"Administration", it is said, "is a moral act and the administrator is a moral agent"\(^1\). "Administration, primarily is the direction of people in association to achieve some goal temporarily shared. It is the inclusive process of integrating human efforts so that a desired result is obtained"\(^2\).

"Administration is a long and slightly pompous word, but it has an humble meaning, for it means to care for or to look after people, to manage affairs: the administrator is a servant and not a master"\(^3\). "The term administration may be employed in Political Science in two senses. In its broadest sense, it denotes the work involved in the actual conduct of Governmental affairs. It is thus proper to speak of administration of legislative branch of Government, the administration of justice or judicial affairs, or, the administration of executive power as well as administration of affairs of administrative branch of Government, or the conduct of the affairs of the Government generally"\(^4\). "It is the systematic ordering of affairs and the calculated use of resources, aimed at making these things happen which we want to happen and simultaneously preventing developments that fail to square with our intentions"\(^5\). In short, in

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2) Ibid, Page 2.

John Walton says, "That activity which maintains an organization and directs its activities towards the accomplishment
its broadest sense, administration can be defined as the activities of groups co-operating to accomplish common goals. L.D. White rightly points out, "administration consists of direction, co-ordination and control of many persons to achieve some purpose or objective".

Viewed from these angles, the extent to which the educational administration of Orissa can be claimed to be an 'administration', is to be determined. This administration is neither moral not its administrators represent any morality. In this context it is not the result of associative action, nor this administration is the servant of its promoters. In its legislative sphere, it has framed contradictory rules, its executive

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3) E.N. Gladden: An Introduction to Public Administration, P.18.
6) Simon, Smithburg & Thompson: Public Administration, quoted from Dr. A. Avasthi and Dr. S.R. Maheswari, "Public Administration", P.5.
8) The 'administration' also exercises rule-making-power. When such laws are framed, these are known as administrative laws. Administrative law deals with the manner in which the public bodies are organised and function, and with the problems concerning their inter-relation, powers, responsibilities
action is discriminatory and its quasi-judicial functions are never performed, properly. It has no fixed aim, nor any calculated or planned use of resources. This administration functions etc. For discussion please see André Mathiot, "Administration in France During the last Thirty years" in "Contemporary Political Science", P.406.

In the Orissa educational Administration, this theory of role-relationship of rules is not followed. Rule 4 of the Rules framed by the Governor under Art. 309 of the Constitution on 19.7.71 and notified vide Notification No.19637 dated 19.7.71 conflicts with Government Notification No.21899 dated 1st May, 1981. Both the notifications are supposed to be operative now.

9) For sake of argument if serial No.380 (1964 entrant) of the Orissa Civil List (containing names of O.E.S. Officers) earns a promotion to the post of Professor in Sociology he becomes senior to serial No.110 (joined 1959) who is Reader in History and as such was not considered for the post of Professor of Sociology. Though this case is hypothetical some such concrete instances have been provided as Table 10 to this dissertation. The Orissa Educational Service is fabulously rich with such instances.

10) Hundreds of representations including some to the Governor and Chief Minister are pending for years and no decision has been communicated, though there are Book circulars issued by the Government to the effect that no representation can be kept pending beyond three months.

11) This 'administration' is unplanned and its goal constantly
in 'groups', but not to accomplish any 'Common' goal. The 'directions' of this administration are either confusing or non-existent, as narrated earlier. Coordination is sadly lacking and the control-relation is faulty and ineffective in some fields, and arbitrary in the rest. Since the two new Directorates are yet to establish evidence of their efficiency and utility, these observations are very true in regard to the Directorate of Higher Education that has succeeded the old composite Directorate. Some wise Directors who sincerely tried to straighten matter, could visualise the magnitude of the problem and chose other forums to divert their valuable energy and time. Occasional success, achievement and hopeful symptoms are there, but these are not many and for this success, credit goes to individuals who had to pay very costly penalty for such minor achievements.

In course of an indepth interview the Investigator learnt that the powers of the Director are not adequate to function effectively, but another such interview also revealed that loss of power is not the cause, but the effect of ineffectiveness and misuse of powers by the Directors. Whether it is cause or effect, the truth is that the Director has no power and wherever shifts. In a narrow sense a part of it may be taken as 'administration'.

12) This was the view two former educational administrators who were interviewed in depth.

13) Some people have succeed partly, but none could enjoy the opportunity to attack the citadel of the vested interest.
it exists, either that is not used properly or not used at all. The variations in this field are personal and not institutional.

Ineffectiveness of educational bureaucrats and improper management of administration have not only created difficulties for the Government, but also have been seriously resented by the employees, and their associations. They have frustrated the basic purpose of administration of education and educational administration. It is true that there have been no planned development of education in Orissa and no fairly long-term educational policy of the State. But whatever policy and plans have been formulated these are not being implemented properly due to want of administrative planning and administrative policy. Most of the problems connected with the employees are the effects of administrative lapses. Close examination reveals that in most of the cases of grievances of the employees, vital questions of policy are not involved. These are primarily the problems of administrative policy and of attitude. These are the results of lack of flexibility and derth of humane approach to meet human problems. Wherever rigidity exists, it is not the rigidity of

14) Out of the 'demands' of the 'Mahasangha' during their agitation in February-March, 1983 only three involved policy-decisions. About sixteen were purely routine matters involving implementation of the principles agreed to by the Government at various points of time in the past. "Sikhya Samashya", February-March, 1983, P.21. It is the monthly organ of the Sikhya Mahasangha of Orissa.
attitude, a sort of closed mind. Similarly, wherever flexibility exists, it is not the flexibility to help a distressed individual, but the flexibility at the cost of rules to confer undue benefit upon somebody at the cost of another. The rules are not followed, some persons feel neglected and humiliated. Those who gain, they are apprehensive of losing it, the Government is embarrassed, the beneficiaries and losers alike do not administer 'education' and the whole picture is one of confusion worst confused.

This state of affairs has been resisted by the employees of all sorts. Despite the fact that employees associated with administration of 'education' at different levels have different problems and among the employees administering same 'education' at same levels of the 'system' have different problems depending upon the nature of their employees, invariably mal-administration is their common target.

The teachers of Government colleges have many problems. In the absence of a set of well-established reasonable rules and their proper implementation, each teacher has a set of problems. Equality of promotional benefit, formation of cadre rules, etc.

15) Ibid, P.21. Particularly 'Demand No.3' regarding fulfilment of commitments may kindly be examined.

16) It has been primary demand of the O.G.C.T.A. In their Annual Conference in G.M.College in April, 1983, they have reiterated the same demand again.

17) The O.G.C.T.A. had demanded repeatedly to frame cadre rules and rules of promotion. Their arguments have been alternative to each other. They say if Orissa Educational Service is one...
unambiguous and reasonable definition of seniority have been their principal demands. They are grouped together in an association known as the Government College Teachers' Association (O.G.C.T.A.) and it has been recognised by the Government. This association is supposed to articulate the common interest of all its members and not of any person or of any section. But as classification of all Lecturers and educators into one cadre of Orissa Educational Service is faulty, sectional interests assume importance. This Association consists of groups in which the members are grouped according to their problems. Invariably, each subject represents a group. In practice taking the advantage of temporary majority (mostly stage-managed) members of this Association have not refrained from using the Association promoting sectional and in some cases purely personal interest.

Cadre, when serial 120 has been promoted to a higher post for which serial 119 and others have not been considered, serial 120 cannot be senior to them. If it is not one cadre, serial 120 may earn a promotion, but cannot be senior to serial 119.

18) Because the system of interest aggregation is poor and weak, the O.G.C.T.A. could not succeed in making its voice felt.

19) In 1963-64 a Secretary of the O.G.C.T.A. who used the Association to his personal advantage, mentioned in his report as Secretary that Lecturers in Economics had claim for appointment as Reader in Political Science. On protest and point of order being raised by a member in the meeting, the report was suitably amended.
Sometimes, in order to give the dying Association a lease of life, the Association adopts conflicting resolutions on the same matter and accommodates conflicting groups of individuals and their group interests. The O.G.C.T.A. has been dominated by personalities. There have been instances of individuals acting as leaders of the Association, promoting one principle in public while working for cross purposes secretly and thus, betraying the Association in order to extract illegal privileges for them.

In some cases persons have instigated trade unionism among the teachers who are Gazetted Officers, brought the teachers to streets and have utilised the Association to occupy positions of importance on the hierarchy of education. Such gross betrayals are many and frequent. But the teachers are yet to learn that there is also pleasure in suffering with dignity for sake of a principle.

20) In 1974 there was another attempt to take recourse to agitational methods by some who wanted to use the Association to their personal advantage. Most of the teachers were dragged to the streets. At last good sense prevailed and the agitation was withdrawn. But some persons who were brains behind the agitation have been comfortably installed in key positions now.

21) In 1982 there was another 'cease-work' movement by a section of the O.G.C.T.A. The leaders of movement betrayed their followers whom they instigated and finally joined work secretly when the blind followers quoted difficulty. It gives the appearance of "deliberate problem creation" of Moor's conception (Wilbert E. Moore, "Social change", P.60). The leaders of the movement were adequately rewarded.
The teachers of the Government colleges who supply the bulk of educational administrators of the State are of five different classes. There are some who have been the beneficiary of the mal-administration and faulty rules of promotion. They are busy in defending themselves and to retain the office they hold. They neither administer 'education' nor manage the educators properly. The second category of persons, about half of the whole cadre of O.E.S. have either been superseded legally or illegally without the requirements of natural justice being met, or have no chances to go up at all\(^{22}\). Naturally, they do not have interest either as educators or even as Government officers. Some of them are exceptionally good but have been rejected without any fair trial. It is a blow to the administration. A third group of very brilliant people, who have potential-

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\(^{22}\) Teachers in philosophy, Political Science, Sociology, Sanskrit and Home Science etc. have no chances to be considered for Professorship. The Director vide the circular letter No.42596 dated 17.10.81 befooled the teachers of these subjects asking from them for informations regarding appointment of Professors knowing well that posts of Professors did not exist in those subjects. It added insult to injury. In face of Government Notification No.21899 dated 1st May, 1981, the aforesaid circular letter does not appear to have been issued with bonafide motives.
ities to be developed, gain from the experience of the second category and they leave Educational Service for other comparable or even apparently inferior openings. A fourth category of persons, who have got into service by some chance and develop indifference, work mechanically and occasionally try to bag advantages if available. The last category consists of youngsters who come either because of their ignorance about the Service and its prospects, or as a stop-gap measure, or because alternatives are not available and work normally till they taste the bitterness of the Orissa Educational Service. The Investigator learnt that some officers appointed to the Orissa Educational Service in 1972 on adhoc basis are still continuing on adhoc basis till April, 1983.

The state of affairs in Orissa Educational Service is peculiar. Many bright people have left this Service out of disgust and these of them who could not leave are disillusioned. The pay structure has been such that consequent upon a revision of scale a Reader joining as Reader in 1978 gets the same salary as a Reader joining in 1969, but between the two, the dependents and commitments of the latter are much more and duration of potential employment is less by ten years. In a hierarchy-based society full of corruption, a society in which expectations are much more than available resources, in which there is a wide gap in the income-structure, and between money income and real-income, teachers in the Government colleges are very conformably placed. If they are considered as 'educated' they symbolise that education entails poor employment opportunities. Had they been like their counterparts in the
Universities, it would have been different. But they are 'Government servants' and chained by many and varied rules of discipline. As compared to the officers of their status in other services of the State Government they are much inferior and are comparable only to the officers of lower status even of non-gazetted status. Even though Ferdinand Toennies\(^2\) states that higher education is directly linked with better occupation and status, in Orissa particularly, education has no relationship with occupation and status. Rather education, inferior occupation and lower status are interconnected in Orissa. It has been rightly said that social status of an individual depends upon his occupation and status of an occupation depends upon its social usefulness and scarcity\(^4\). The interaction of these two fac-


\(^4\) Talcott Parsons—quoted above, P. 427.
tors determine institutionalisation of social status. For 'educators' in Orissa, no special qualification is necessary. Orissa does not believe in aptitude test, psychological test, does not impart as a part of education any special training in any vocation. Anybody, who procures an M.A. degree acquires a 'right' to be a College teacher. Because of expansion of 'education' on political considerations, many sub-standard colleges of different sorts have come up. In Orissa, 'usefulness' of persons and professions depend upon their 'nuisance-value'. Viewed from these angles, college-teachership and for that matter job of any educator in Orissa represent neither usefulness nor scarcity, though "good teachers" (who never get any recognition) are scarce. In Orissa, teaching profession during the last few years has been regarded as institutionalization of social inferiority. Prof. Harry M. Johnson points out, "Poor education leads to poor jobs and poor prospects, poor jobs are partly responsible for poor housing. Poor housing is related to lack of sleep, lack of family independence, lack of supervision of children's recreation, poor facilities for studying, difficulty in getting married .......... The children will drop out of school early and drift into essentially the same pattern of life of their parents have." That the people of teaching


Richard P. Taub has collected the views of some career bureaucrats regarding University teachers of Orissa.


26) Ibid, P. 171.

profession are in distressed condition has again been corroborated by Richard Taub who writes "educators fall short of a desirable image, according to respondents. Common responses were that they do not take enough personal interest in their students; they are involved in politics, both in and out of University; and they do not do any research".

Richard Taub points out that in the order of precedence, the Principal, Ravenshaw College (an Additional Director in the Orissa Educational Service) is much inferior to a Collector even to an A.D.M. and an S.P. A Deputy Collector becomes A.D.M. after about fifteen or twenty years of Service, whereas it takes at least twenty five years for a Senior officer of the O.E.S. (after all manipulations and illegal favour) to become Principal, Ravenshaw College. Again, there are five such posts for four thousand employees. There have been instances of Class II Sub-Divisional Officers inducted as Presidents of the Governing Bodies of Private colleges in which a Class I officer of the O.E.S. is posted as Principal on deputation. It becomes worse, when some local lawyers are grafted into the Governing Body in which case, the meetings of the Governing Body provide the scene of a court of an executive magistrate and the Principal as the permanent accused. Such a Principal is to control a college with a huge staff, manage Finance and 'educate' the community.

Teachers of the Orissa Educational Service are a set of demoralised people. As L.D. White points out if morale refers

to "the inner passion of an individual or a group"30, or "a state of mind in which men and women voluntarily seek to develop and to apply their full powers to the tasks on which they are engaged by reason of the intellectual or moral satisfaction which they derive from their own self-realisation, their achievements in their chosen fields, and their pride in Services"31" overwhelming majority of the members of the Orissa Educational Service do not give any evidence of this sort. If "morale is both, an index of a sound employment situation and a positive means of building of an efficient organisation"32, the Orissa Educational Service miserably falls short of that requirement. The Government, the society, the educational bureaucrats (who have gone from Teachers' rank), the teachers individually and their method of aggregation of their interest through their Association: all are responsible for the present impasse. Frequent transfer is a weapon to harass these educators who move from place to place with their ill-fed, ill-clad and sickly children in search of a shelter making a series of compromises for a tolerable living for their family. Some of them who have no mobility or capacity to be mobile for various reasons, shuttle between the corridors of Gandhi Bhawan, the Sachivalay and some

30) L.D. White, "Introduction to the study of Public Administration", P.455.
31. Ibid, P.450.
32. Ibid, P.450.
known, unknown, indirectly known or semi-known or made-to-be-known political benefactors\(^{33}\). For this misery, the academic bureaucracy is responsible and to this situation career civil servants and political bosses are indifferent. During the days of examination, they are intimidated, assaulted, sometimes some of them lose a limb or two, but they are hardly dealt with decency and decorum. This unpleasant experience is in turn reflected in the class room and also in administration if and when these frustrated individuals go up by chance. Every phase of 'development' of education has been characterised by further decline in standard, values, performance, image and ideal.

The teachers of the Universities are fairly better. They are parts of All India Pattern and their local problems are sorted out at local levels through the Utkal University Teachers' Association or UUTA, Sambalpur University Teachers' Association or SUTA and Berhampur University Teachers' Association or BUTA. In these three Universities problems connected with the personnel are sorted out in the conference of Vice-Chancellors and hence there is some uniformity in the matter. The non-teaching employees have a common federal forum consisting of all the non-teaching employees' Associations of all the Universities of the State and the federal Association is affiliated to an All India Association.

\(^{33}\) The Orissa Government Servants' Conduct Rules, 1959 (quoted above), Rule 23 prohibits such 'canvassing'.

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The teachers and the non-teacher employees of the non-Government institutions share the same fate as their counterpart under the Government, but they are more effective in articulating their interest in a common forum. All teachers and non-teaching employees of all non-Government educational institutions have formed various associations like AONGCTA (All Orissa Non-Government College Teachers' Association) etc., and all these associations taken together have formed a federal type of association known as "Sikhyak Mahasangha" (All Orissa Federation of Teachers' Organisation). This Mahasangha is again affiliated to the All India University and College Teachers' Association. They put forth their demands, take recourse to agitational methods and finally succeed. It appears, when they formally put forth their 'demands' the educational bureaucracy invariably under-estimate the problem and its consequences. When the situation becomes serious, the Government helplessly surrenders. It has become an accepted pattern since 1968 and all Governments irrespective of their party complexion have allowed the history to repeat.

Between 1969 and 1983, the Sikhyak Mahasangha has organised five major strikes in various forms. The demands of the 'Sangha' are primarily of three different types. (1) Some of these relate to policy and on such matter political decision is necessary. These matters include formation of an Education Corporation, consultative status to the Mahasangha on the matters

34) "Sikhya Samashya" (a monthly organ of the "Sikhyak Mahasangha"), February-March, 1983), P.21, Demand No.1.
of formulation of educational Policy, abolition of junior scale for Lecturers etc. (2) Some of these matters are purely routine matters. These include performance of duty regarding recognition of schools, delay in refunding CTD money for five years despite a number of commitments on part of the Government not to delay it further, whether payment to the teachers be made through bank or in cash or through management etc. These matters are purely routine matters and for lapses if any, responsibility could have been fixed. (3) Certain other matters are administrative matters. In these matters decisions may be taken after examining the implications involved. These include, the mode of payment of grant-in-aid to the management, whether all physical Training Teachers irrespective of their qualification should be taken as one group, whether the Laboratory Assistants be considered as 'teachers' or whether their designs be changed to that of Demonstrators. Timely action by the bureaucracy in many occasions could have saved the Government from many undesirable situations leading to conflict-resolution and tension-management; and bitter relationship between Government and teachers could have been avoided and teachers' image in public and before the students in particular, could have been better.

35) Ibid, P.21, Demand No.6.
36) Point No.11 in the statement of the Education Minister in the Orissa Legislative Assembly on 14th March, 1983, quoted from "Sikhya Samashya", quoted above, P.50.
37) Ibid, Point 16, P.50
38) Out of several demands of the Mahasangha in February-March,
Inch by inch, by collective bargaining and threats, the Mahasangha has extracted most of its requirements. The Mahasangha has organised some symposia and seminars. But neither the Mahasangha, nor its weak, divided and disillusioned counterpart in the Government colleges known as O.G.C.T.A. has succeeded in improving the standard of teaching, research, qualitative change in the institutions or in bringing about improvements over the existing educational administration.

The teachers of primary schools are very poorly paid and symbolise humiliation and suffering. They serve many masters

1983, sixteen were reportedly purely routine matters.

F.G.Riggis says, "The victory of revolutions/impulses tend, by contrast, to bring to the front regimes which are unable to govern effectively and also leading to reliance on coercion". F.W.Riggis, "The theory of Political Development", in James Charlesworth "Indefiable Approaches to the study of politics and Government". If this analogy is applied to the instant case, the future appears to be bleak.

Similarly J.C.Davies observes that a revolutionary state of mind on enlarging its demands from one premises to another.


Similarly, the seriousness of the demand of the employees for full restoration of autonomy of the University under Law 75(4) of the University Statutes of the three Universities and their strike in May, 1983 may be considered.
and as stated earlier, they are the agencies of politicization of education. They thrive not because of their merit and sincerity, but because of political backing. They do not work and do not mind their duty. They, education, students, society and development all are connected and all suffer together.

The teachers of Government M.E. Schools and Government High Schools of different sorts have their problems, demands, indifference by the Government attempts at bargaining and ineffectively there. Effective threats and consequential disillusionment are also.

The entire body of teachers in Orissa may be divided into five categories. There are some, who are beneficiaries of the unscientific system and in consideration of their calibre, they pose to be sincere and loyal to their purpose. They constitute an insignificant minority. A second category of personnel are very sincere irrespective of the effects of such sincerity. They also constitute a small minority. A third category of people are silently critical about the system because

40) For example, among the Primary teachers, there were 1487 Graduates and 30 Post-graduate degree holders in 1981. For details please see the Report of the Fourth Educational Survey, Orissa, 1982, P.142 (Government of Orissa Publication).

41) In 1981, there were about 130,000 teachers of all categories out of which about 120,000 were school teachers of all descriptions. The rest ten thousand were college and University teachers. There were three thousand teachers in Government colleges and three hundred in the Universities. The rest were in Private colleges.
they have been severally and repeatedly handicapped. Keeping such individuals in view Lucian W. Pye wrote, "People who have been disappointed too often can not be effective agents for the great and demanding tasks of nation-building". They constitute a very large majority. They perform routine work and have no sense of involvement. A fourth category consists of persons who are handicapped but indifferent. They constitute a fairly large percentage. The last category consists of persons who have been massacred by the administration, they are actively resistant and they pose real problem. A true administrator must make proper use of the persons of the second category, minimise the number of persons belonging to the third and fourth category and must study properly and manage the persons of the fifth category.

The solution does not lie in adopting coercive methods. Only to please a political boss if a senior Principal who wants to correct or group of deviant students is humiliated the purpose of pleasing the political boss might be served

42) Lucian W. Pye, "Aspects of Political Development", P.76.
43) Gunnar Myrdal writes, "A substantial improvement in both social status and salaries is essential if the above young people are to be induced to accept teaching as a career". Gunnar Myrdal : Asian Drama, P.1822.

John Walton writes, "The role of teacher in Society also reflects the essential contradiction. He is paid homage, but little money; his profession is honoured, but as a person he is thought to be tedious or pathetic. Under the content scrutiny of the public, he is badgered and pressured
temporarily and might confer upon the political administrator temporary benefits but defeating the basic purpose of education. Similarly, reversion of a Principal as a teacher in the same college to work under his one-time junior colleague in the same college goes against the Principles of administration. These instances might be seen unusual, but in Orissa, such cases are there and not rare.

Education does not mean only class-room lectures. It is a continuous process. The students do not follow the words of the teachers only; rather they watch their wisdom, conduct, manner, behaviour, attitude, demeanour, their character, image, social position. Accordingly they form impression, by an incredible array of persons and organisations; but personally he remains a stranger, an important but peripheral and individually an expendable member of society".

John Walton : Administration and Policy-making in education, P.156.
The Education Commission of India (1964-66) write, "The quality of education is largely determined by the skill and ability of the teachers who man various institutions".

Also see "The Fourth Five Year Plan : A draft outline" in "Report of the Education Commission".

See also Humayun Kabir : Education in New India, P.151-153 and P.199.

fix up ideals and follow one or more or some. An ideal teacher should be mentally, morally and physically sound and the administration should be considerate enough not to damage reputation of teachers unless it is really necessary in the interest of justice. But such an attitude is sadly lacking in the contemporary society in Orissa.