of blind children four times as compared to that under residential education.

10.2 Efficient Use of Funds:

The administrators of residential education will have to do cost-benefit studies to determine what the actual impact of residential as well as integrated education would be. The studies of Clifford E. Howe show that a tenth grade class made up of 20 normal students and 5 handicapped pupils, team taught by a regular and a resource teacher, would be an efficient use of residential education funds. In this way, the resource teacher would probably not have more than the 5 handicapped children at one time during the traditional resource room sessions. Thus resource model is more cost effective than residential education. Whereas our studies as mentioned in chapter II reveal that the itinerant model of integrated education is even more cost effective than the resource model.

Norman Action, former Secretary General of Rehabilitation International concludes, "The promotion of institutionalized residential education facilities will consume resources that could have supported actions to reach thousands of people in their own communities."

Clifford E. Howe advocates that the present method of compliance will not yield information on quality of programmes. Cost must become a variable to consider in evaluation; i.e., the benefits of a less expansive resource programme should be weighed against those of a more expansive residential class placement.

11. Administrative Convenience

11.1 Effective Supervision:

As a residential school is a compact socio-technical and economical entity, it has in-built advantage of administrative convenience (Frampton, 1956). The chief manager is able to supervise functioning of each unit effectively and regularly. An informal management information system, centralized system of decision making and oral and personal method of communication is adequate.

Generally, the residential schools have highly centralized systems of purchase, Inventory, accounts, personnel, grievance counselling, public relations and monitoring of education and extra-curricular activities. As almost all the activities happen within a compact campus, it is possible for the administrator to maintain close and regular vigil and monitor all the functions viz. business and finance, personnel, public relations, and ancillary or pupil services (Clifford E. Howe).

Most residential schools have limited span of control. Most of the decisions are highly centralized. Generally a single individual dominates the linear structure. The personality structure of this person
becomes an important part in the organization structure. As the informal administrative systems are evolved, monitored and controlled by a single individual, residential schools reflect administrative convenience.

11.2 Complex Administrative Entity:

Whereas in case of integrated education, the beneficiaries are scattered over a vast geographical area, itinerant teachers are most of time travelling, there are no physical institutional boundaries, services of teachers are parallel to that of regular education, teachers have to maintain links with the parents, teachers, administrators of regular school and the community. Thus Integrated education emerges as complex administrative entity. The organizers need to develop an effective management information system with formal and periodic reporting, review meetings and a system of efficient monitoring and control. The integrity of the teachers and accuracy of reporting becomes very essential.

The administrator of integrated education has to play an important role of supervision, monitoring, control and motivation of the field team. He has also to devise a parallel system of verifying reports of field staff. He also needs to develop a system of distribution of educational material, monitoring movement of staff and maintaining close links with the administrators of regular education. Thus management systems for integrated education should be better planned, effectively executed and periodically evaluated and improved accordingly.

12. Volunteer and Peer Tutoring in Education

12.1 Need for Services:

Due to visual deficiency, blind child is generally not able to utilize the print material except in case of low vision child using large print. This limitation can be overcome by providing braille material as well as recorded audio books. It has been established that services of volunteer or peer tutoring are essential, particularly for daily lessons, reference material and doing home work etc.

12.2 Definition:

Tutoring is not a new concept. Peer tutoring has been defined as one person providing instructional assistance and guidance to another (Cohen, Kirk & Dickson, 1972). In residential education, relatively few studies have been reported on peer or volunteer tutoring and these show that peer tutoring for the handicapped benefits both the tutor and the tutee. (Clifford E. Howe).

12.3 Residential Education:

In most of residential schools, there is no scope for tutoring of blind children by the sighted peer as there is hardly any interaction between blind children and the sighted world outside the premises of the school. Only while writing exams, services of sighted writers are availed which hardly promotes any interaction between the writer and the blind child.

12.4 Integrated Education:

Whereas in case of integrated education, there is more scope for interaction between the sighted and blind children. In fact, the tutoring of a blind child by the sighted peer, family members or the itinerant
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teacher is most essential. It enhances social integration, individual acceptance and social adjustment of a blind child. Shore (1986) feels that such interaction can enhance self-esteem, confidence, and social skills of students with special needs and promote understanding and acceptance by students with special needs.

13. CONCLUSION

The United Nations have duly recognized the human rights of the disabled including the right to appropriate education. The Article 45 of the Constitution of India enjoins on the state to provide universal, free and compulsory education to all children upto 14 years of age (including the disabled).

13.1 Shift from Charitable to Educational Activities:

Historically and traditionally, residential education of the blind has always been a charitable activity. Blind children have been admitted to these schools on the initiative of the school authorities and parental interaction has been negligible. Whereas integrated education, a recent phenomenon, is emerging as a true educational activity encompassing all elements of early intervention, regular education, human resource development, counselling, social integration and parental involvement. A blind student is covered as a student of a regular school and is not as an object of charity.

13.2 Effectiveness of Resource Utilization:

The most significant development in the field of education of the disabled in India is its inclusion in the national policy on education (1986). The policy lays emphasis on the removal of disparities and the need to equalize educational opportunity for all. The effectiveness of resource utilization in education is an essential factor for justifying enhanced resource allocation for education. As the ultimate objective is enabling the individual to get best out of his own environment and to utilize the individual potentials to the optimum level, the logic of human resource development is applicable to all children including the disadvantaged ones.

13.3 Economic Viability of Investment in Education:

The expenditure on education constitutes an important form of investment in economic development. The investment in residential education and vocational training has a definite role to play in the incremental earnings of the blind. It will result into adequate returns on investment which justifies promotion of education and training of such disadvantaged groups. It would not only bring about economic development, it would also enhance equality. The education of the disabled is thus justified from the point of view of equity as well as social justice.

13.4 Limited Scope for Tutoring:

In most of residential schools, there is no scope for tutoring of blind children by the sighted peer as there is hardly any interaction between the blind children and the sighted world outside the premises of the school. Whereas in case of Integrated education, there is more scope for interaction between sighted children and blind children.

13.5 Organizational Structure:

The analysis of the existing organizational structure of various modes of education reveals that integrated education has a well planned organizational structure consisting of four tiers. Whereas
residential education has a linear structure consisting of only two tiers - the concerned state department and the residential schools. Thus integrated education is a step towards regular education, acceptance of the disabled like any other student and conferring of equal rights on the disabled. The organizational outlook of a residential school resembles more to a closely held over-protected charity than an educational institute.

As a residential school is a compact entity, it has in-built advantage of administrative convenience, whereas integrated education emerges as a complex administrative entity. The organizers need to develop an effective management information system with formal and periodic reporting, review meetings and a system of efficient monitoring and control.

From the point of view of cost effectiveness, economic viability, economic gains, social desirability and political will, it is more desirable to promote integrated education. With the same level of resource allocation, it would be possible to enhance coverage of blind children four times as compared to that under residential education.

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