CHAPTER - III

EVOLUTION OF THE 'SYSTEM'

In the broad spectrum of Indian Society, Orissa is a sub-society and represents a distinct sub-culture in the composite cultural pattern of India. As a constituent state of the developing Republic of India, its degree of development and modernization is much less in all facets including in education. The underdeveloped condition of the state is mostly the result of administrative lapses in administering education. Achievements in the fields of development, modernization being directly proportionate to the advancement in the field of education, study of the administration of education and educational administration of the state, their evolution, structure and nature are necessary. Evolution of the present 'system' and the structures under it are the resultant of many historical forces. Hence, history of the region, evolution of the model, the system of education and the under-developed condition of the state in the field of education are connected.

1) Education Commission, 1964-66 writes that the progress of modernization will be directly related to the pace of educational advancement and the one sure way to modernise quickly is to spread education*, P.18

2) Rudolph and Rudolph (Education and Politics in India) state*, "The origins of educational institutions impress upon them certain forms and traditions that functions rather like a genetic imprint, which dictates the further .......... of their institutional arrangements, not with the exactitude it exercises in a biological organism but with a certain dependability", S.H.Rudolph and L.I.Rudolph, "Education and Politics in India", P.13.
BRIEF HISTORY OF ORISSA

Some thousands of years ago, during the later Vedic period, Aryans came to this land and called it Kalinga Ratha. The area occupied by Orissa now, was being known in four different names, 'Kosala', 'Kangoda', 'Utkal' and 'Kalinga'. Occasionally the whole area was being known as the unit and in one name but that name was different at different periods depending upon the region that was controlling the whole area.

From the 4th century B.C. till the Kalinga War of 216 B.C. rulers of this land subjugated and controlled the whole area between the River Godavari and the River Hoogly. Asoka's conquest of Kalinga (Orissa) in 216 B.C. was also not complete and was purely temporary.

In the First Century B.C., Kharavela of the Cheit dynasty of Kalinga (Orissa) extended his principality in all directions. During the Gupta period of Indian History, for about fifty years between 330 A.D. and 380 A.D., Orissa was a tributary to Samudra Gupta and his dynasty.3

Between the 11th and 16th century A.D., Orissa was ruled by Keshari dynasty of "Somavansi" rulers, "Ganga" dynasty and "Solar" dynasty in succession. This period witnessed all-round development particularly in the fields of art and architecture. Jagannath Temple at Puri was rebuilt, Lingaraj Temple at Bhubaneswar and Sun Temple at Konark were built during this period.4

4) There were manifold developments in Orissa during this period. See the Report of the 4th Educational Survey - Orissa, 1982, P.7.
For about two centuries between 1570 and 1800 this land had no administration. The land was conquered in succession by the Afgan Rulers of Bengal, Moghuls of Delhi and Agra and Bhonslas of Nagpur, but none could provide a stable administration. During the 18th century Marhatta horsemen repeatedly plundered and devastated many parts of this land.

In 1803, the Bhonslas of Nagpur ceded a part of Orissa to the East India Company and that part was added to the Bengal Presidency. In this process a group of small Princely states continued to exist and subsequently were made a part of the Eastern states Agency. A small part of Orissa was made a part of Central Province (new Madhya Pradesh) and the other bigger part was annexed with the Madras Presidency.

In 1823, the three districts of Puri, Cuttack and Balasore were brought under "regulation" to be governed by the Governor-General in Council at Calcutta. In 1912 'Orissa' was combined with Bihar to be known as "Bihar and Orissa". In 1936 it was made a separate province with the portions in Madras Presidency and Central Province joining it. In 1948 after the merger of the ex-Princely states, Orissa became a complete province and in 1950 an original constituent state of the Indian Union.

Also see V.P.Menon : The Story of Integration of Indian States, 1956, P.163-174. and
EVOLUTION OF EDUCATION

Till 1948, Orissa did not have uniform pattern of Education. In each area of dismembered Orissa, the local administration imparted education according to its convenience. Uniformity in the matters of educational development could be possible only after the merger of the Princely States with Orissa.

Before 1948, the parts now included in Orissa were most backward parts of the principalities with which these were annexed. No part of Orissa was exposed directly to the Western ideas, though, education and civilisation. The people of the area now constituting Orissa never came in direct contact with Britishers and had no direct exposure to modernity. The people of this region had access to these factors of modernization only through two intermediaries, either Bihar and Bengal or Andhra and Madras or Central Province and Bombay. In Orissa, as Prof. Bailey points out, wherever Western education was available, created serious cultural cleavage.

Prof. W.H. Merris-Jones writes, "The consequences of westernization are many and complex". "The incoherence of polity and society is fully disclosed only with the short of an independent policy". The Government and Politics of India, P.51.
F.G. Bailey writes, "There is an even greater cultural cleavage between the people and their administrators. There is cultural cleavage in the sense that the middle class is educated and sophisticated, while the people are not. There is cleavage in the social relations in the sense that quite literally neither side can get in touch with the other, neither the
British rule created different effects on different parts of India. About this difference in effect Myron Weiner writes, "Differences centred around the duration of their rule and the type of rule-direct or indirect which they introduced". In Orissa, the duration was very short, and in major part of the area it was indirect and wherever it was supposed to be direct, there also it was indirect, coming through one intermediary or the other. Hence, after 1920, when educational institutions proliferated, other parts of India could get some benefit, but Orissa continued to be neglected. The Western impact shattered the old traditional culture and education. Study of Sanskrit and Classical literature suffered. But the new education and knowledge were not available. Myron Weiner writes that because of this difference "West Bengal and Bombay are far more developed than Orissa and Rajasthan".

Professor Weiner states, "Education had been a major force in aculturating South Asians to the values of the West". Orissa was the only exception. "The introduction of a westernized educational system, with the resultant rise in the new

politician to win votes, nor the ordinary man to make know his needs". F.G. Bailey, "Politics and Society in contemporary Orissa" in C.H. Philings "Politics and Society in India", P.112.

8) Ibid, P.168.
10) Ibid, P.175.
social classes' led to social transformation in India. But in Orissa, the 'new classes' did not originate from the soil and came from outside. "Westernized educational system created a new pattern of hierachical relations" wherein the beneficiaries never originated from the locality but were transplanted.

Prof. Myron Weiner writes, "The large-scale introduction of achievement criteria in all spheres of life in which the British had contact with the population of the area was another major innovation". But in this sphere also Orissa was not benefitted, as the local people had no direct contact with the Britishers specially because of British-sponsored land system.

K.L.Kamal and Ralph C.Meyer write, "In all societies various individuals stay close to public officials in order to obtain some special advantage for themselves". In India, those who had some opportunity for education had also opportunity to stay close to public officials and the people of

    Myron Weiner, quoted above, P.166.
    K.L.Kamal and Ralph C.Meyer - Democratic Politics in India, P.16.
    The Secondary Education Commission (1968) in their report (P.201) state that the Britishers wanted to provide Clerks to Government offices.
14) K.L.Kamal and Ralph C.Meyer - quoted above, P.175.
Orissa region could not enjoy that benefit. Thus, the gulf between different parts of India widened and Orissa was at the bottom. In 1936, the linguistic province of Orissa was born in mutilated form and then it had ceased to be mediaeval without being modern.

Hardly after Orissa became a province in 1936, the 'popular' government under 1935 Act was created in 1937 and before the Government learnt to function and started functioning, the Second World War broke out and the Ministry had to quit. After War came Independence and merger of Princely states. For all practical purposes, education was organised effectively in Orissa only in 1948 and after that.

Between 1857 and 1936, some educational facilities were available through the good offices of the missionaries in the three districts annexed with Bengal Presidency and governed by the Governor-General in Council by Regulation. Prejudice against Western education, orthodoxy and belief on religious dogmas did not enable the local people to avail of the opportunity. Those who could overcome such resistance and barrier,

16) Myron Weiner discusses the problem in general and does not mention the case of Orissa anywhere.
Myron Weiner, quoted above, P.164-167.
During the colonial period because of non-availability of interest articulating residents in this region and because
got employment as Clerks or Supervisors of junior type. But neither the Government, nor the missionaries laid any emphasis on primary and elementary education. They attached more importance to higher education in order to provide a stable bureaucracy for British administration.

"The Britishers created a top-heavy educational system. The emphasis comes on university than on primary schools". In 1936, in Orissa there was no university, no primary school of impressive calibre and number. There were only some High Schools. There was also no effective middle class. Expansion of Zamindari system, western ideas could not come to Orissa.

Before 1870, education was a central matter and in 1870 when it became a provincial matter, the benefit went to Zamindar class (who were not local people). Furthermore, English was being taught by Missionaries. Hence high caste Hindus considered study of English and western education system as anti-religious. They had to be contented with the study of Sanskrit and scripture.

In Orissa, there was no middle class. A handful of people who had western education and ideas could not assert as they had no strength.

Dr. F.G. Bailey: Politics and Social change: Orissa, 1959

17) Myron Weiner, quoted above, P.177.

Please see the Table IV that indicates the number of institutions Orissa had in 1936.

18) In all provinces in British India, the new type of land system brought a middle class. In Orissa, there was no such class. The handful of educated people were scattered in Madras Presidency, Bengal and Central Provinces.
of primary education was the primary need in 1936.

In all other parts of India except in Orissa, the primary education started first to be followed by the Secondary and higher education. But in Orissa, the lead was taken up by the Secondary Education. In this connection Satyabadi Vihar had a distinct role to play.

SATYABADI VIHAR

The attempt for modernisation mostly through educational advancement was taken by Private initiative\(^{19}\). In 1909, a group of enthusiastic youngmen\(^{20}\) despite their academic brilliance and despite the allurement of ready-made well-paid white-collar jobs under the Government, took up a challenging and risky stand of establishing by co-operative action, a private institution. It became known in course of time as Satyabadi Vihar and continued to be the symbol of life, liberty, nationalism, co-operation and development for the subsequent quarter-century. Nalanda Vihar was its ideal\(^{21}\), Gokhle's Fergusson College provided partially its institutional frame work\(^{22}\).

\(^{19}\) Pandit Nilakanth Das : Autobiography (in Oriya), P.59-62.

\(^{20}\) Ibid, Pages 55-62.

\(^{21}\) Chintamani Das - Biography of Pandit Krupasindhu Misra (in Oriya), P.100-101.

\(^{22}\) Ibid, Page 59.
Along with Benaras Hindu University of Malavya or Viswavarati of Rabindranath, it also aimed at "Indianization" of western education.

The Satyabadi Vihar started as a school in 1909 and became a High School in 1912, National School in 1918 and Satyabadi Vihar in 1921 and was reduced finally to a mere M.E.School only in 1923. It had three-fold objectives. It was primarily an attempt to spread education and to utilise education as the principal feature of social change and modernisation. Secondly, it also intended to check the dominance of outsiders in the Orissa region and sought to provide necessary suitable educated personnel to check that inflow. Thus, it wanted to intensify the demand of the local people for a separate State. Thirdly, it intended Orissa to join the national mainstream in order to enable her to play her role in the freedom movement.

23) Ibid, P.70-75.
24) Ibid, P.70-75.
25) Biography of Pandit Krupasindhu Mishra (in Oriya) by Prof. Chintamani Das : Ch.VIII and Ch.IX.
26) Biography of Pandit Krupasindhu Misra (in Oriya) by Prof. Chintamani Das : Chapters VIII and IX.
Satyabadi Vihar became the Socio-political nerve-centre of Orissa. It was unique in many ways. As Gandhiji did not lay down an elaborate scheme of education, the void existing in the programme of the Congress Party was partially met by the Vihar. For the first time in the region, the School enunciated the idea of 'earn while you learn' and 'learn while you earn'. The institution was a "teaching system". It was providing institutionalised formal education as well as informal education. It was imparting formal education to the enrolled students and also informal education to the students, non-teacher employees and junior teachers. As the headship of the institution was rotating, the evil effects of heirarchy and apprehension of growth of vested interest were not there. Rather there was spirit of sacrifice, social service and also sufficient scope for friendly competition. The school was providing vocational education. The students were learning a vocation, earning their expenses, excelling in a vocation for future life.

Biography of Pandit Krupasindhu Misra by Chintamani Das, P.97-100.


Chintamani Das : Biography of Pandit Krupasindhu Misra, P.92-95.

acquiring formal education and being injected the spirit of nationalism. It projected the dignity of labour that western education in its Indian form was sadly lacking. The interaction between the Satyabadi Vihar and the society was ideal. The local community sustained the Vihar and the Vihar was educating the society organising formal and informal teaching facilities for adults in evening schools \(^{32}\). The Satyabadi pattern of education created a new sub-society. Anybody who had gone through the postals of that institution had on him some distinctive imprints of the sub-society.

The Satyabadi Vihar was closed down for many reasons. The responsibility for the closure was collective, not individual. Dr. S.C. Dash’s \(^{33}\) view that clash between personalities is the distinctive feature of Orissa Politics, is the principal clue to understand the circumstances leading to the closure of the Satyabadi Vihar.

The Satyabadi Vihar was an eye-opener. Though institutions of that type could not be created, many more institutions came up either to follow it or to counter its impact. Between 1909 and 1936, there was some expansion but separate

\(^{32}\) S.N. Rath: Development of the Welfare State in Orissa, P.129.

\(^{33}\) Dr. S.C. Dash, "Government and Politics in Orissa", in Indian Journal of Political Science, Vol. XXVII, No. 4, P.89.
status of Orissa as a province, the 2nd World War and Independence of India diverted the attention.

HIGHER EDUCATION

Among the institutions of higher learning Ravenshaw College was the one and the only one in the region included in the Bengal Presidency. The missionaries had opened a school in 1823 with eighty six boys on the rolls. The school known as "Cuttack Charity School" was modified and extended by the Government in 1841 and raised up in 1868 to the standard of a High School. In 1876 because of the availability of some private funds it became a first grade college. In 1878, Public donation to the tune of Rs. 20,000/- and contribution of Maharaja of Mayurbhanj made this college a reality. The college was named after T.E. Ravenshaw, the then Commissioner of Orissa division. In 1881 B.L. Classes were opened. The college shifted to the new building in 1922 and since then it has been expanding.

In Ganjam District (then under the Madras Presidency), Maharaja of Khallikote established at his own initiative in 1883 an Intermediate college upgrading the status of a High School established by him. The college known as the Khallikote

College celebrated its centenary in January, 1983. Thus during the 19th century the only two institutions of higher learning in the regions constituting the province in 1936 were established by private initiative and were adopted by the Government subsequently.\(^{36}\)

In 1936 there was no University in Orissa. After the creation of the province, the need was felt. On the 14th March, 1937 Government of Orissa appointed a Committee and subsequently appointed another Committee on the 2nd March, 1938 under the Chairmanship of Dr. (Pandit) Nilakanth Das, the then M.L.A. Central. On receipt of the report of the Committee (known as the Utkal University Committee), the Utkal University was established. The Utkal University Bill was passed on the 30th June, 1943 and because of the untiring efforts of Pandit Godabaris Misra, the then Education Minister of Orissa, the Utkal University could be organised.\(^{37}\) Thus, the two giants who were the organisers of the Satyabadi Vihar also organised, after about thirty years, the Utkal University.

"In 1943, the Utkal University which is the 17th oldest University in the country was started as affiliating and examining University in Room No.15 of the celebrated...."  

\(^{36}\) Ibid, P.1. 
See Table IV for educational profile of Orissa in 1936. 
\(^{37}\) Utkal University Calendar, 1968-69, Vol. I, P.1
Ravenshaw College. It was shifted in July, 1962 to its new campus. "At present it has (1) twenty-one Post-Graduate departments, (2) two constituent Law colleges, one at Cuttack (M.S. Law College) and one at Bhubaneswar (inside the campus), (3) a Directorate of Correspondence Courses which caters to the needs of the entire State."

In 1962, the Government of Orissa appointed Parija Committee to explore the possibility of establishing the Cuttack University as an affiliating and examining University.

In 1966, on the recommendation of another Committee the Government of Orissa decided to create two more Universities with Sambalpur and Berhampur as their Headquarters. Thus the recommendation of Dr. Parija Committee regarding establishment of the proposed Cuttack University as an affiliating University with Ravenshaw College as the nucleus was shelved. The Utkal University Act, 1943 was amended and the Sambalpur and Berhampur University Acts were passed in the Orissa Legislative Assembly on the 17th October, 1966. The two Universities were established on the 1st January, 1967, and the territorial jurisdiction of

40) Utkal University Calendar, P.11.
the three Universities was demarcated. The Universities at Sambalpur and Berhampur went a long way to meet the requirements of higher education in the State. The Utkal University had become too unwieldy, because of a number of affiliated colleges spread over an area of 59869 Sq.miles. Maintenance of proper standard, effectiveness of control-relation required and demanded its division into two or more Universities. But the time factor, number of Universities to be created etc. were also influenced by political considerations. Hence, Berhampur and Sambalpur Universities were established to function with effect from the New Year's Day, 1967 and 3rd January, 1967 respectively.

PROFESSIONAL EDUCATION

In the field of professional and technical education, the old medical School at Cuttack was raised up to the status of a Medical College in 1944. In Sambalpur and Berhampur two more Medical Colleges were established in 1962. An Engineering College established by the Utkal University in 1958 at Burla (Sambalpur) as a constituent College of

the Utkal University continues to function now under the Sambalpur University. In 1964 the Regional College of Engineering was established at Rourkela. These institutions are connected with the Universities and impart teaching, but are not connected with the 'educational' organisations. Hence, these institutions do not come within the scope of our investigation. The Jagannath Sanskrit University was established in 1981 at Puri to impart teaching in Sanskrit. But this institution does not come within the purview of our study.

In 1951, the Government of Orissa established an Agriculture College at Bhubaneswar and in 1963 it was transferred to the newly established Agriculture University. Now the Agriculture University consists of teaching Departments and some constituent colleges and is connected with the Agriculture Department of the State of Orissa. This University also does not come with the ambit of the present study.

PRIMARY EDUCATION

The elementary education consists of two channels of which Primary education for the age group of 6-10 is the first stage. Before Independence, the Congress Party had committed to provide compulsory primary education to all citizens if elected to power. Accordingly, when the Congress Party formed Government in Orissa under the leadership of Sri Biswanath Das in 1937, attempts were taken for a literacy drive and to open more primary schools. Under the non-congress Ministry in 1941-1944, a lot of steps were taken by Pandit Godavarish Misra, Minister, Education for the expansion of education in
the State. Apart from establishment of the Utkal University, a medical college and Government colleges at Sambalpur, Puri and Balasore, he took steps to establish many primary and Secondary schools also.

After the Second World War, the Post-war Development Plan for Orissa, known as Scheme No.18 was published on the basis of the report of the Central Advisory Board on Education known as Sergeant Report. This Scheme No.18 proposed to introduce compulsory Education in all Municipalities and in selected villages. It intended to establish 500 Primary Schools, six Elementary Training Schools by phases. Members of the Opposition frequently demanding further expansion of primary education of the State, had contributed to the expansion. The number of primary schools year-wise went on increasing. In 1949-50 there were 10155 primary schools in Orissa, out of which 6241 were Government aided schools, 2387 were managed directly by the Government, 726 by the District Boards and 86 by the Municipalities. There were 715 privately managed schools who did not receive any aid. On the 31st March, 1950 there were 4,41,967 students on roll in the primary schools out of which 2,57,404 were boys and 1,84,563 were girls.

42) S.N. Rath : The Development of Welfare State in Orissa, P.100.

For details please see Table 5 appended.
44) Education in Orissa, 1978.
The enrolment strength and other details of the students between 1947-48 and 1977-78 have been appended as Table V. Details of information for the year 1981-82 have been provided as Table VI to this dissertation. On the 31st March, 1982 there were 36,006 primary schools with 2823000 students. In the year 1950-51 the Govt. were spending rupees 24.37 lakhs on primary education and it had gone up to 2811.04 lakhs in 1977-78.45.

The primary schools cater to the needs of the children coming within the age group of 6-11 and are located mostly in rural areas. There has been fairly large-scale expansion of primary education, even then the entire population is yet to be literate46 and education is yet to touch all persons and primary education yet to be free and compulsory. These primary schools are managed by the Education Department or by the T and R.W. Department of the State or by the local bodies. The teachers are centrally chosen by the Inspector of Schools and are appointed by the concerned management out of the list thus prepared. Most of the teachers are trained Matriculates, though about 20% of them are yet to be trained. They continue in the scale of Rs.255-360/- and Dearness Allowance etc. from time to time.

45) Directorate Publication: Report of the Educational Survey, Appendix V.
In case of candidates coming from the Scheduled Castes and Scheduled Tribes, there may be relaxation of minimum qualification. But Post Graduates degree holders and graduates are also there as teachers in these schools. There are about thirty teachers who have not passed M.E. and there are about 36000 teachers who have passed only M.E. Examination.

MIDDLE SCHOOL EDUCATION

In Orissa, the model of education provides for a structure known as Elementary education which consists of two sub-structures. They are primary education and Middle School education. Middle School education covers boys and girls within the age group of 11-14. In 1978-79 there were 6543 Middle schools in Orissa out of which 6000 were located in rural areas. Out of these institutions 479 are managed by the Government and the rest are managed by the local bodies and private bodies. In 1978-79 there were 21408 teachers in these schools out of which only 54 percent were trained. These teachers are chosen by a selection Committee for Government Schools and by the Selection Board for private schools and are appointed by the concerned appointing authorities. Statements of all such schools for the whole period have been appended as Tables IV, V and VI.

47) Education in Orissa, 1978, quoted above.
Out of the total of 2030 High Schools in Orissa in 1977-78, 408 were managed by the State Government and 8 were managed by the Government of India. The rest were being managed by local bodies like Municipality, N.A.C., Panchayat Samiti etc. or by Private bodies or persons. Now the teachers having varied qualifications according to the subjects they are supposed to teach, are chosen by a selection Committee for Government schools and by the Service Selection Board for private schools and are sponsored by the Director of Schools in response to the requirements of the concerned management. The concerned private school is not entitled to grant-in-aid or reimbursement of teacher's salary (either in full or in part) in respect of a particular teacher, if the teacher is not appointed by the management out of the candidates sponsored by the D.P.I. from the list drawn up by the Selection Board.

Now there are 212 colleges in the State imparting general education. When there were only 92 colleges in 1977-78, 103 colleges in 1979-80, their number increased to 212 in 1982-83. Out of these colleges, 40 colleges are Government colleges. These colleges have been affiliated either to the

Utkal or Berhampur or Sambalpur Universities. These colleges have been established either by the Government or by private agencies or by local bodies like Municipality, N.A.C., or Panchayat Samiti etc.

Two different methods are adopted in affiliating colleges to the University. For the Government colleges, the proposal is to be submitted by the "Head of the Department" (Director of Public Instruction or Director of Health Services or Director of Industries as the case may be) by the end of January immediately preceding the Academic session. There have been instances of Government seeking affiliation direct and not through the Director (Head of the Department). The University conducts local enquiry on the matters concerning accommodation, student population, finance, sustainance and the like. The report is submitted by the Enquiry Committee to the Syndicate. The Affiliation Committee of the Syndicate examines the report and takes a decision. The report of the Affiliation Committee of the Syndicate is placed before the Syndicate and if accepted the Syndicate places the matter before the Senate for decision. The Senate grants formal affiliation.

In case of non-Government colleges the Secretary of the management of the proposed college is to move the Government and the University simultaneously. The University till recently was supposed to act only after formal sanction of approval or concurrence of the Government on the proposed college was available. In January, 1983, the Government have withdrawn the requirement of sanction. Now no concurrence or sanction is necessary. Previously concurrence of the Government was necessary to check the mushroom growth of sub-
standard colleges. But between 1977 and 1982 as mushroom growth of college could not be checked and this measure was not effective, this requirement was withdrawn. The rest of the procedure of affiliation of private colleges is the same as in case of Government colleges.

TEACHER EDUCATION

Now there are six Government Training Colleges to impart pre-service and in-service training to the teachers. Besides, there is Regional College of Education at Bhubaneswar run by the N.C.E.R.T. These colleges impart training for B.Ed and two of them impart instruction for M.Ed. course. The Regional College of Education has also a Correspondence-cum-Contact Course. It also organises short-term orientation programmes. For Secondary level training, there are 73 Secondary Training Schools with an annual intake capacity of fifty each. There are two training institutes for imparting training to the in-service Hindi Teachers. In addition to these facilities for training, if a student wants to take up teaching as a career, he may do so taking education as one of his subjects at I.A. and B.A. stage. The Board of Secondary Education and the State Institute of Education (known now as SCERT) also provide short term and orientation programmes.

ADULT AND NON FORMAL EDUCATION

Adult literacy was taken up by the State Government as a regular social education programme in 1949. This programme

51) Source Ibid, P.3.
52) Source Ibid, P.3.
is now looked after by the Education Department as well as the Community Development Department simultaneously. The programme now is administered from the State Headquarters by a Director of Public Instruction, who is assisted by a Joint Director and another Deputy Director. At the field level, in each District there is a District Organiser of Adult Education (D.O.A.E.), and Project Director who looks after the formal literacy programme. Under this normal programme, in each District there are fifty literacy centres, in each of which twenty adults are enrolled for a period of six months. Generally, teachers of Primary Schools are appointed part-time teachers who are also paid some additional remuneration.

The functional literacy programme, further assisted by the Union Government, was launched in the year 1970-71 and is being implemented now in six districts. Under this programme in each district one hundred twenty centres are functioning. In each centre thirty adults are enrolled for ten months. The literacy drive under non-formal education programme for the age group 15-35 was launched in the year 1976-77. This programme operated in these Districts of the State with assistance from the Union Government. The State Government also operated it in three other districts. In each district one hundred non-formal

See also for the role of Nehru Juba Kendra
S.C. Ghosh (Ed) Educational Strategies in Deve.Countries.
The Chapter on India by Ved Prakash, P.80-90 and
Chapter 14 of "Report of the Fourth Educational Survey, Orissa, 1982".
D.P.I., Orissa, Bhubaneswar, P.201-207.
See also Table - VII.
centres have been opened, in each of which thirty adults are enrolled for a period of eight months. These programmes are looked upon by Project Directors appointed at District level. It has been proposed in the 6th Five Year Plan to cover 45 lakhs of illiterate adults out of fifty five lakhs illiterate adults in the age group of 15-35. As in case of other States of the Indian Union, Nehru Juba Kendra also imparts non-formal education among the age group of 10-13 and school drop-outs. But Nehru Juba Kendra and State Public Library are managed by the Cultural Affairs Department.

**PHYSICAL EDUCATION**

Physical education is compulsory at the Secondary and higher education level. Physical Education Teachers are appointed in the High Schools and Colleges to impart education in physical culture. Grants for athletics in Government and aided institutions are paid by the State Government in regular manner. The State Government run a college for physical education with an intake capacity of one hundred and fifty to trained teachers in physical education.

**ORIENTAL STUDIES**

Sanskrit is taught as a subject in High Schools and colleges and in a number of special Sanskrit Schools. At the Secondary stage Sanskrit is taught as a compulsory subject.

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At the college level it is one of the Optional subjects and facilities also have been provided for teaching of Sanskrit at the B.A., B.A.(Hons.) and M.A. level. There are one hundred forty aided primary or Prathama Tolls which offer a 3 year course. There are thirty six middle or Madhyama Tolls, offering three-year Prathama or three-year Madhyama course. There are twenty six higher Tolls teaching up to Acharya course. These twenty six Tolls offer ten-year course, three year Prathama plus three-year Madhyama, two-year Shastri and two-year Acharya course. All these institutions are aided by the State Government.

TEXT BOOK PRODUCTION

In Orissa, text books are prepared by five different agencies, but two of them are of significance in our context. Text Books for Pre-primary classes are prepared by the Children's Literature Committee which has been functioning under the Education Department. Text Books for primary and middle schools which have been nationalised and books meant for High Schools are prepared by the Board of Secondary Education, Orissa. The nationalised Text Books and other materials necessary for Pre-primary teaching are printed in the Text Book Press, Bhubaneswar, set up under the Education Department of the State Government. There is also a Text Book Bureau operating as a Government undertaking having special relation with the Education Department. Its administration cost is borne by the State Government. The Bureau set up in 1970 prepares Text Books in Oriya for use at college and University level.

A Selection Board is constituted under Section 10 of the Orissa Education Act, 1969 to act as the Public Service Commission for the selection of teachers. In exercise of powers conferred by sub-rule (7) of rule 4 of the Orissa Education (Recruitment and conditions of Service of Teachers and Members of the staff of Aided Educational Institutions) Rules, 1974, the Selection Board has framed regulations under which it is to function. It has two fold purposes, (a) to ensure appointment of qualified teachers and (b) to regulate such appointment. The Selection Board was constituted in 1975 and consists of three members.

A State Institute of Education has been functioning since 1964 as the academic and research wing of the State Education Department. In 1978 it was redesignated as the State Council of Educational Research and Training. Besides the research work on academic matters, it organises orientation and reorientation training programmes for School teachers and supervisory staff. On its research findings qualitative programmes are to be formulated and implemented in the Institutions. The SCERT has taken up studies and experiments in connection with the assistance of UNICEF. It has also taken up matters like

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56) Source Ibid, P.5.
57) Source Ibid, P.5.
reduction of wastage and stagnation in primary schools, developmental activities on community education and participation, introduction of work education, reorganisation of the system of education, teachers' education programme and supervision of schools.

**EDUCATION OF WEAKER SECTIONS**

The Scheduled Caste and Scheduled Tribe population of the State constitute about 40% of the total population. Hence, the State Government have taken special steps to improve literacy rate among them and to educate them. Although the Scheduled Caste population are scattered throughout the State, the Scheduled Tribe population is concentrated in 118 blocks of nine districts of the State. Out of these 118 blocks, 107 blocks in five major tribal districts have been taken up on priority basis for the purpose of educational expansion. The rate of expansion of education and literacy among them has been appended as Table VIII to this dissertation.

**BASIC EDUCATION**

The Basic education was the product of Gandhian Thought and intended to promote education through activity.

58) Source Ibid, P.4-5.

Also see Chapter 18 of the Educational Survey Report, 1982.

59) Basic Education was the product of Gandhian Thought. The programme of basic education was enunciated with the approval of Gandhiji. On 31.7.37 Gandhiji wrote, "By education I mean an all-round drawing out of the best in the child and man; body, mind and spirit. Literacy is not the end of
In 1950-51, the Government of Orissa opened 133 Basic Schools and admitted 9742 boys and girls. In the subsequent period, when the Government wanted to open more basic schools and to extend the basic education to other schools in order to impart compulsory short-term training course to all primary teachers in basic education, the Opposition was very much opposed to it. During the First Five Year Plan period, the Government of India and the State Government laid more emphasis on basic education. In 1951 the Orissa Legislative Assembly passed the Orissa Basic Education Act. It is interesting that the Act provided for punishment on guardians in the event of their failure in complying with the requirements of sending their children to school. The Board of Secondary Education was also created. Subsequently basic education was extended further to higher stage. Two types of basic schools were created. The education, nor even the beginning. It is only one of the means whereby men and women can be educated" (The Harijan).

On the 2nd October, 1937 he wrote that education should be based upon seven principles. It (a) must be free and compulsory, (b) must be imparted through a craft or vocation, (c) should be self-supporting, (d) should be imparted through mother tongue, (e) should be non-violent, (f) must enable the individuals to cultivate citizenship ideas, (g) must be based upon the co-operation of the community, (The Harijan dated 2.10.37).

In October, 1937 the Conference of National Workers met at Wardha and discussed this view of Gandhiji. The Conference appointed a Committee under the Chairmanship
Senior Basic Schools (for Grades VI and VII) and the Junior Basic Schools (for Grades I to V). The Basic Education Report, 1950-51 praised the system and enlisted some of its advantages. In 1953 Pandit Nilakanth Das and in 1955 Pandit Godavarish Misra severely criticised the Government policy of Basic Education. In 1958 September, the Education Minister informed the Orissa Legislative Assembly that there were 400 Basic Schools, but these were not functioning well. In January, 1959 the Board of Dr. Zakir Hussain. The report of the Committee contained a scheme of education known popularly as 'Wardha Scheme'.

The Central Advisory Board of Education were impressed by the Wardha scheme and appointed a Committee in 1938 headed by B.G.Kher, the then Premier of Bombay to examine the suitability of Wardha Scheme. The Report of the Committee wanted the Scheme (a) to be implemented in rural areas first, (b) compulsory education for all between 6-14 years of age, (c) mother-tongue to be the medium of instruction with Hindustani as common language.

This Scheme was adopted as a part of the Post-war plan for Development of Education in India.

For further details R.N.Vyas : Education and Human Society, P.110-112.
See also Humayun Kabir, "Education in New India", Chapter II.
See also Gunnar Myrdal : Asian Drama, P.1656-1657.

60) The Scheme for Basic Education failed. It failed because people did not want their children to work. They had colourful idea about the future of their children.
of Basic Education virtually closed down the basic schools and merged those with the existing schools pattern.

The Basic education had no common goal with general education, it had no fixed boundary and it had no dependence on other structures of education. Basic education was not constituting 'a system' in collaboration with the structures of general education. Similarly, some structures like the one in the College of Basic Science and Humanities, Bhubaneswar, 'Sovaniya Sikshya' etc. may be taken as structures having no goal-relation and dependence on rest of the structures.

DEVELOPMENT OF EDUCATION AS A SYSTEM

Orissa was one of the educationally backward States of the Indian Union till the advent of the First Five-year Plan. During the last thirty years there has been considerable expansion in the number of institutions and enrolment at all levels. In course of this expansion, quality has been the casualty. But in spite of it, one cannot say that Orissa has developed an educational system. System refers to "anything formed of parts placed together or adjusted into a regular and connec-

Prof. Rajni Kothari writes, "The old view that education is preparation for life and for gentlemanly status, though still of some relevance, seem to work as a handicap in adopting to the challenges of modernization in which education itself plays increasing by catalytic role."

Rajni Kothari: Politics in India, P.375.
ted whole", "a set of things considered as connected whole". "A system implies the interdependence of parts, and a boundary of some kind between it and its environment." From this viewpoint, in Orissa there is no educational system. Its structures are not independent in role and dependent upon each other for achieving their common goal. The structures do not have any fixed boundary. All structures under the system (if it is) are not connected from the viewpoint of unity of purpose.

Academic structures represent academic curriculum. If the structures together do not constitute a system in their role-relation, political-roles of the structures also cannot constitute a system. Hence, Orissa does not have a 'system'.

Education in Orissa has been unplanned. There is no educational policy. Between 1950-1956, the Government thought of Basic Education only and forgot higher education completely. The total amount of expenditure in 1950-51 on Education did not exceed Rs.67 lakhs. Between 1956-60, there was practically no spectacular expansion. Between 1961-67 Science and Technology were given proper and due importance. Between 1967 and 70

64) Rudolphs - quoted above, P.65.

The figures have been added up together without referring to Orissa by the Investigator.
there was qualitative improvement and consolidation of the gains. Every phase represents a trend, the trend does not indicate the policy of the Government or the party or implementation of election manifesto, but the idea of the individual shaping the policy for the time-being. Lop-sided sub-standard growth on one hand and paucity of suitable hands on the other, unemployment on one hand and lack of proper personnel, uncertainty, confusion, frustration, deviant behaviour, unrest, lack of social cohesion are the outcome. Crimes are on increase. Education has no relationship with job, the recipient is to take up, or with his future life. Educated people instead of being socially useful are occasionally becoming nuisance to the society.

65) Prof. Rajni Kothari writes, "The growth of educated unemployed in India has been a function not only of expanded opportunity in education, but also of the fact that expansion has been very lop sided". Rajni Kothari, quoted above, P.376.

Gunnar Myrdal also observed non-availability of qualified teachers, Gunnar Myrdal: Asian Drama, P.1822.

66) Prof. Kothari writes, "Such a rapid expansion of education system, thanks largely to the open door policy, has created a host of problems. Adequate attention to quality improvement and vocationalisation has not been possible, the Chief pre-occupation being the expansion of opportunities". See Also/Rudolph and Rudolph, quoted above, P.35.
A planned system of education based upon a sound policy could have been more useful. Gandhiji wrote, "I would prefer temporary chaos in higher education to criminal waste that is daily accumulating". It is time for our administrators to realise the significance of the statement.