CHAPTER IX

SUMMARY OF THE OBSERVATIONS

Every organised human society, irrespective of its degree of development, takes up some activities. Each activity, having a defined purpose, should be based upon a suitable policy. The suitability, soundness and worth of a policy are realised only after its proper implementation. Proper or successful implementation of any policy depends upon the machinery of its enforcement. If the machinery is ineffective, inadequate or outdated, the most well-formulated policy cannot be implemented in its totality, and the desired result of the activity cannot be achieved.

Success of a policy depends upon its planned execution. If parts of the policy are implemented piece-meal and in an unplanned manner, even the most sound policy implemented by the best machinery cannot fulfil its objective. Planning of an activity includes planning of available physical and material resources, and as the resources are limited fixation of priorities assumes importance. Furthermore, as the machinery of enforcement consists of human factors which are variable, for the purpose of continuity and orderly execution of the formulated policy, the enforcement action should be processed as a system. In the absence of a well-formulated policy, suitable planning of available resources and creation of a system that operates as a process, the activity can not fulfil its immediate objective and ultimate goal.

As an activity, education has some short-term objectives and one broad-based and defined goal. That goal can be
achieved only if it is based upon a sound policy and develops into a system. A sound educational policy, implemented by an effective machinery as a system, contributes a lot to political democracy. It stabilises the political system, strengthens the political culture, provides impetus to increasing political participation, acts as an agency of social change and modernisation and promotes rapid economic growth. Simple value-oriented goal of education is not enough, unless it is also development-oriented. The educational policy needs to be a well-formulated policy, operating in a planned manner within the framework of a system. The machinery for enforcement should be efficient at work and effective in getting the work done. In the absence of any one of the constituents, such as, an immediate objective, a clearly perceived goal, a well-formulated policy, proper planning, a sound system, an effective and efficient machinery etc., the activity fails to be the right type of activity.

In a democratic society, the effectiveness of education, as a principal means of social change, depends upon its adaptability to the changing needs of the society. Education, no doubt influences the society and politics, but it is also influenced by politics and society. Its role, goal and contents change in the changing society. The role, goal and orientation of education in an independent state, particularly in a democracy are much different from what these under a colonial regime. In addition to normal roles and functions of education, in a democracy, it reflects and strengthens the constitutional system, political culture, enriches the social environment, acts as a means of economic growth and orderly social change.
In a democracy, education also faces some provocative challenges. Every educational system, operating in a democratic society must meet those challenges. The first group of challenges are philosophical challenges. In a democratic society, education becomes broad-based and universal. It loses its elite-character. Hence, in a larger area of the society, there comes a change in the attitude to education, whereas in other area, the people refuse to appreciate the change. The change in attitude to the philosophy of education assumes a problem. The second group of challenges are the challenges of numbers or population challenge. This challenge is a corollary of the first one. Consequent upon democratization and universalisation of education, demand for education increases, the number of institutions and strength in each institution increase. Hence, new problems arise.

Universalisation of education also results in demand for varieties of education in order to suit to the different sections of the community and to the people of varied calibres. Hence a new set of problems arise to be met. New structures are created, role-relation of the structures with each other is to be determined and those are to be fitted into the educational system. Democracy itself creates a problem, thus, the fourth challenge develops. Under a colonial system, people do not enjoy the right to education. In such a system, education becomes a privilege kindly extended by the colonial rulers. But in a democracy when education becomes a social right it entails accountability of the Government to the people. Education becomes a matter of public scrutiny.
In an undemocratic state, as force and fear dominate, society is relegated to the background. But in a democracy, society has its own importance. In a democracy education helps the administration in building up a society. The task of building a coherent and balanced society is another problem that education faces in a democracy. The sustainance of a democratic system depends upon its degree of economic development. Unless education looks after productivity, the democratic purpose of education can not be fulfilled. The problem of increasing productivity to the maximum limit is the problem that education is to face. Eighthly, in a multi-national state, the task of national integration is very important a challenge that is supposed to be faced by education. Education is to be oriented as very important a factor of national integration.

Finally, and perhaps the most important challenge that education faces in a democracy is the administrative challenge. Universalisation and democratisation of education on one hand, non-availability of sufficient resources on the other, lead to politicization of education. Politicization creates substandard institutions, enrols sub-standard students, grafts sub-standard 'educators' and sub-standard and committed educational bureaucrats, and dilution of rules at all levels. On the other hand, public accountability demands neutrality, rule of law, efficiency and avoidance of patronage and discrimination. Reconciliation of these two needs creates a problem for education. Real and proper education is to be imparted by

the appropriate educators and in a well-planned process. The educators are also to be managed properly. In a colonial system, the administrators seat on the driver's seat and the educators pull the cart. In a democratic state, the administrators are bound to seek the co-operation of the people and the educators.

In order to meet these challenges that education faces in a democratic society, competent educational leaders are necessary. They should have talent to be converted by training to skill, they should be properly compensated so that their willingness to utilise their skill can be obtained. Their condition of work should be congenial. In order to retain and utilise their services, they should be given encouragement, recognition, incentive and promotion etc. Their morale should be held high and steps to boost up morale should always be taken. To perform all these and many other special functions of this sort, an honest, efficient, involved bureaucracy organised on honest and fair basis is absolutely needed.

Education became a matter of important concern of the state of Orissa after Independence of India. It has increasingly been conceptualised as a factor that promotes economic growth and in this sense, as an important area of investment. The people of Orissa have realised, "The greater the poverty of a country, the more difficult it is to achieve equality in education; but it is precisely in such a country that greater social and economic equality is essential for the creation of conditions favourable to development". They have understood

that "a correlation exists between the educational deficiencies and low economic level"\textsuperscript{3}.

Education in Orissa, has been the result of interaction of five different forces. (1) A remarkable degree of consciousness that the state of Orissa is extremely backward in the field of education. Naturally, there was an inherent tendency of her people to compare the attainments of the state in the field of education as compared to the other comparable states and her neighbouring states in the Union of India. (2) There was a genuine eagerness on part of the successive Governments of the State of Orissa to do their best for the expansion of education. (3) Inauguration of constitutional democracy made education a social right. Universalisation and democratisation of education led to increasing public demand for education, made it occasionally election issue and to its consequent politicisation. (4) Lack of proper and suitable advisers to the Government in the educational matters, did not allow the Government to formulate administrative policy in the matters of education, no prospecting planning, programme planning and administration could be possible. Hence, education could not emerge as a system having clear-cut goal-perception and having definite role-relations among the structures of education. (5) Finally, even though the pattern of education in Orissa is in no way different from what it has been in all other states of the Indian Union, the gap between the other

\textsuperscript{3} Ibid, Page 1826. Also see P.1536-38.
states of the Indian Union and Orissa is widening further because of lack of suitable, efficient and rationally-built educational bureaucracy.

Despite the fact, "educational form, which is generally costly, is more urgently needed in those countries that can least afford to pay for it"\(^4\), Orissa created some structures because of the factors narrated above. But their functions could not be determined and the process could not also be laid down.

In Orissa, the State has no long-term educational policy. Even there is no standing administrative policy on education. The immediate and short-term objective and long-term goal have not been clearly perceived. The goal has been shifting constantly depending upon the desire of the political boss who shapes and controls the education. If the goal of education now is to educate people for life in self-sufficient village communities and on basic education in next few days it may be to lay more emphasis on science and technology, and some days after on oriental and traditional studies\(^5\). Even though education has given the look of a balanced growth of all facets of education, to cater to the needs of types of people, a close examination reveals that all these indicate

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4) Ibid, P. 1826.
5) During 1952-56, basic education was given priority.
   During 1960-1966 Science and Technology were given priority.
   In 1980-81 Jagannath Sanskrit University was established with Puri as the Head Quarters.
   See also views of Prof. Das in Orissa Education Magazine, June, 79 P.5.
absence of a properly formulated policy.

Absence of a long-term administrative policy on education has resulted in non-availability a sound educational planning. Neither there has been long-term perspective planning, nor resources planning, nor any sort of fixation of priorities, nor any programme planning at the administrative level. Since 1949, all decisions and steps are 'provisional' and 'adhoc'. 'Adhocism' has been the guiding factor of education in Orissa between 1936 and 1983. Some structures have been created as and when found necessary, the volume of enrolment went on increasing, but the rate of growth, the relationship of structures, the ratio to form a hierarchy of education could not be settled. In the field of development normal sequence was not maintained. Secondary Education developed first, the question of higher education was taken up after that and finally the primary education was taken up. Even though Orissa was the pioneer in the field of Adult education, only some steps were taken in early fifties and nothing concrete was done till 1978.

6) Kindly see the irregularity of the sequence in Chapter III of this dissertation.

J. P. Naik - Educational planning in India, P. 19-20.

Gunnar Myrdal, quoted above, P. 1810-1814.

In this context planning includes policy planning, administrative planning, programme planning and operational planning. For further details, kindly see Marx: quoted above, P. 124-126.

Pfiffner: Public Administration, P. 85-100.

Millet: Management of Public Service, P. 56-60.
In Orissa, education could not develop systematically and hence there is no "educational system" in the state. Some structures have been created but those structures have no relationship with each other. The structures have been so unscientifically erected that restructuring those in order to give them the form of a system, has not been possible yet. There has been a jungle of structures, having no clear-cut goal perception and having between them no definite role-relation. In the absence of a 'system' effective perspective planning has not been possible.

There is nothing particularly wrong with education in Orissa. It shares all advantages and disadvantages of the national pattern. But since Orissa represents a distinct sub-culture, one does not find the imprint of that sub-culture in the educational structures of Orissa. Some type of spiritual

7) Adult education programme was taken up by the Satyabadi Vihar. Some steps were taken by the ministry of Biswanath Das in 1937. Similarly, some institutionalised steps were taken in 1948-1952. But systematic attempts are being taken only since 1978.

8) The Fourth Educational Survey Report, 1982 indicates (at page 49) that Higher Secondary Schools do not come under the educational hierarchy. So also the Gopabandhu Aurvedic Institute, Ashram Schools, Technical Schools etc. do not come within the 'system'.
and moral education has been necessary but is found wanting.

In Orissa, eventhough the attitude of the Government to education has been generally favourable, the approach to education has not been suitable and proper. There has been constant demand in the Orissa Legislative Assembly to spend more money on nation-building departments like education, Social Welfare, Health etc. in preference to police organisation and works etc. But the Government have never attached necessary importance to education. Hence, eventhough the volume of education budget has increased, in view of large-scale expansion and inflation, the real per capita expenditure on education has steadily declined. It has adversely affected the salary-structure, infra-structure of education, quality of building, equipments and teaching-aids etc.

Education has been allowed to expand in Orissa not for sake of education, but on political considerations. It


10) Kindly see the Table XIV appended.

Out of the twenty three people who touched the topic of expenditure on education, seventeen people expressed the view that the per capita expenditure was declining.

11) Out of twenty-eight respondants to the questionnaire concerning problems of expansion of higher education, nineteen respondants felt that the expansion took place not because of 'expansion' as such, but because of political considerations.
has also been allowed to expand to provide more jobs to people in the educational structures created by expansion with the decline in the real salary-structures of teachers of all categories, availability of alternative jobs for properly educated and brilliant people, and because of availability of large number of comparable jobs for fairly good teachers. The supply of right type of people as teachers has been limited. Hence, in the quality of teachers, their teaching, sincerity etc. steady decline has been noted. Thus, there has been quantitative improvement at the cost of quality. 

In Orissa, there has been a belief that the job of a teacher is very cheap and easy and any body can be appointed a teacher. Eventhough the Secondary Education Commission suggested to have vocational guidance bureau at Secondary school level, in Orissa no attempt has been made to examine the aptitude, temperament, personality of an individual for a job. As a result, one who does not get the job of a peon becomes a Primary school teacher or an unsuccessful candidate for clerk-ship becomes a High School teacher and such persons are never considered unsuitable for these jobs. Eventhough all the teachers are not of

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12) Prof. Rudolph and Prof. Rudolph - quoted above, P.10-10 and 35-36.
J.P.Naik, quoted above, P.108.
Humayun Kabir, Education for New India, P.151-154
Gunnar Myrdal, quoted above, P.1802-1803 and P.1785.
Thirty respondents who expressed their views on the standard of education, twenty seven expressed grave concern because of fall in the standard.
this sort, some teachers of this sort are sufficient to degrade the educational process 13.

Anxiety of all Governments coming to power in succession to provide better education than provided by their predecessor, together with incapacity arising out of ignorance and/or lack of resources to bring about any effective change and reforms, have led to a number of experiments at the cost of innocent students. New and unconnected structures have been created without the role-relation and institutional-basis being

13) During the field study the Investigator learnt that in one newly established private colleges, the 'Principal' was working as an Assistant teacher in the local High Schools to earn livelihood (as the Principal's job was purely honorary). Even though the motive is bonafide and noble, dual assignment of this sort having varied levels and norms of control is bound to tell upon the dignity of the office in a class-ridden society like that of India. In certain other colleges (the Investigator came across two such institutions) the potential (aspirant) Principals were working on honorary basis and collecting funds for the proposed college. Seventeen out of the total of twenty six respondents who dealt with the matter wanted Principals to be appointed only on academic and administrative considerations.
properly perceived. Pre-University and its abandonment; Three-year Degree course and its abandonment; Intermediate course, its abandonment and reinstitution; abandonment, rehabilitation and re-structuring of degree courses; internal assessment and its abandonment, institution of P.G. diploma and its abandonment, compulsory general education and its abandonment, semester system and its abandonment, fluctuating role of languages like English, Hindi and Sanskrit in Secondary Schools - all individually and together have contributed to confusion worst confounded. One may have to agree with Dr. Gunnar Myrdal when he says these structures are diploma-mills. Rightly therefore, these structures are subject to open public criticism and some- 

14) Fifteen respondents have expressed the view that in name 
of education a series of experiments are being made on the 
students. These experiments create confusion. 
Please see the views of Prof. B. Das quoted above on the 
matter. 

15) Gunnar Myrdal, quoted above, P. 1007. 
Edward A. Shils describes Indian colleges as spirit deade- 
ning machine. 
Please see Edward A. Shils, "The intellectual between Traditi- 
ion and Modernity: The Indian Students, P. 46. 

16) Prof. Rudolph and Prof. Rudolph, quoted above, P. 330. 
Prof. B. Das, quoted above. 
Also see his views in Orissa Educational Journal, Vol. XX, 
No. 2, June, 1979, Page 5.
Education in Orissa has been top heavy. Brick walls of Secondary School have been erected on the mud-base of Primary schools and on those walls concrete roof of the University has been erected 17.

In order to provide a better foundation to education, primary education is to be universalised. Provincialisation and universalisation have been the slogan since 1950, but it has not been possible to universalise it yet 18. A punitive law 19 making education a duty and providing for penal action for non-performance of duty under the law does more harm than good.

Education is a continuous and integrated process. If children between 4-14 are given free compulsory education, those who drop-out from institutions and who dropped out long back and are adults now, are to be given education 20. Hence, administration of education may be organised formally and informally. There must be co-ordination of efforts between the Nehru Juba Kendra, Adult Education Programmes at the central and State sector and informal education through the N.S.S., various voluntary agencies and Community Development organisations. Such steps were seriously lacking till 1978. Even now a systematic and coordinated effort has not been made. The whole approach to education

17) Views of East and Spate - quoted from Gunnar Myrdal, P.1808.
19) The Orissa Basic Education Act, 1951.
20) Twelve respondents indicated that adult education should be given preference.

See also Gunnar Myrdal, quoted above, P.1649 and 1809.
See also Orissa Review, June, 1979, P.45 regarding 6th Plan Priorities.
has been viewed from bureaucratic angles\textsuperscript{21}.

Western education demolished the traditional educational structures of India and introduced value-oriented western education. One set of values were replaced by another. But that education was colonial education was oriented from the viewpoint of Britishers keeping their interests in view. Simple values are not enough, unless these are development-oriented\textsuperscript{22}. The development-orientation is sadly lacking in Orissa.

Education in Orissa does not reflect the need and requirements of the sub-society. Agriculture being the primary industry of the people, proper education in Orissa must be agriculture-oriented. Education here has no relationship with the people, their life, problems, economic and social backwardness and their developmental needs\textsuperscript{23}.

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\textsuperscript{21} Twelve respondents are of view that so far education has been viewed from purely bureaucratic angles.

See also Ordway Teed: Art of Administration, P.59.

\textsuperscript{22} Ten respondents were of view that our education does not reflect our aspirations and is not development-oriented.

See also Gunnar Myrdal – quoted above, P.1621.

\textsuperscript{23} Out of eighteen respondents who discussed this problem, ten expressed the view that it should be agriculture-oriented and the rest might wanted it to be industry-oriented.

See the Report of the Education Commission, P.5-6.

See also Report of the B.C.Das Committee, P.160.
Like education elsewhere in India, in Orissa western education created abhorance for work\textsuperscript{24}, the 'educated' people did not like to soil their hands. Educated people and semi-educated people are in search of white-collar, easy-going desk-jobs job of idlers\textsuperscript{25}. When the other states of the Indian Union could get rid of this situation, Orissa is still lagging behind.

In Orissa, the rate of stagnation and wastage is very high. There is wide difference between the percentage of enrolment and percentage of schooling\textsuperscript{26}. Even though sometimes steps have been taken to increase enrolment, no concrete step has been taken to motivate people for education and to reduce drop-outs. As most of the adult parents are illiterate, no attempt at motivation becomes successful.

Along with the expansion of adult education, steps are necessary for organising continuing education for adults and neo-literates. Otherwise, there is apprehension of the adults and neo-literates forgetting what they had learnt. Such steps have not been taken.

24) Seventeen respondents were of the view that education is not and should be job-oriented and work-oriented.
See also Report of the Education Commission, P.488.
Gunnar Myrdal - quoted above, P.1802.


Also see Chapter 9 of the Fourth Educational Survey Report (of Orissa), 1982.
Proper expansion of education is dependent upon universalisation of primary education. The universalisation of primary education is dependent upon the attitude of the guardians and effective motivation of guardians. As most of the guardians are illiterate, universalisation of primary education depends upon adult education, adult literacy drive, non-formal education and continuing education of the neo-literates. It is also partly dependent upon the retention of the enrolled students for schooling and avoidance of stagnation, wastage and drop-outs. No systematic effort in this direction has been taken.

For young children, the environment in the school should be attractive. The teachers should be affectionate and lovable to be loved and respected, at least not to be feared and hated by the innocent children. Here the level of attainment of the teacher, his personal life, his attitude to life and society are more important. Fraustrated people, sadists, sceptics and persons having sceptic attitude towards life, attainments and society are not suitable for the purpose. But in

27) This is the view of twenty seven respondents.

See also views of S.P.Myre and R.Srinivasan - quoted above, P.689-691


28) S.P.Aiyer and R. Srinivasan, quoted above, P.689-690.
Orissa these factors are never taken into account. As "the quality of education is largely determined by the skill and ability of the teachers, who man various institutions" and "no system of education can rise above the quality of its teachers"\(^{29}\), with sadists and cynics as teachers, the young students can not be otherwise.

The Secondary schools and colleges through their desk-job-oriented curriculum and environment raise up the level of aspirations of the recipients so high up that it becomes difficult for overwhelming majority of them to attain that in practical life. Cynicism of early-school days, fraustration at the subsequent level and with a set of people as teachers at all levels, who are not adequately suitable to be teachers at all, make administration of education imperfect and socially harmful.

Education has no relationship with practical life\(^{30}\). It does not generate a sense of critical judgement in the recipient. The need to create better adults\(^{31}\) does not become possible. The curricula at all stages are conservative, do not provide room for free thinking, not production oriented and

\(^{29}\) Views incorporated on the Draft outline of the Fourth Five year Plan of India - quoted from Gunnar Myrdal - quoted above, P.1822.


\(^{31}\) Report of the B.C.Das Committee, P.160.

\(^{31}\) Gunnar Myrdal - quoted above, P.1781-84.

Also J.W.Airan (Ed) College Education in India, P.7.
relies more upon bookish knowledge. Education is too general and does not provide vocational training.

The 'educated' people in Orissa are still alienated from the mass and there has been a serious cultural cleavage. Education has not yet lost its elite character. It does not touch the common man. It is more so because of the existence of Demonstration Schools, Convents and Public Schools. Education is yet to develop as a mass-movement.

Education in its true spirit is offensive against ignorance, poverty, suffering and involves educated people with the community and social welfare activities for better and richer life in a prosperous community of educated and cultured people.

Till secondary stage, literature enjoys priority over science. The students are forced to read many languages. Hence, at the stage of secondary education, there is no time to be devoted to the study of vocational subjects and science. The syllabus is extremely rigid.

Due to the absence of effective and attractive terminal, vocational and technical education, demand for higher

32) Prof. Rudolph and Prof. Rudolph say that Indian education has lost its elite-character.

Prof. Rudolphs, quoted above, P.25.

But Gunnar Myrdal feels that the elite-character is still there, P.1800-1801.

See also J.P.Naik, quoted above, P.22 and 108.

Report of the Education Commission, P.112

33) Edward Shils, quoted above.
education increased. Increasing demand for higher education, multiplied the number of colleges. Colleges were opened on political considerations, the teachers and other employees were appointed on political consideration, 'teaching', 'examination', opening of new courses, subjects, posts were viewed from political angles. Medium of instruction, appointment of educational administrators, transfer, promotion, posting, rule-formulation and rule-execution were politicized. Necessity of the community, academic interest, quality of education, ultimate goal of education, morale of the personnel, future of the recipients and the time of administration, all such academic and rational considerations were subordinated to the all-pervading influence of politicization. As a result, like Rajasthan, in Orissa also educational development has not brought proportionate economic development.

Purposeless expansion of higher education; politicisation of education at all levels; lack of terminal and vocational out-lets at Secondary school level; grave physical deficiencies in terms of building; equipments, furnitures and books; sub-standard, ill-equipped and demoralised teachers, high-handed corrupt bureaucracy and an indifferent yielding society have contributed to the present state of affairs in education in Orissa. The work-shy desk-job seeker baboos come out of these institutions as half-educated semi-intellectual proletariates.

34) Prof. Rudolph and Prof. Rudolph, P.27.
35) Prof. Rudolph and Prof. Rudolph, P.62.
36) Report of Prof. B.C.Das Committee,
completely alienated from the traditional as well as modern society. As the creation of white-collar desk-jobs for half of them does not become possible, they swell up year by year the size of social out-castes who in course of time become a source of nuisance for the society and administration. Such persons go on joining different courses of education (despite non-availability of academic and financial requirements) only to postpone fraustration. Such students become the nucleus of student agitations, youth movements, demand concessions and pressing for reforms.

Despite certain minor variations of the Orissa 'system' of education from those of other states of the Indian Union, it is almost identical with others. Inspite of much similarity in the type of education imparted in other states of the Indian Union the backwardness of Orissa in the field of education can be located in its inefficient, poor, weak educational bureaucracy.

Lack of administrative policy on education, programme planning on education, absence of academic rules, formulation of faulty rules, poor enforcement of rules, politicization of all types of appointment, even admission of students, conduct of examination, performance of other academic duties suffer and all these contribute to improper administration of incorrect type of education.

37) Twentyfive respondents to the questionnaire expressed the view that despite the absence of educational policy to be administered, /an educational system and the long-term objectives of education, education could have been effective and the control over the personnel of education also could have been properly managed.
education and faulty-educational administration.

The parties contest election and their broad policies are endorsed by the electorate. But details of administration policy are to be framed by the bureaucracy under the guidance of the political bosses. The details of policy theoretically formulated by the 'Government' on the advice of the Civil Servants are broadly the policies laid down by the Civil Service. Unless the adviser has the experience and the knowledge of the field at grass-roots and at the same time has a broad grasp of the administration as a whole in the State, his advice is valueless. In educational matter such advice can be available from permanent Civil Service. Those who are considered suitable and are being appointed as educational bureaucrats are actually not always suitable. Hence, their advice has been valueless. They have failed to formulate a sound policy of educational administration of the Government to be implemented mutatis mutandis by the successive Government within the broad frame-work of their respective policies.

The aristocratic educational bureaucracy has not only failed to formulate an administrative policy for administration of education and administration of activities connected with the administration of education, but also it has failed in evolving a system that would operate. The curricula are faulty, rules of admission, discipline, examination and evaluation of performance are faulty. For most of these lapses responsibility may be assessed in educational bureaucracy.

Education and educational administration in Orissa have been completely politicised and have resulted in bringing weak and inexperienced administrators to power. A strong and capable person is not tolerated in the educational bureaucracy because weak and least experienced administrators in key-positions become only name-lenders and in their name, others run the administration. Through such name-lenders academic rules are framed, dropped, changed, executed and execution may be stayed if necessary, according to political needs. Politicization leads to appointment of sub-standard people as administrators provides gap in the rule-system, results in formulation of improper rules, improper enforcement of rules, discriminatory behaviour, elite-based administration over personnel, resistance, tension and deviant behaviour.

Most of the educational bureaucrats do not have minimum requisite qualification for the posts they hold. Educational administration is closer to 'patronage system' at the

39) Twelve respondents have expressed such view. The administrative posts are "selection" posts, wherein subjective satisfaction plays a major role. Out of a fit list or eligible list of persons, the personnel are finally chosen. Thus, even though the 'selection' is on merit, that merit is not objectively determined always.

40) Ten respondents expressed this view. This patronage system has resulted in promoting the accused from the dock to the bench.
top-most level and to 'spoil system' at the middle level. There is no reasonable nexus between the qualification of the officer and the duty supposed to be performed by him. Because of 'spoil system' (despite certain rules) in the planning cell of the Higher Education Directorate a Chemist or Zoologist or a Teacher of Sanskrit is preferred to an Economist or a Political Scientist. In the cell dealing with Sanskrit and Hindi, a teacher in English is preferred to a teacher in Hindi or Sanskrit. In all such appointments, rules, merit, sincerity are of secondary considerations.

In Orissa, the educational bureaucrats are untrained. Persons who are afraid of holding medium-type of administrative posts and shirk such responsibility repeatedly, may also be chosen as top educational bureaucrats in preference to trained and seasoned ones. It is believed that educational administration is very easy and that anybody without temporal mental preparation, personal traits and training may become an educational administrator and may occupy even the topmost position in the educational bureaucracy.

There is no fixed cadre of educational administrators. They are chosen as and when necessary. This selection is not based upon seniority, efficiency or any other objective norm of suitability, but on subjective considerations. Some rules are there but those rules are hardly followed. In the

41) Four respondents have stated that some persons who had no qualification, legal competence and moral right had been appointed to some high posts in the educational administration.
absence of a well-formulated disciplined cadre of administrators, the administrators are chosen in an erratic manner. Gradation list is maintained, not properly, but is never used. Seniors are placed under their juniors who become their controlling officers.

Selection of administrators is faulty. Physical fitness of the administrator is never taken into account. Attitude of the individual officer to life, his aptitude, character, antecedents and integrity are not taken into account. As educational administrators are to shape directly and indirectly the thought-process and behaviour-pattern of the young persons, they are supposed to be as perfect as possible in their outlook approach, manner, behaviour and having a sense of right and wrong. At least vindictive, unkind persons, persons responsible for direct and indirect acts of cruelty in the past are to be avoided. But Orissa, does not follow these requirements.

In Orissa, educational administration is dealt in the same manner as the general administration. Both are never

42) Dr. Appleby in his Report stated that certain personal qualities of the individual officer should be taken into account while examining his suitability. Report, Page 11.

A.D. Gorwalla also indicated in favour of some psychological test, P.64.

43) There are instances of students and employees committing suicide protesting against alleged acts of injustice of their teachers and controlling officers respectively.
considered to be separate. One does not find any peculiarity in educational administration. Colleges and Universities are crushingly hierarchical. Detachment, indifference and non-involvement are equally found in both. As a result, like the bureaucrats who are alienated from the people, the educational administrators are also alienated from the students. They are not acquainted with the problems of the students, are not involved with their difficulties, do not get any opportunity to understand them and they have no influence over the students. The students treat their teachers and teacher-administrators as they treat outsiders. It is not surprising that a canteen manager, a Sub-Assistant Engineer in charge of water supply of the college or in charge of electricity supply of the college are more important from the viewpoint of students than is a Professor of some other discipline in the same institution.

No systematic attempt has been made in Orissa to undertake any serious research on academic curricula, educational process, administration of education, administrative organisation of educational structure and evaluation of performance. No serious attempts were made before 1975 to exchange views on findings of research in these fields.

44) This view of Edward Shils has been shared by seven respondents.

45) This view of Richard P. Taub—quoted above, P. 202-203 has been shared by seventeen respondents.

46) Twelve respondents have expressed such view. But since 1975 research findings are being exchanged.
In the absence of systematic attempts to locate by research the subtle differences between general administration and educational administration, in many crisis situations, educational administrators are placed under general administration. Such incidents tarnish the image of the teacher-administrator and belittles him in the esteem of students and the situation is further aggravated. In many stress-situations, the law and order authorities, (who act only on the instructions from the political bosses) leave the teacher-administrators in lurch or aggravate the situation and put the blame on the teacher-administrator. In Orissa, in theory and in practice, teacher-administrators and educational administration are subordinated to the general administration, if and when necessary.

Lack of autonomy for the educational administrators and their compulsory subordination to general administration takes away their incentive to take decisions and in many circumstances they do not take decisions, which they could have taken and could have smoothened the tension.

47) Prof. M.K.Rout's deposition before the Mr. Justice Barman Commission.
See also operative recommendations of the Commission, P.1005.

48) This view has been expressed by fifteen respondents.
Under the laws of the three major Universities Law 75(4), the autonomy of the Universities is protected. Any attempt to violate that autonomy is resented by the concerned persons.
The medium-type administrators in the academic bureaucracy do not enjoy necessary powers. Thus, their effectiveness is never felt. The dynamism of administration, its capacity to keep pace with changed circumstances while maintaining stability and continuity, is never experienced.

Inspection and supervision of institutions by inspecting staff is very poor and ineffective. The inspecting officers waste major part of their time in normal office work\textsuperscript{49}.

In Orissa, educational administration has not experienced any sound recruitment policy. Till 1979, the private colleges and schools had their different types of recruitment. Even in the Government colleges, some people were appointed on the recommendation of the Orissa Public Service Commission, some more were appointed first and concurrence of the Orissa Public Service Commission was obtained later. In certain other cases appointments were on transfer from other cadres and in some cases again without concurrence of the Public Service Commission.

\textsuperscript{49} Millet has discussed the importance of inspection.

See also Report of Barman Commission, P. 1005-6.
See also Mr. Justice Harihar Mohapatra Committee Report, P. 15.

49) Millet has discussed the importance of inspection.
See Millet: Management of Public Service, Page 98.
See also views of Prof. B.Das. His observation is that the Inspecting staff are busy in office work and do not find time for inspection,
Commission and on Government decision.

Officers having different qualifications and chosen by different bodies for different purposes are 'classified' together to constitute Orissa Educational Service Class II College Branch. Persons who are not comparable are being compared together and a combined gradation list known as 'Civil List' is prepared twelve years after some appointments are made. Representation that the entries are incorrect and arbitrary are not given consideration.

The promotion policy governing the members of the Orissa Educational Service College Branch (of one cadre) is equally arbitrary. Some persons enjoy two channels of promotion, some enjoy three channels of promotion and some others enjoy only one channel. Sometimes the Orissa Educational Service College Branch is considered as one cadre and promotions of the officers are made on the basis of length of service without relevance to academic requirement. Again sometimes every

50) For implication of the term 'classification' see Prof. A. Avasti and Prof. S.R. Maheswari: Public Administration, P.320-322.
F.M. Marx (Ed) - quoted above, P.553.
L.D. White - quoted above, P.354.
Demok - quoted above, P.146.
Bishnoo Vagaban and Vidyabhusan - Public Administration, P.325.

Twenty five respondents expressed the view that classification of Lecturers in Sanskrit and Lecturer in Botany is not possible within the meaning of "classification".
teaching subject is a cadre and promotions are made on the basis of subject-cadres. Thus, an officer who joined service in 1952 does not enjoy a chance to be considered for promotion whereas an officer joining service in 1962 earns a promotion in 1970 to be senior to and to boss over the other officer.

Equally unsound is the promotion prospect to the post of Professor. Some Departments having three posts of Professors and some Departments do not have any. In Botany there are 117 Lecturers, 22 Readers and three Professors whereas in Political Science there are 230 posts of Lecturers, thirty five posts of Readers and no post of Professor. Such Professors become senior to their seniors if the Readers' Grade eventhough they were never considered for Professorship together. Manipulation occurs in opening a subject, chosing a college, sanctioning of the post and creation of a vacancy for favoured few. The whole promotion process is illegal, arbitrary, full of manipulation, favouritism and corruption.

The promotion process is governed not by laws, but by men. Inequality in the matters of promotion results in bad morale. Senior people for no fault of theirs and without being given the opportunity to be heard are condemned as juniors of

51) Please see Table XIII.


Also E.N. Gladden, The Civil Service, P.123-125.

Vishnoo Bhagaban and Vidya Bhushan, P.415-418.
their one-time juniors. Hundred of such cases tell upon the morale of the whole community of teachers. The beneficiaries of the arbitrary considerations try to defend themselves and the victims either remain indifferent to work or provide passive resistance or resist actively. The administration consisting of a handful of illegal beneficiaries and majority of frustrated people is busy in infights. These two categories of persons are to shape the future of the youngmen and women through education.

In the whole of educational sphere in Orissa, nowhere properly organised Grievance Cell works. Sometimes persons working as Principals or Vice-Chancellors make themselves available to the students and employees and some have established enviable precedents. But in general representations are never heard, replies are never available despite repeated reminders spreading over years. Even representations addressed to top most levels are never replied.

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Thirty one respondents subscribe this view. There are a number of Book Circulars indicating the procedure, but those are never followed.

Jagannath Das Commission in their report (P.542) stated that employees' grievances should be removed promptly. The Varadachariar Commission, 1946 also expressed similar views - quoted from Prof. A. Avasthi and S.R. Maheswari, P.381.
In the matters of educational administration in Orissa, there were no rules till 1969. In course of time some rules have been framed. But sometimes on the same matter two rules operate independent of each other and some provisions of one rule contradict certain provisions of the other. Sometimes some rules are not honoured at all.

In Orissa, teachers are not allowed to grow properly. The educational administrators never try to give their juniors any opportunity to grow at all. There is no drive to search for talent. If there is any creative ability, that is never encouraged. If somebody tries to grow by his own initiative, huddles are created for him and his legal dues for leave, study leave, scholarship etc. are never disposed off in time.

In Orissa, C.C.R. and transfer are the two weapons of harassment for teachers. Both are frequently misused on extraneous considerations. Eventhough the Administrative Reforms Commission recommended its replacement by performance records, no steps have been taken in Orissa yet.

54) Without any prejudice to the generality of this statement, it may be pointed out that Rule framed in July, 1971 for promotion to Class I posts, is contradicted by rule framed vide Notification No. 21903 - III E.A. (1) 19/81 dated 1st May, 1981 and Notification No. 21899 IV E-A (1) 19/81 dated 1st May, 1981.

55) In September-October, 1981, an appointment was made in contravention of Rules.
Education in Orissa is examination-ridden. The syllabus is rigid, detailed, stereotype and emphasize bookish knowledge. One comprehensive examination after the two-year course decides the fate of the students. Well-defined fixed questions are set and most of the students come prepared with answers from notes. Undue importance on one examination of this sort results in malpractice of various forms, deviant and violent behaviour during the examinations. The valuation is mostly improper, subjective. As the questions are mostly essay-type, one answer book valued by two examiners might reasonably indicate difference of fifteen percent and it has been recognised by the Universities. Eventhough there is a Board of Examiners to maintain uniformity in valuation between papers of students having competitive marks (reducing or increasing marks wherever necessary), there has been no provision to maintain uniformity in the valuation of answer books of different candidates evaluated by different Chief Examiners. The Board of Conducting Examiners is not effective in this matter.

Examinations take much of time and classes of non-examinee students are mercilessly dropped.

The non-Government colleges of Orissa have received different types of treatment from the Government. They not integrated into the 'system' and are governed by grant-in-aid rules which are variable.

Eventhough the Education Commission recommended to confer consultative status on teachers, the Government of Orissa have not agreed to confer such status in the matters of formulation and execution of educational policy.

The Senate at present has become too unwieldy. Despite the recommendations of Mr. Justice Harihar Mohapatra to reduce its size, it continues to be as big as before.

The State Government exercises excessive control over the Universities. A major part of the control is exercised by the Director who happens to be an ex-officio member of the Senate, Syndicate and Academic Council and all important committees of the Syndicate. Mostly he is instrumental in demolishing the rule of law in the three major Universities imparting general education and for politicization of the University administration. The Vice-Chancellors practically left with no effective power and thus the autonomy of the University suffers.

The predominance of the Director in the field of college administration, frequent, varied, contradictory and confusing instructions from the Director on all matters, together with the incapacity of the Directorate to respond to the letters and queries of the college promptly and on time result in converting the Principals to those of watchman and observers. Admission, holiday, sanction of leave, grant of permission to attend academic conferences and matters of these sort are directed from Gandhi Bhawan to far off places like Bhawanipatna, Jeypore and Rourkela and the poor Principals fail to get their doubts (on most of the correspondence which are confusing) clarified within months.

Physical deficiencies in the college are many and ever-mounting. Funds allocated to the colleges are utilised for benefit of all others other than for students and teachers. 'Education' is treated at all levels as a 'charity department'.
The administration of education in Orissa and educational administration badly lack co-ordination at all levels. There is no co-ordination between teachers and students, parents and teachers, teachers and administrators, educational administrators and law and order authorities, examining bodies and institutions, various branches of the examining bodies, Inspectorate and Directorate, all the three Education Directorates etc. 

The social image of the teachers, their social utility are at the law ebb now. Teachers are low-paid, at least their real income is much less and in a developing society whose guiding philosophy is materialism, teachers as a class in Orissa occupy a much lower place in the social hierarchy. Teachership in Orissa has become the job of last choice of a promising person.

Education in Orissa has failed so far as an instrument of social change. In its endeavour in fulfilling this objective, education in Orissa is yet to show an impressive record. Similarly education has not succeeded building a sub-society in Orissa combining the sub-regions of the State. The social and cultural alienation still continues, though the gulf has been narrowed.

As in case of local bodies in India\(^\text{57}\), particularly in Orissa, education has not been organised on communal lines.

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\(^{57}\) Prof. Hugh Tinker, "Local Self-Government in India, Pakistan and Burma", P.160-161.
Eventhough there are some important institutions established and managed by minority communities, the staff and students are not chosen on communal lines.

In Orissa, eventhough the regional language has been chosen as the medium of instruction at the school level and as the alternative medium upto degree stage, importance of English has not been reduced in any way.

The total impart that education imparted by teachers of the institutions of Orissa on the society, is directly proportional to the investment the society makes on education through the 'educators'. As Prof. Ram Reddy and Prof. Kistiah write, "the study of legal frame work of institution gives only a partial picture of them. In order to understand the political reality one has to study the important men who moved the behaviour of these institutions". The treatment meted out to a handful of academic civil servants by the society, the Government


See specially Page 221.

and their agencies are transmitted through their "subordinates" and teachers to the students and through them to the society and finally to the top in a cyclic process. It is for the society to decide how to break it and where to break this cycle.

60) Fifteen respondents hold this view. For discussion in general please see S.P. Ayer and R. Srinivasan, Studies in Indian Politics, P.689-691.

In Orissa also teachers are treated as civil servants and are shifted from place to place as and when the people at the 'top' desire.

61) Twenty two respondents hold this view. The educators do not get their due and are mostly ill-treated. Their calibre and the treatment meted out to them are mostly reflected in their behaviour and treatment towards students. Environment in a society yet to be free from feudalism, illiterate and/or problem-ridden indifferent parents, sub-standard behaviour of some teachers creates in them unconsciously a lasting impression about standard of behaviour. Thus, every moment is an advancement towards the age of ape-men. Fortunately, the situation is within control because many progressive steps are being taken as remedial measures. But the root has not been removed yet.