CHAPTER X

SUGGESTIONS AND CONCLUSION

This last chapter is the natural outcome of the entire study as summarised in the previous chapter. A purposeful research project in the field of administrative sciences must bring together and systematise the results of numerous seemingly unconnected but basically related inquiries \(^1\). In the field of social science research, if more than two disciplines are involved, the need for systematising the results appears to be more relevant. It has also been frequently affirmed that applied research has scientific and practical utility, because it can be used to test the basic scientific theories already formulated \(^2\). But in a large number of cases as the administrative studies are closely tied to the immediate practical problems, they can hardly be concerned with the formulation of general theories \(^3\). Hence, the practical utility of applied research in such cases can be realised only if suggestions for improvement can be made on the basis of available findings and observations \(^4\).


2) Ibid, P.351.

3) Ibid, P.344.

Applied research in the field of administrative organisations has special significance in developing democracies. Due to substantial expansion in the volume and sphere of state action, bureaucracy assumes importance and the role of bureaucracy comes into question. For a long time now the debate on and no conclusive decision has yet been taken between neutrality of civil service versus committed civil service.

In the developing states, organised on democratic lines, the administrative organisation has a social responsibility independent of electoral politics. Hence, neutrality of administrative set up is essential. The idea of "selection" post, as distinct from promotion and direct recruitment is a method intended to politicize civil service, and is a modified form of patronage system or aristocratic mode of personnel organisation. Thus, it is contrary to the spirit and practice of democracy. If the people vote in favour of politicizing the civil service, it may be politicised, but in that case the top civil servants, instead of being selected by the political bosses are also to be elected from the rank of civil servants whom they are supposed to control. That will make politicization complete, meaningful and accountable.

It has been experienced that the administrators and civil servants have a better chance to exercise power in accordance with their personal consideration (independent of the legislative guide-lines) if they are of one mind and if they constitute a homogeneous social group in terms of common social, political and educational back-ground and common occupational
experience. For parliamentary democracies, a set of civil servants having complete homogeneity is unsuitable. First the accountability of the whole administration to the people through their elected representatives working in the legislature being the life-blood of parliamentary democracy, any attempt to circumvent the legislature or to bi-pass its guidelines, instructions, resolutions, decisions or even expressed desire, stand directly opposed to the particular system of democracy. Secondly, as the civil servants are required to meet the conflicting demands such as those of the people, party in power, the legislature working as a legally constituted body, requirements of the law of the land, the rules governing the service conditions of the concerned civil servant etc., the administrators seek the stability of legal procedure in order to protect themselves. Hence, any attempt to get rid of the direction of the legislature or to seek protection against the legislature only, weakens the potentiality of protection in other fields. Thirdly, in all cases of absolute homogeneity among the civil servants, movement of paper in the proper channel in the system and the official procedure required to be followed, invariably become the casualty. The code of conduct, the civil servants are supposed to follow also is honoured more in breach than in observance. In such type of organisation of civil service, the interest of the Government suffers and the basic purpose for which the civil service is organised, is frustrated. On the other hand, as the

5) Reinhard Bendix, "Higher Civil Servants in American Society", in Heinz Eulan and others, P.359.
code of conduct and official procedure etc. are weakened, if and when the civil servant seeks protection from those to get rid of conditions of stress, no effective relief appears to be available to him. Fourthly, absolute homogeneity of the civil servants and consequent tendency to undermine the importance of legislature, lead to politicisation of the civil service. Such a civil service is exposed to the hazards of electoral politics. Finally, absolute homogeneity of civil servants leads to professionalisation of administration. Such an administration has a tendency to struggle for recognition, and as such it prompts the administration to violate the professed code of impartiality. Thus, in a developing parliamentary democracy, in which the successive Governments execute through the civil service many welfare projects having far-reaching political implications some of which are politically debatable, absolute homogeneity among the civil servants is a more a liability than an asset.

In a developing parliamentary democracy weded to the promotion of public welfare, the specialist or professional civil servant (as distinct from generalist or career civil servant) must combine the two apparently irreconcilable qualities of impartiality and involvement. The civil servant must be neutral in order to avoid clash with the succeeding Governments consequent upon change in the party-complexion of the Government, due to popular verdict. At the same time accountability of the whole administration to the people through the legislature pre-supposes certain degree of functional involvement and partial commitment of the civil service to the policy of the party in power as a result of poll verdict. Thus, in a developing democracy, a concept closer to dynamic neutrality or non-
aligned but committed civil service appears to be logical conclusion. Such a civil service and its bureaucratic organisation can function only within the ambit of a well-defined rule of law representing the minimum quantum of subjective elements. Only such a bureaucracy can be involved while being neutral, can execute the policy with all sincerity without fear or favour and without being politicised. In such a beautiful system of personnel organisation, the legitimate dues of the employees can be met, due recognition and encouragement may be given to them, morale of the employees can be protected and the tone of the administration can improve. It is more important in the context of Orissa because the people hold public employees in high esteem.

These requirements should not be lost sight of while suggesting and formulating improvements to the existing administrative set up of the state of Orissa. In the administration of education and in the personnel system of educational administration in the State, application of these general principles are of special importance.

The study of problems of education in Orissa, its administration among the recipients and the management of personnel connected with the administration of education reveal that the problems and their possible solution or amelioration can be categorised into five broad categories. Those categories are, (a) Problems connected with the philosophy of education and attitude of the society towards it. Improvement in this field is difficult and time-taking, but not impossible, (b)
and course contents. It is also difficult to be determined even-though it is not impossible. It is to be determined after deep thinking, research, examination and experiments. (c) The third type of problems are connected with the structures. It is a very difficult task, as restructuring of the existing structures is not possible and some of the old structures are to be demolished and new structures are to be erected. (d) The fourth problem concerning personnel must be based upon sound principles of public administration and the peculiar needs of education as a social activity. This is also not very difficult if whole-hearted attempts are made in this direction. (e) Finally, there are various problems of major and minor nature, such as, bringing the state to the level of other states of the Indian Union in the field of education so that friendly competition between states of the Indian Union may be possible, investing more money on education etc. Except in the factors governing personnel, all other factors in Orissa are more or less equal in all the states of the Indian Union.

In India, particularly in Orissa, the general approach to education has been unfavourable. In a certain princely state that constitutes a part of the state of Orissa now, the Police Sub-Inspectors were forming an important part of the staff-component of a High School and their leisure hours were being utilised for teaching. In the pre-Independence days, a part of the excise duty, some surplus money from Kendu leaf were financing the entire education budget. Education in Orissa has been viewed as un-profitable and revenue-spending department. It has not found a place among the essential services of the Government of Orissa either in law or in practice. This
attitude has also shaped the attitude towards teachers.

In the matters of education certain basic philosophical assumptions must be borne in mind. (1) Education is a preventive medium to be administered in order to avoid the diseases and 'curing' in future. (2) Investment in education is investment in men. It is a good and paying investment. (3) After a certain point of time education becomes paying and self-supporting. (4) Education is a social responsibility and irresponsibility in the field of education is dangerous. (5) Education in its contents is essentially democratic and all individuals have the equal right to education. (6) Education is also based upon certain socialist and equalitarian principles. All individuals have equal social right to the fruits and benefits of the same type of education. (7) Real education can not tolerate suppression of truth and it has a tendency of encouraging Government by laws to replace Government by men. (8) Education is a political and politicization of education destroys its spirit. In Orissa, education should be oriented from the view point of these philosophical and attitudinal requirements.

Education must also reflect the needs and requirements of the society and the local political culture. There

6) Kindly see Chapter II of this dissertation.
7) Gunnar Myrdal - quoted above, Chapter 29.
9) M.N.Das (Ed) "Side lights of Cultural History of Orissa" (P.iii) describes the political culture of Orissa.
should be different streams of education so that an individual can choose his own stream according to his capacity, aptitude, bent of mind and special qualities, if any.

'Education' should be channalised in a 'system' and should be properly planned. Its immediate objectives, long-term goal and role-relation should be determined properly. It should not only be value-oriented, but should also production-oriented. Education should attach due importance to agriculture and should aim at promoting rapid industrialisation. It should aim at promoting social welfare and conferring upon the community the benefits derived from advancements in the field of science and technology. It should generate a sense of critical judgement, spiritual and moral values and should aim at promoting a self-conscious, responsible and balanced personality. Education should be offensive against ignorance, illiteracy, suffering, poverty, unemployment and social injustice, and defensive against erosion of values, standards and ideals.

In the sector of course-contents and curricula, there should be more informations about India, the land, its

10) In Orissa, no system can be created unless some structures are demolished and some link-structures are created. The existing structures should be linked up together by defined role-relationship and those not falling in the line are either to be demolished or restructured.

11) There has been no educational planning in Orissa so far.

12) Report of the Education Commission, P.5-6. This view was expressed by eighteen respondents to the questionnaire.

13) View expressed by twenty-three respondents.
people, their culture, history, habits and richness of varieties. Education should be an agency of promoting national integration. The contents of language and literature be reduced. More than three languages need not be taught and never more than two languages at any point of time. Local language (mother tongue) up to the end of High School, some Sanskrit at the lower stage, English at High School and Plus two stage and functional standard of Hindi (if necessary) at Degree stage would be enough for the state. The contents of literature as compulsory subject at all stages be reduced and be replaced by principles governing the social organisations, administration of the state and local administration.

The children at the primary stage should be taught more from the environment and less from books. More emphasis should be laid upon the attainments and personality of the teacher and the environment of the school. The syllabus should be flexible and attractive steps to be taken to develop the power of imagination, intellectual curiosity and creative ability in the children. Some moral and spiritual (not religious) education be provided. More care should be taken for physical

In Orissa, there has been no change in the position.
15) Ibid, P.245.
The author is of view that political socialisation can be attributed not only to the family to which the child belongs but also to the type of school he attends.
exercise and development. Primary education should be universalised. In order to avoid drop-outs, stagnation and wastage, mid-day meals and other incentives be provided to all children. Same uniform should also be provided to all children so that there can be no room for comparison and consequent complex. Incentive scholarships and juvenile convocations of recognition should be arranged to provide incentive to poor and meritorious students and to provide due recognition to deserving students for honesty, truthfulness and other traits of excellent character.

17) M.N. Das emphasises upon the religious belief of Oriya people. See M.N. Das - quoted above - Preface.

The view that religiousful education should be provided has been expressed by ten respondents. But two other respondents advocated religious teachings in the schools.

18) This is being done now (as evident from the Fourth Educational Survey Report on Orissa, Page 65). These incentives include mid-day meals, free uniform, free text book and attendance scholarship. But attendance scholarship should be intensified further.

Thirty five respondents have suggested that in Tribal Districts all students should be given free food, dress, books and scholarships.

19) Prof. Humayun Kabir suggested to establish Juvenile courts of honour. Dr. M.K. Rout, formerly Principal, Ravenshaw College (Now Vice-Chancellor) was used to reward the honesty of students in the Annual Convocation of the college every year.
The course contents at the M.E. School stage should be least rigid. It should be work-based and functional. Apart from traditional subjects, the course must give idea about the agencies for supply of fertiliser, seeds, canal water, loan; the mode of moving the concerned authorities and methods of taking follow up action in the matter, elementary principles of science; the agencies of local administration; regional history and culture; the wonders of our great country etc. The school should be emotionally and economically linked with the community.

The Secondary education should be vocationalised. It should be such, that the recipient may take up an honourable vocation and earn his livelihood after passing the High School examination. Science, Technology and elementary principles of agriculture should also be taught at the Secondary School level. In the High School stage of education, more importance should be given to...
be given to the quality and qualitative improvement. Tailoring, secretarial practice, dairy, poultry, horticulture, sericulture, bee-keeping, motor-mechanism, printing technology etc. may be included as optional subjects out of which one must be compulsorily offered by each candidate.

Eventhough Orissa is still backward in the field of higher education, higher education is still proportionately more than elementary and secondary education and thus depicts the picture of top-heavy system. Hence, admission to the Plus Two colleges and Intermediate classes be drastically curtailed\textsuperscript{22}. So far 'vocationalisation' has been a slogan and nothing concrete has been done in that sector, whatever appears to have been done, is only paliative. Plus Two stage ought to be mostly vocationalised. Higher Education beyond Plus Two and Intermediate stage should be reduced to half of the present strength.

Curtailment of volume of institutionalised higher education is a painful necessity. Again maintenance of quality as two of eight measures.

22) Thirty one respondents have held this view.

Also see the views of Barman Commission, 1965, P.1008.
of education also necessitates such curtailment. Hence, in order to meet public demand for education, institutionalised education should be provided. There should be more of correspondence course and special courses for private candidates.

All the streams, especially the scientific, technical and professional courses, should provide for more practical training and work-experience. There should be frequent summer-courses, orientation courses, continuing-education schemes, refreshers courses and in-service training for refreshing memory, exchange of views on problems and solutions and to keep constant touch with the latest developments in science and technology.

A survey report reveals that education, particularly higher education is too costly in Orissa. The cost per pupil in High School in Orissa is two and half times more than that of a Primary school student and it is ten times in case of college and University students. The cost is to be reduced. For that more enrolment is necessary. The teacher-student ratio in Orissa is more at almost all levels and with the existing expenditure

23) An article on the policy Education in the Bulletin of Higher Education (U.G.C., August, 1979, provided for the drastic reduction in Higher education and to provide for Correspondence course and examination for private candidates.
24) Sri Gyan Chand writes, "The cost per pupil in the University/College stage is almost ten times of that at the Primary stage and more than 2½ times at Secondary stage". Orissa Education Magazine, June, 78, P.11.
more students may be enrolled and educated. It is more so as Adult education scheme is to be expanded. The Primary education must be supplemented by (a) functional literacy, (b) non-formal education, (c) adult education and (d) continuing education for neo-literates and drop-outs. Functional literacy programme should be taken up for those who are old enough for formal adult education. Nonformal education in 'Chatsalis' and special lectures through radio, television (if and when possible), meetings about types of soil, soil-testing, relationship between crop and climatic conditions, irrigation facilities, different types of fertiliser and their use, the sources from which fertilisers are available, sources of agriculture and small-industry finance, problems of costing, marketing, co-operative societies and co-operative organisation, the relationship between the block and a resident in the block area, relation between people with magistracy and police. A systematic adult education programme should consist of the contents of functional literacy programme and non-formal education. It must aim at functional literacy of the adults and making edu-

This view was also shared by four respondents during interview and twenty one respondents to the questionnaire.
26) 'Chatsali' is a traditional village school that teaches alphabets, reading, writing and arithmetic.
tion useful for life. The technique in case of adult education should be different from what it is now. The 'educators' in the field of adult education should not behave and conduct themselves as conventional gurus of ancient India in relation to recipients of adult education, but should act as participants in the mutual educating process. Again there is apprehension of neoliterates, drop-outs from school relapsing to illiteracy and hence refresher course and continuing education are essential for them. Hence, institutionalised education, non-formal education, functional literacy programme, adult education and the efforts of Nehru Juba Kendra should be properly co-ordinated.

All students of college or University classes must undergo either of the following five types of training compulsorily for at least one year. These training are (a) National Service, (b) Training in auxiliary defence forces or N.C.C., (c) Training in Agriculture, (d) Training in industry, (e) advanced rural leadership training. Such training can make the trainee capable to find out a job in subsequent period, can link education with productivity and national reconstruction. It can also promote national and emotional integration.

In Orissa, an educational system should evolve having a defined boundary for each structure and having fixed

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goal-relation between them. Introduction of 'Plus Two' system has made Intermediate and Higher Secondary redundant. Those do not fit into the emerging system. Similar also is the position of the Gopabandhu Aurvedic Institute. Gopabandhu Aurvedic Institute and the Industrial Training Institutes should be restructured to be fitted into the new system. Careful restructuring of the existing structures can give each one of them the look of part of the system. For this purpose, some structures may have to be demolished, some to be repaired, some to be modified and link structures may have to be created. Everywhere course-contents are to be changed and repetitions are to be avoided.

For the purpose creation of a system, two steps should be taken. (1) Rigid insistence by the University (or Board as the case may be) on fulfilment of conditions of affiliation as enforced in Maharashtra. (2) There should be rigid system of scrutiny by the Government before any new or further affiliation is granted by the University or the Board.

In the sphere of structure of organisation of education, primary education should be controlled by the Government direct. It should be freed and delinked from the community Development organisations and should be administered by the formal administrative channel of the Education and Youth Services Department of the Government of Orissa. The teachers of Primary and M.E. Schools should be Government employees.

28) Prof. Iqbal Narain considers that linking primary education with Panchayatiraj institutions in Rajasthan the conditions improved.

Prof. S.H.Rudolph and Prof. L.I.Rudolph, quoted above, P.148-166.
The secondary schools should be of two broad categories, Government and Non-Government. The Non-Government schools should be governed by well-formulated grant-in-aid rules. For every University there should be at least twenty colleges or teaching Departments. For every college, there should be at least twenty High schools and for each High school, there should be thirty sets of elementary schools. Higher Secondary schools should be closed down or be converted to institutions teaching Plus Two course.

In Orissa as the increasing demand of the people for higher education cannot be met by the state Government alone, private institutions have to be encouraged and strengthened. Eventhough there are certain inherent defects in the private management, in the Indian context, private institutions are essential. But as the Education Commission has pointed out, they should be fairly integrated into the state educational system and should have certain fixed and definite relationship with the Government and that relationship should not change very much.

But in Orissa, they should be made Government servants.

29) Prof. Nirmal Singh writes that the private institutions degrade the education, educational system, students and teachers.


But their role has been appreciated by Prof. S.H. Rudolph and Prof. L.I. Rudolph (in their book) quoted above, P. 14-18.
often. At least it should not be purely ad hoc and experimental as it is now. The 'grant-in-aid' system, or 'full-deficit' system or 'employees cost' system or some other system - whatever it is, must be uniformly followed for a reasonable period of time. For effective control, the state should either take over the managements of all such institutions or the schools or colleges be placed under the control of a corporation. The Governing Bodies should be organised on scientific and pragmatic lines.

The most important factor is the personnel factors. "The quality of education is largely determined by the skill and ability of teachers who man various institutions. No system of education can rise above the quality of its teachers." Every

In Orissa, the contribution of privately managed institutions is impressive.

30) The University Education Commission wanted all private colleges to be transferred to the University. But except Mysore (Karnataka) and Bihar other states could not implement it. Education Commission (1964-66) suggests grant-in-aid rules to be simplified. (Report, Page 342).

31) Report of the University Education Commission, P.419. The Commission suggested (a) Representative of the Endowment (b) Principal, (c) Staff Representative, (d) Representative of the Alumni Association, (e) Representative of the Government and (f) Some representative of enlightened Public opinion.

32) Draft outline of the 4th Five year plan, quoted from Gunnar Myrdal, quoted above, P.1822.
job requires some skill and the skill is acquired by training. To receive that training talent is necessary. The job of the educator is that of a talented person, possessing a special type of talent that is converted into skill by training and experience. It is definitely better if the educator is a scholar, but more important than scholarly attainment is the educator's mind and temperament. Though a minimum qualification should be insisted upon, the requirement of educator's attitude, temperament, approach is more essential. Again it is still better if some inherent qualities of an educator are there. These two special traits are to be found out at the time of recruitment out of persons having minimum qualification. In this context exceptional merit as a scholar should be regarded as additional qualifications.

The present set of administrators are ignorant of man-management. Lack of aptitude, personal qualities, skill, training, experience and tension and anxiety because of unreasonable and illegal manner in which they come to the office, contribute to their inefficiency and effectiveness. They work like Robert and the nature of their function depends upon who controls the 'switch-board', either political-head or bureaucratic-head or a deviant student-leader or a corrupt official. But invariably he does not exercise power, perform his functions, apply his mind, either because he can not or he is not allowed to or he is not used to exercise power. The present impasse is to be got over. But educational administrators must be recruited from within and not from outside. Practically they shape the administration and determine what it should be. Hence, the following
positive steps are to be taken.

There should be a cadre of educational administrators. They should be chosen out of the cadre of educators and once in three or four years. Such educators should have a reasonable period of teaching experience, say at least ten years and should not be above forty years of age. They are to be chosen taking into account their temperament, aptitude and potential qualities of an administrator. They are to be imparted training and allowed to gain varied experience in different fields of educational administrators. For four or five years they are to be associated with administration, educational planning, policy-formulation and personnel-management. A training institute to train up the educational administrators of Orissa has been considered essential. It has been suggested that in the line of National Staff College for Educational Planners and Administrators, Hyderabad, an institute should also be established in Orissa to impart training to the educational administrators.

33) Thirty eight respondents have expressed such a view. Two administrators who were interviewed, shared this view also. Educational bureaucrats are advisers. The adviser should be properly trained, should have proper field training. "Unless the adviser has the experience and 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". (B. Sivaraman, Indian Journal of Public Administration, July-September, 1971, P. 391). Further more, the administrator should know intimately "the personality attributes, the value system and cultural pattern" of the subjects.
This cadre of administrators is to be prepared by inclusion of new names in every three or four years and from this cadre posts of the educational bureaucracy also to be filled up. This method will reduce the personal factors of the administration to an absolute minimum.

The administrators' position on the cadre should be dependent upon their performance in the field of administration and not on proficiency say in cytology or genetics or Indifference curve etc.

Confidential Character Roll is to be replaced by rigid performance report. No educational administrator should be allowed to continue in his office for more than three years.

of administration and "must work with a conception of human nature". (Morton Grodzins in Heinz Eulau and others, quoted above, P.343). In view of this, the academic bureaucrat should be specially trained.

John Walton is of opinion that an educational administrator performs six different types of functions in which each function has two apparently irreconcilable facets. Those are, (a) Individualistic and collectivist, (b) Intellectual and practical, (c) ethical and aesthetic, (d) routine and creative, (e) maintainance and development and (f) immediate and ultimate (John Walton, quoted above, P.156). Hence, a special institute is necessary to impart specialised training.

No educator should be transferred in less than six years' time unless an emergency arises which makes a transfer inevitable.

Personal promotion scheme should be implemented at all stages so that a teacher can have opportunity to be considered for a promotion "in every ten years" and manipulation and personal elements, delay etc. can be avoided. Administrative posts should not be filled up in consideration of one's position or rank in a section or branch of teaching or on subjective factors resulting in promotion of a junior in exclusion to his qualified and experienced seniors.

In the matters of promotion to all categories of teaching posts, importance should be laid on the sincerity and capability of the individual as a teacher not on the quantum of his or her 'unpublished' 'research work'. Thus suspension of classes shall be the minimum, the quality of teaching will be better, the quantum of class-work shall be more, students can be properly engaged, teaching can be meaningful and student-unrest can be curbed to a large extent.

Study-leave with full emoluments be provided to every teacher for two years for every ten years of active service and other reasonable expenses incurred by him in India or abroad

should also be made reimbursible from the State. There should
also be provision for short-term refreshers course, continuing
education work-shops, seminars, orientation courses, summer
schools etc. for teachers.

For all lapses in administration either arising out
of non-performance of duty, or undue delay in expectation of
speed money or discrimination or wilful wrong decision or extra-
aneous consideration or providing mis-leading picture etc., res-
ponsibility should be fixed on the person. This may improve the
nature of administration to a great extent.

Supervision of work and Inspection of the educational
institutions in Orissa are very poor. Colleges are never inspec-
ted for years. Now the same problem is being experienced in the
field of schools. For the purpose of inspection the State should
be divided into three zones in the line of Revenue Divisions and
for each such zone an Additional Director should be provided37.
He is to supervise the work of Inspectors and to inspect the
colleges of his zone and to keep liasion with the University or
Universities of his area as the agent of the Government. There
should be purposeful delegation of power to the field staff38 as
in case of Punjab39. Over all the Directors and Additional Dire-
ctors there should be a Director General to co-ordinate their

37) Ten respondents have suggested this measure already under
discussion since 1973.
38) For views of V.Subramanian on the need for decentralisation
of authority in education, please see Seminar No.230, Oct.,
1978.
39) For delegation of power in Punjab in 1962, please see
activities and functions.

Education should not be politicized and hence, there should be no gap in the rule-system. Regulation of all control-relations on the basis of well-formulated rules and uniform application of rules in the administration of personnel can eliminate the subjective and political elements of the administration.

All posts in the Directorate should be filled up from the Administrative cadre and in such postings the "patronage system" should not be allowed to enjoy precedence.

It has been said that behaviour, manner, demeanour and conduct of an individual are the indices of his education and culture. In Orissa, in recent time that standard is hope-


40) There are many gaps in the legal system to be filled up.

For instance, the term "seniority" does not have any legal meaning in the Education Service of Orissa.

41) Politicisation of educational bureaucracy in Orissa leads to patronage system. The educational bureaucrats are chosen on political grounds and they chose their 'team' and bring absolute 'homogeneity' in a parliamentary set up. As discussed earlier in this chapter, the directions of legislature is hardly carried out. Prof. Hugh Tinker feels that lower levels the relationship between legislature and middle-rank civil servant in India is not clearly defined.

lessly declining in a cyclic process. The improper behaviour of
the society towards the teachers is reflected in the students
who carry it to the society in course of time. This cycle is to
be broken somewhere. If the teachers break it, they may receive
good behaviour if not immediately after twenty-five to thirty
years. If the social leaders break it, they may get the benefit
immediately. But the students are in the learning process and
can not help it now. It has been felt that the society should
take up this matter urgently.

The pay, status and service conditions of the educators
should be made just and honourable. Their social image
should be made better so that they may have better influence
and command over their students. Better service conditions will
attract better people and influence of better people on the stu-
dents will contribute to social development. It is true that
through education and its recipients, the teachers are reflected
in the society. Hence, better society pre-supposes a better set
of teachers.

The teachers have never been associated with framing
of policy even with the framing of operational policy. They have
never been allowed to grow and have never been given chance to
make experiments and to take up any responsibility. Most of them
do not get any such opportunity during service-career. But those
who are fortunate to get it in their extreme old age work like
machine under persons of their children's age-group and natura-
ally after the last remnant of idea and zeal dry out. They become
apprehensive, timid, greedy, touchy and wait only to retire.
Such administrators contribute to delay and mismanagement.

The teachers do not get any opportunity to utilise their experience. Even the Annual Conference of Principals is more a 'convocation' than a conference. Here the Principals enjoy the speeches and are meant to record the speeches and 'agree' wherever necessary. They hardly get opportunity to formulate proposals or to differ (with due reasoning) from the bureaucratic lines. Even some of the least controversial and beneficial steps agreed upon and reiterated regularly for years with formal and informal bureaucratic support are also not implemented and the 'Principals' do not have any privilege to know the reasons of non-implementation of the decisions. Hence, it is felt, that the teachers should be given opportunity for their due professional growth, to formulate proposals and to make experiments wherever necessary.

In the field of education in Orissa, non-availability of any lawful channel of redressal of grievances is the principal source of trouble. Representations are never heard for years and no representation has ever been examined carefully. Between May, 1982 and April, 1983 a dozen of writs challenging various principles of promotion are pending in the Orissa High Court. Teachers and non-teacher employees who fail to avail of this channel of postponement of frustration lose zeal and either become indifferent or work like machines. Hence, an effective grievance cell to look to the grievances of the educators and educational employees is necessary.

A similar grievance cell is also necessary for students in all institutions. Sometimes minimum requirements are not available, physical deficiencies are many. Repeated advices
to remove physical deficiencies of the institutions have gone unattended. In addition to physical deficiencies, the students have many other genuine difficulties also. A machinery in all institutions to provide the students necessary informations to attend to their inquiries and to attend them a sincere and patient hearing will go a long way to ameliorate the conditions of the students and might minimise the apprehension of student unrest.

The existing achievements are to be consolidated, the existing institutions are to be properly equipped and physical deficiencies are to be removed. In the field of higher education, Orissa is still backward and the recent trend has been in favour of higher education. But even then, expansion of higher education should be restricted.

If primary education is to be universalised, Text Books at least at that level should be made cheap and the cost of education at all level should be brought down. As there is

Bama Charan Das Committee Report, 1979, P.160.

43) Annual Report of the U.G.C. for 1980 states that there was decline in the enrolment percentage in higher education in Orissa. But new colleges in 1981 and 1982 have changed the position.

Please also see Table No. IX(9) at the Appendix. Further Table V - Rate of expansion of Higher education may be seen.

44) As stated earlier, the Annual Report of the U.G.C. for 1980-81 recorded a fall in enrolment in Higher education in Orissa by 2.7%, Report, Page 90.

Unprecedented number of new colleges in 1980-81, 1981-82 and 1982-83 added may also be noted from Table V(5).
apprehension of neo-literates lapsing to illiteracy, more care should be taken for continuing and maintenance of education to stabilise the gains. A systematic planning, formulation of a perspective planning for a reasonably long period of twenty years.

In the educational field in Orissa research (i) on human components of educational administration, (ii) on the degree of fulfilment of the objects of education, (iii) the relationship of education with the society has not been made. There is no forum to record the fate of the students who pass from the institutions, the impact of certain policy on the employees and their morale, the need for restructuring the education to make it socially more acceptable. The present educational administration is only and exclusively maintenance administration and in this field also, it does not work effectively. It has no developmental role. One such forum as stated above is to be created so that research and follow up action can be made possible.

Examination reforms are the crying need. There should be a number of examinations and not one. Certain precautionary measures should be taken to maintain the relative merits of the students at the top. Hard case rules of the University should

45) This is view of twenty six respondents.
46) This view of Gunnar Myrdal has been subscribed by twenty seven respondents.
47) The main recommendations of the work-shop organised by the U.G.C. in 1974 at Bhubaneswar may be seen.
be just and should not encourage sub-standard students.

The teachers, students and non-teacher employees should be represented proportionately in all academic bodies and should be given consultative status in their respective fields. Teachers, students and employees be given representation on the Senate. Except in the matters of examination results in all other academic matters the students should be consulted. Similarly, while framing educational policy, creating new structures or undertaking new functions, or framing service or promotion rules the teachers should be given consultative status. This may prevent politicization of the education and meet the demand for University autonomy.

The autonomy of the University should be preserved and for that purpose the importance of the Director of Higher Education should be reduced to minimum. More powers should be conferred upon the Vice-Chancellors.

University administration should be streamlined and the rest of the recommendations of Mr. Justice Harihar Mohapatra should be studied and implemented in all the three Universities. The three core colleges, G.M. College, Khallikote College and Ravenshaw College should be made autonomous institutions.

As a constituent State of the Indian Union, Orissa is to play her rightful role in the national mainstream. Hence, she should be raised up to the level of other states in the

48) Twentyfour respondents have subscribed to this view. Since 1974 this matter is under discussion at different levels.
field of education and the regional disparity existing between Orissa and other states should disappear. For this purpose, adequate central Assistance is necessary. Because of the ministerial character of the planning Commission, the allocation of central assistance is being determined to a large extent by political, rather than economic considerations. As Orissa is not very effective and efficient in political bargaining, it appears her case has not received due consideration yet.

49) Disparity also exists between the three regions of Orissa. That regional disparity should also be removed. Twenty two respondents subscribed to this view.

Education Commission in their report (Page 630) wanted to minimise it and could not favour complete eradication of it in regard to states of the Indian Union.

50) See the picture of education budget and allocation to higher education. It has been felt that other departments in addition to Education Department should spare funds for primary education. In imparting education, help of T.V., Radio and other agencies should also be taken. It is felt that such a step would regularise and systematise education.

Please see also B.C. Das Committee Report, P.164.


52) Views expressed by twenty six respondents.
Union Government should be moved to appreciate the difficulties of Orissa in this field.

In conclusion it may be said that exposure of Orissa to the light and life of modernity being fairly new, the entire approach to life and its purpose has been mostly feudal. The fortunate few in the state who had the privilege of early exposure to civilization have viewed it from selfish angles and to their advantage and have not tried seriously to extend it to the Community. This attitude has been reflected in the matters of education also. As in case of transport, communication, urbanization and industrialization, so also in case of education, some advancement has been made but not in a planned and systematic way. Keeping in tact the ancient culture of Lord Jagannath and his style of movement (known as 'Pahandi') the course of education has been zig zag and has no goal-perception.

In Uttar Pradesh between 1950 and 1980 a number of inquiries were made on the affairs of the Universities of Allahabad, Benaras, Lucknow and Aligarh. Similar inquiries have been made in the Universities of Bihar particularly on Patna University and also in the other states of the Indian Union. Unfortunately, no such comprehensive study has been made. The only apparently broad-based Committee headed by Sri Biswanath Das was appointed in 1968, whose entire report has not been made public yet. Similarly, the report of two other committees appointed in 1981 are yet to be published.

In future, comprehensive research should be taken up on the structure, function and process of the Utkal, Berhampur, Sambalpur Universities and on the Orissa University of Agriculture and Technology. Similarly independent research on
the fields of Primary, Secondary and Adult education should be taken up. Personnel sector of Government and Non-Government institutions provide many facilitating studies. Group and organised activities of educators of all types and their modes of interest articulation are equally interesting. Research on these two fields should be undertaken. The Directorate, its structure, function, process, relation with the field and the Government and its financial management may also be studied. These administrative studies being closely tied to immediate practical problems may formulate new principles for bringing about improvements over the existing system. In view of bureaucratic uniformity that India intends to create such study and research are essential.

In the field of education in Orissa political directions and decisions are not the problem. Eventhough finance appears to be a problem, it is not a barrier. With similar political set up and financial difficulty many states of the Indian Union have advanced, because of better and developed administration and management. In Orissa, it is exclusively a problem.

53) Morton Grodzins - quoted above.
See also views of Dr. Paul Appleby - Report - quoted above, P.169-170.

54) Prof. S.H. Rudolph and Prof. L.I. Rudolph - quoted above, P.67.
See also Page 171 of the same book for views of the learned authors.

55) Prof. S.H. Rudolph and Prof. L.I. Rudolph, quoted above, P.57-58.
of management. Lack of administrative policy and systematic planning, gap in the rule-system, formulation of improper curriculum, lop-sided growth, bad morale, improper management of men and resources, discriminatory execution of rules and improper use of power etc. may finally be reduced to managerial problem. Most of these problems have either been created or have been allowed to continue by bearers. These problems call for managerial studies of the educational structures.

Gap in the rule-system, non-availability of sanction in case of breach of rules, poor enforcement of rules, co-operation with the rule-breaker and potential rule-breaker, ambivalence are the main problems of educational bureaucracy of Orissa. A major part of these problems can be met if education is seriously taken as a career and a profession and the educational bureaucracy is streamlined. This may result in the evolution of an educational leadership or educational statesmanship. The idea of a managerial revolution in education can also become possible. These steps are costly, time-taking and difficult, but indispensable, if Orissa is to play her appropriate role in the national mainstream of India.