A top educationist of India and member Secretary to the Education Commission, Dr. J.P. Naik writes, "The expansion and improvement of educational administration has generally been neglected, with the result that the Education Departments of today are for less equipped to deal with the immense tasks of educational reconstruction than they were at any earlier time". He further writes, "What is needed is substantial increase in personnel of the Education Departments and a revolution of its character, that is to say, its conversion from a body of men who deal mainly with statistics, financial sanctions, grants-in-aid, transfers and appointments, an enquiry into all sorts of complaints, into an organisation of educationists who would be imaginative enough to realise the goals of educational reconstruction, sensitive enough to know the needs and demands of the people, competent enough to plan satisfactory programmes of educational reconstruction and to implement with success and able enough to function as friends, philosophers and guides of teachers, who in turn, would extend a similar service to parents and students". This monumental statement is true of entire India, but is more true of Orissa. This provides a yardstick to assess the utility and suitability of the educational bureaucracy of Orissa.

The Education Department of Orissa has been organised in accordance with the Rules of procedure framed by the

(*) Please see P.225

1) J.P. Naik, "Educational planning in India", P.37-38.
Governor of Orissa under Art.166 of the Constitution of India. The Department is headed by a Minister. Between 1956 and 1966, Education Department of Orissa had no privilege of having a Minister of the Department exclusively. Education was an appendage either of Revenue and Excise or Finance or Forest and Development Department. Naturally, a Minister in charge of such revenue-earning profitable Department or Departments had no time to devote for the revenue-spending problem-shooting and poverty-stricken Department of poverty-stricken people. For a long time surplus funds of the Excise Department was the main source of education budget. Similarly, as the Civil Service Head of the Department of Education, either the Agriculture Secretary or the Home Secretary or the Revenue Secretary was being placed. For the first time in many years, in 1967, there was an Education Minister in full charge of the Department as its political head. Thereafter, an exclusive Secretary of Education Department was also placed in charge of the administration of the Department.

In some Departments of Orissa, the "Specialists" have been placed as the Secretary of the Department. The Works Secretary is an Engineer, in Health Department also, the Additional Secretary is a specialist. In Orissa, for some time in 1974, the Orissa Government College Teachers' Association demanded that a specialist from their rank be appointed as "Commissioner" of Education. But as it happens in a composite Service

2) The controversy between the Specialist and generalist is very much there since long. The matter reached the climax in early 70's. For its effect in the field of education in general, See Rudolph and Rudolph, quoted above, P.333.
Association, the 'demand' fizzled out. In 1980, on certain pragmatic considerations, the Government took an officer of the Orissa Education Service as Additional Secretary. The experiment was not very successful and subsequently the idea was dropped. However, since 1962 at least one officer of the Orissa Educational Service finds a place and some important work are assigned to him in the Orissa Secretariat. In the present setting, there is neither any demand nor any justification in inducting an officer of the O.E.S. as the Secretary-cum-Commissioner of the Department as it might do more harm than good.

As it happens in case of all other Departments of the Orissa Secretariat, in Education Department also there is a Secretary, occasionally an Additional Secretary, sometimes a Joint Secretary, three or four Deputy Secretaries, three or four Under Secretaries and/or Assistant Secretaries. This number varies because of sanction of new post, up-gradation and down-gradation of some of the existing posts. The Education Secretariat discharges certain routine work and duties like implementation of policy, staffing and control over personnel. Education Department of the Orissa Secretariat, does not constitute

3) Unless a cadre of trained educational administrators is created, administration manned by officers of general administration and officers of cadre of educators may not make much difference. Rather, it is apprehended that officers of the cadre of 'educators' may carry with them their own prejudices to the Secretariat and the Education Secretariat may become a duplication of mal-administration of the Higher Education Directorate.
a part of the Educational bureaucracy of the State.

The Educational Bureaucracy of Orissa consists of the Education Directorates and other subordinate offices consisting of small education-bureaucrats. These educational bureaucrats are different from the career bureaucrats from the viewpoint of their specialised knowledge and the special type of function they are supposed to perform. As the specialists in the field of education, they are intended to (a) act as Advisers to political boss and career Civil Servants in the educational field, (b) frame administrative policy on education, (c) to plan the educational projects, programmes and performances and (d) implement the policies of the Government those require specialist-cum-executive action. These functions have been viewed by Walton from three angles. But these three views are completely absent in educational bureaucracy of Orissa. For instance, in a college if the office hour commences at 10.30 A.M. and ends at 4.30 P.M. within six hours six teaching periods for every teacher can be mathematically fixed up. One can understand if such a view is taken by an officer in the Orissa Secretariat. But if such a view is taken by an education-bureaucrat who is supposed to have spent entire life in educational institution and knows

4) John Walton: Administration and Policy-making in Education, views P.21-23. These three are (a) functional statement, (b) normative judgement and (c) prudential maxims.
that in the interest of teaching more than three classes per day should not be engaged, one finds no difference between a generalist and a specialist. In this case, the bureaucrat in the officer is completely alienated from his quality as an educationist. In such circumstances the speciality of educational administration disappears completely. Waltson cherishes an idea of having a managerial revolution in order to provide specialists in educational administration. But, it appears to be a well-righ impossibility in Orissa context.

Till 1961, there was one Director of Education in Orissa. In 1961 a post of Additional Director was created. For some time, the post was converted to that of Additional Director Women's programme. For some time the post of Additional Director was kept in abeyance to become the post of Director of Schools in 1968. This post was down-graded for some time to that of Additional Director again. Subsequently, in 1979 another post of Additional Director for Adult Education was created. In

5) Ibid, P.34-36.

Dr. Walton says that the educational administrator must be a teacher, but qualities of a teacher and qualities of an administrator must be blended in one.

Dr. Gunnar Myrdal is of view that planning begins at the top and descends down the institutional level and the institutions have no role to play in formulation of plans for educational development. Similar view has also been expressed by the Education Commission (1964-66) in their report at P.358.

A managerial revolution is considered necessary to involve
March, 1983 the post was up-graded to that of a Director and another post of Joint Director, Adult Education, was created.

In Orissa, whenever a Superior post is created, an individual or some officers or officer must be in view. Similarly, whenever a post is kept in abeyance or down-graded, some person or persons must be in mind to be prevented. Rules and bases are changed very often only to accommodate certain individuals. Sometimes Rules and appointment run independent of educators in formulation and management of policies on education.

See also Rudolph and Rudolph, quoted above, P.270.

6) Had it been a general policy to encourage deserving people, to retain capable officers and to provide incentive, it could have been different. But in Orissa, the posts are created and selective tests are formulated to eliminate others, to minimise competition and to confer benefit on one at the cost of others. For instance, views of Engineer Abahananda Mohanty on "The Samaj", dated 8.5.83 may be seen.

7) Posts are 'abolished', 'kept in abeyance' to minimise or eliminate competition at the top so that the favoured one may enjoy the exclusive benefit without risk.

8) Manipulation also occurs in another manner. For example, a college teacher of College Branch is inducted in to the School Branch as Inspector and asked to 'opt' between the two cadres and in his relation 'bifurcation' becomes complete. Such bifurcation stories were very often in the years 1959, 1960, 1962, 1963, 1965, 1968 to suit to the convenience of individuals. After "bifurcation", on the basis of restro-
each other. In Orissa Educational Service, the term "Seniority" has no meaning. There are different norms of seniority, "Class Two Seniority", "Class One Seniority", "Super Class One Seniority", "Seniority as an administrator" etc. These various norms of seniority are employed in favour of different persons at different points of time to confer benefits upon them. Furthermore, 'school branch', 'College Branch' etc. constitute the other base of differentiation. Sometimes this distinction is strictly adhered to and in some cases this distinction has no meaning.

In Orissa Education Service (both the branches), prospective seniority, the beneficiary becomes senior to others in the new cadre. In the third phase, when a superior post comes, 'decision' taken indicates that the post be filled up by such seniority only. The desired promotion takes place. The three-phase attempt is a continuous one and intended to achieve that only objective. Such instances are many and frequent.


10) 'Bi-furcation' is a later contrivance, but it has not been uniformly followed. As a result, some people of the same cadre enjoy four channels of promotion, some three channels, some get two channels, and some get half of the channel, not the full course of channel. The discretion supposed to have been conferred upon the Government under Rule 8 of the
suitability is a subjective concept and rules are hand-made of political expediency. This phenomenon is more true in case of Director of Higher Education as it represents the continuity, hollow and myth associated with the Directorate of pre-bifurcation days.

Recentmost trend in this battle of succession is peculiar, succession to the Higher Education Directorate is a victory. The victor is to consolidate himself and to see that

Rules of Promotion notified vide Education Department Notification No.19637 dated 19.7.1971 under Art. 309 of the Constitution has not yet been exercised. Not rules, but necessity is the primary consideration in these matters.

1) The chain of events between August, 1981 and April, 1983 culminating in physical bi-furcation of the Directorate into three, give such an impression. Eventhough two Directorates have been working at intervals between 1968 and 1981, such tendency was not noticed. In this connection Perkinson's law restated as Catlin's thirty-fourth law appears to be having some relevance. The law is, "All men, even bureaucrats, have an appetite for power, which certeris paribus grows as it feeds; and no man who has the choice between converting a subordinate to a possible rival and multiplying subordinates over whom he remains magnified as master and arbiter, will readily choose the former. Hence, all bureaucracies being jealous of power, tend towards growth in personnel".

George Cafelin, "Systematic Politics", P.257.
he enjoys an edge over other contenders. Previous cases or attempts of failure, if any, are to be rationalised and to be given the colour of principle or magnanimity or disinterestedness. Sincere followers, renegades and vocal supporters etc., irrespective of their seniority, qualification and attainment are to be properly rehabilitated. For instance whereas an O.A.S. Officer, having an M.A. degree in History or Sociology is unsuitable to be Deputy Director, Sanskrit Studies and an officer of the Education Service is necessary, an M.Sc. degree holder holding the post of Reader in Geology may be found suitable for the post only because the Director wants him. An economist of thirty years standing functioning for seven years as Deputy Director, Planning may be replaced by Reader in Chemistry. Because of such victory and its aftermath, the Directorate of Higher Education is in the process of being politicised. A set of officers who come to power in this process and are constantly busy to save themselves are hardly expected to be effective. The manner in which the executive posts of the Directorate of Higher Education are filled up one is reminded of the spoil system of the early nineteenth century.

Even after the Independence of India, the colonial trends of education-bureaucracy of Orissa has not changed. It has been maintaining as J.P. Naik12 wrote, the "Police" traditions of the British days. As in the days of Lord Curzon, so also even now, their only functions are of negative and maintenance type. They deal with statistics, financial sanctions, grants-in-aid, transfers and appointments, enquiries of some

12) J.P. Naik, "Educational Planning in India", P.37.
sorts in which they are interested and that too not very efficiently. Research, innovation, planning and development are of secondary importance.

The Director derives powers from three different sources, (1) Powers delegated by the Government of Orissa, (2) powers conferred by various Acts like Utkal/Sambalpur/Berhampur University Act, Orissa Education Act, Orissa Secondary Education Act, Orissa Higher Secondary Education Act etc. These powers, and the functions those entail, are of four different types, (a) advisory, (b) administrative, (c) developmental and (d) routine or maintenance type. The relative emphasis or one function or the other and the total effect of these functions determine the role and nature of the Directorate.

Each Director is 'Specialist' and hence is expected to guide the generalists and to help them with necessary technical and specialised advice in the matters of policy formulation on one hand and policy implementation on the other. In these matters particularly, the record of the Directorate does not appear to be very encouraging. The Director in this field is supposed to prepare the blue-print of a system\textsuperscript{13}, the specific

\textsuperscript{13} According to P.F.Drucker, an 'efficient executive' must be effective also. According to him efficiency requires "doing things right", but he should also be 'effective' in "getting right things done". He insists upon five-fold abilities of an efficient executive. Those abilities are: (a) ability to manage effectively the time available, (b) ability to focus results, rather than work, (c) ability to build strength, (d) ability to concentrate on few crucial areas,
nature of the structures working under the system, their role-
relation, the mode of co-ordination of their activities, a per-
spective plan for education, its immediate and ultimate goal,
phase-wise implementation of programmes, fixation of priorities,
allocation of available resources keeping in view the priorities,
determination of the staffing pattern and the control relation.
The Director is or the Directors together are to prepare the
blue-print of an educational system and a plan of its execution
which is to be accepted for implementation after minor modifi-
cation at the political and administrative level. Unfortunately,
such function has not been successfully performed by most of
the Directors. The only advice that some of the Directors (though
not all) have tendered has been in shape of proposals for trans-
fer (vertical and horizontal) and posting; and creation or
transfer of posts; recommendations for promotion etc. which are
never based upon expert knowledge, but on extraneous considera-
tions.

The ideal administrative functions of an executive
are many and varied\textsuperscript{14}. But these are secondary in our context.

\textsuperscript{14}O.B.Graff and C.M.Street state that democratic functions
are the routine functions of the executive. Those include
\begin{enumerate}
  \item to provide opportunity to all concerned to share appro-
\end{enumerate}

\textsuperscript{14} P.F.Drucker, "The effective Executive", P.145.
See also Mary B.Sticco, "Modern Personnel Management", P.242.
The learned observer insists upon application of Scientific
technique.
Our administrative functions include control over staff, transfer, posting, selection, appointment, tour, inspection, fault locating, tension-creation and tension-management etc. Developmental functions consist of quantitative and qualitative expansion, but the former always enjoys precedence over the latter. Creation of new institutions, expansion of the existing ones, opening of new subjects, studies, courses, innovating experimentally in the formulation of policies and developmental programmes for the realisation of the purpose of education, (b) to associate all concerned in execution of policy. According to them the worth and desirability of a democratic educational administrator is (a) whether the functions foster the development of positive source of influence, respect and affection? (b) Whether the fulfilment of basic purpose enjoy top priority? (c) Whether the functions provide examples of the basic tenets of democracy? (d) Whether the functions regard managerial role as one among several roles dedicated for the purpose of fulfillment of the objectives of public education? (e) Whether the functions accept responsibility for lapses if any in the democratic management? See also R.F. Campbell and R.T. Gregg, "Administrative Behaviour in Education", particularly the chapter by John K. Norton on contemporary scene. Also see the five qualities of an educational administrator in Wahlquist and others, quoted above, P. 560.
ments are some of the important developmental activities. In this field also, applied research and experiments are not up to the requirement and available resources are not being properly utilised.\(^{15}\)

The routine functions are many. In performing these functions also the record of the Directorate is not up to the mark. For instance there is no 'grievance cell' worth its name. Employees, particularly college teachers wait for days together amidst pathetic circumstances to have an 'interview' with the Director to put forth their grievances and difficulties. For years together representations remain pending.\(^{16}\) For instance, no action has been taken on representations pending since 1970. In December, 1976 only one Director took some effective steps to take up this matter,\(^{17}\) but after he left the Gandhi Bhawan, the matter was shelved. Repeated reminders also fail to move this machinery. In many cases main letters are available, but enclosures are lost, sometimes complete letters are lost.\(^{18}\)

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15) The State Council for Educational Research and Training has many physical deficiencies and its findings are not being given due weightage.

16) The Second Pay Commission in their report stated that the grievances of the employees should be removed, quoted from A. Avasthi and S. R. Maheswari, "Public Administration", P.382.

17) In a circular letter, the dynamic Director sought informations from all concerned regarding pending representations but his successors did not take any follow up action.

18) For instance D.P.I.(H.E.) Letter No.42512 dated 17.10.81 and letter No.42513 dated 17.10.81 and of the D.P.I. to
Instances of sending incorrect and misleading informations to the Government (if necessary) are also there.

In certain routine matters the Director is a recommending authority. These matters do not appear to be discretionary in nature and the officer exercising the 'powers' or performing these functions is not supposed to discriminate between cases similarly circumstanced. But there have been a very large number of cases occurring between 1981-83 in which treatments have been discriminatory. Writing about Indian Political Process, Prof. W.H. Morris-Jones wrote, "Applications for Scholarships will be considered by the Committee on the basis of recommendation submitted by the Head of the Department, but the natural tendency will be for the aspirant to tackle this problem in terms of 'favours' and influences". This is very true of Directorate of Higher Education and unless 'influence' and 'favour' are active, the interest of the legitimate claimant is invariably prejudiced. This is true in case of recommendation for study leave, extension of Teacher Fellowship under the Principal, Ravenshaw College may be cited.

It is interesting to note that after joining Government Service on reversion from foreign Service officers do not get pay for months together. The Investigator's attention has been drawn to one case of eighteen months and another case of twelve months. Similarly, an officer returning from leave could not be given any posting order for months. A reporting in Samaj in May, 1963 indicates that some teachers had not been paid their salary for eighteen months.

Faculty Improvement Programme, withdrawal of advances from G.P.F., introduction of new subjects, sanction of promotion posts and manipulation of date of promotion in order to manipulate relative seniority. Against such lapses on part of administration, no judicial remedy can be invoked.

20) The manner in which posts are created and selected persons are favoured have been indicated in form a table and has been appended to this dissertation. The list is only indicative and not complete. There are hundreds of such cases.

21) Dr. Amareshar Avasthi in his Inaugural address to the Orissa Political Science Association at Rourkela on the 6th February, 1981 stated that certain executive actions blatantly unjust may not be illegal from the view point of law of the land and hence judicial remedy may not be available. Report by Prof. A.P.Padhi in Orissa Journal of Political Science Conference Number 1980-81, P.2.

Prof. Christol says, "The mere legality or constitutionality of administrative action does not guarantee that it will be wise in the time with the broad outlines of Government policy as a whole or acceptable to the people". Christol in Rodee, Anderson, Christol and Greene : Introduction to Political Science, P.367.

On this matter a brilliant analysis has been made by Prof. Haridwar Rai and Dr. S.K.Singh in "Ombudsman in India" in the Indian Journal of Political Science, July-September, 1976, P.45-46.

See also Gunnar Myrdal, quoted above, P.1812.
Prof. W.H. Morris-Jones has observed, "In India, things are not always as they seem". The western student of Indian politics are bound to conclude that there is a wide gap between theory and practice. The learned critic further points out, "Consider for instance, this matter of gap between profession and practice, the difference between things really get done and the way they are presented as being done". These observations are fully applicable to educational administration in Orissa. In these matters even though some personal factors are involved, the degree of inefficiency and corruption or both vary according to the personality of the presiding officer in the Gandhi Bhawan. Delay and inaction are the permanent features of this Directorate and promptness and activity, if any, are only exceptions. Particularly, as a coordinating agency the activities of the Directorate are worth nothing.

College offices and Inspectors are miniature Directorates from the viewpoint of promptness, efficiency and integrity. But general efficiency and integrity is better in the colleges than in the Directorate or Inspectorates. In some colleges, there is high standard of objectivity but unfortunately that is sadly lacking in the Directorate.

Paul H. Appleby states that an administrator should have character, loyalty and dedication. These are three subjective qualities and in the absence of any definite yardstick, these cannot be measured. In the past some administrators having these qualities have presided over some administrative offices in the State educational administration. But the manner in which they have come is faulty and hardly provides opportunity for honest officers to thrive. If by any chance some honest officers come, it becomes difficult for him to maintain honesty and uprightness. The twelve important virtues that according to Paul Appleby a successful administrator should have, can hardly be cultivated in the existing setting. An officer projecting the profile of an educator if takes recourse to cliques for major part of his service career of about twenty five years in order to get his legitimate due and to extract illegitimate benefits and to frustrate the legitimate attempts of others, can hardly afford to have loyalty, dedication and character necessary for such high offices particularly in the evening of his service career. The qualities of administrator are conspicuously absent in many cases and wherever those exist, those have not been allowed to develop.

Prof. E.N. Gladden is of view that a Civil Service organisation must meet four conditions. (a) It must fulfil the functional aim for which it has been brought into being. (b) It must be synchronised at the recruitment stage at the school leaving age. (c) It must be able to meet the long-term changes


26) E.N. Gladden, "Civil Service", P.123.
postulated by the general development of administrative technique, (d) It must, while conforming to a centralised plan, be capable of meeting the various special demands of the separate developmental units. In Orissa, if somebody is an educational bureaucrat, it is not because of his conviction or capability or training, but by accident. He comes to administration after he loses flexibility of mind and dynamism. He comes to administration to enjoy privileges and to retire comfortably, not the prove his worth or to render service to the community. His only duty becomes to lend his unequivocal bureaucratic support to the dictates of his political boss and benefactor without applying the mind of an expert into the matter.

A renowned administrator of Orissa states that public administration in Orissa are based upon seven principles. Those are (a) Political direction, (b) Public responsibility,

27) The effects of such promotion, such as, tension, complications in interpersonal relation and personal values etc. are far-reaching. An analogy may be drawn between this condition and the condition described by Ralph H. Turner in his concept of 'Sponsored mobility' and 'Contest Mobility'. Ralph H. Turner in R. Bendix and S. M. Lipst "Class, Status and Power", P. 449-457.

28) C. P. Bhambri, "Bureaucracy and Politics in India", P. 199. Prof. Bhambri states that bureaucracy should be neutral, sincere and apolitical. The other view has been expressed by Ramsay Muir, who does not consider Civil Service to be apolitical. Ramsay Muir, "How Britain is Governed".
(c) Social necessity, (d) Efficiency, (e) Organisation, (f) Public relation, (g) Research. But these principles never touch the Orissa Educational administration. Public responsibility, Social necessity and efficiency are never the principles governing educational administration.

A closer examination of the problem reveals that there is neither carefulness at the time of recruitment to choose persons having aptitude for teaching and educational administration, nor, there has been any training for educational administrators, nor, there has been a cadre of educational administrators so that in the process of trial and error the administrator might develop capability.

Dr. Paul Appleby writes, "There are too many forms of class, rank and prerogative consciousness, too much instance

29) P.N. Mohanti : "Study in Public Administration" in "Orissa Review".

Even the Report of the Administrative Enquiry Committee of Orissa, 1958 states that the old officers did not find time to train up young officers. But the report does not touch Educational administration wherein no opportunity exists for training. See report of the Orissa Administrative Enquiry Committee, 1958, Vol.I, P.542-543.

30) Dr. John Walton summarises some of the qualities which an educational administrator should have.

John Walton : Administration and Policy making in Education P.60.

See also John T. Wahlquist and others, quoted above, P.560.

31) B.R. Gupta : A Rethinking of Educational Administration, P.53-54.
on too uniform concentration of communication in formal channels, too much cross reference including too many reviews on administrative papers by legal officers, too many control of details, too many pre-occupations with 'saving' rupees and too little with larger effectiveness". This statement is fully applicable to Orissa. For instance, a teacher teaching Indian Political system to undergraduates applies for study leave to work on centre-state relation in India. His Principal, a specialist in 15th Century Oriya language and literature and a Director who studied rural indebtedness in Orissa in 1950's are required to recommend on the application, that Ph.D. is a research degree, beneficial for a teacher, helps the teacher in enriching his knowledge. In the event of non-availability of some such recommendation, the no decision the application can be taken for years. It might seem to be absurd, but it is true in Orissa.

The lack of efficiency in the Directorate creates manifold problems for the Government. In many cases, informations are withheld by the Directorate, incorrect or misleading

33) Eventhough Dr. Herman Finer (Theory and Practice of Modern Governments, P.856) and W.F. Willoughby (Principles of Public Administration, P.209) enlist the advantages of classification, because the absence of such enumeration of advantages, as the last remnants of Indian feudalism is found in Orissa, the State Government emphasise more upon classes and 'classification'.
informations are provided or gravity of the situation is not understood. As a result, either the aggrieved party seeks relief at political level or through service association or through Court of law. These courses are neither pleasant for the employee, nor for the Government. There have been instances of Director has suggesting to the Government to reverse the recommendation of the Director on the instructions from Minister or the Chief Minister. It creates very delicate position for the Government. This results in frequent withdrawal of powers by the Government from the Director and restoration of powers at intervals. Thus, here one is bound to conclude with A.D. Gorwalla when he stated in his report that the Government very often interfere in the functions of the Director. But in the context of Orissa, it is inevitable.

Most of these difficulties could have been overcome by some training. Persons who shirk to take up responsibility as Junior executives and avoid working as Principals (by political manipulation) for years together, jump to educational administration at the fag end of life, after they outlive their utility (if any). Experience is never taken into consideration and difference between experience of one year from ten years is very often sought to be rationalised as 'one repeated ten times'.

Formation of a cadre of educational administrators taking officers at a fairly younger age and taking into account

35) John T. Wahlquist feels, "Educational administration should be regarded as a profession". Speaking about successful
their aptitude and integrity has been considered desirable. Institutionalised training for such officers of the cadre, work-experience and occasional in-service training have been considered essential. It has been rightly suggested that in every society certain functions are more important than others and require special skill for performance; and only limited individuals possess the talent for the purpose. That talent must be converted to skill only by training. Prof. Carl Friedrich observes, "all administrative work depends upon educational administrator John T. Wahlquist says, "(1) He needs philosophical insight, (2) He needs to know the history and tradition, (3) He should be able to recognise the more pressing problems and order his attack upon them, (4) He should recognise structural deficiencies in the organisation and change and improve it whenever possible, (5) He should be democratic in approach to all problems."

J.H. Wahlquist and others, quoted above, P.559-560. See also Daniel R. Davies, "Educational Administration at Mid-Century", P.128-129.


37) Melvin M. Tumin in Benedix and Lipset, quoted above, P.53

38) Carl J. Friedrich says, "all effective administrative work depends upon successful training and recruitment of personnel." Dr. Paul Appleby writes, "Now that India has embarked
successful training and recruitment in personnel".

Every teacher administers education, but the extent to which an educator administers education is to be determined and it should be ensured that the education-administrators must administer education within certain rules and principles. There is derth of such persons. "Since the supply of clinicians is extremely limited, Clinical training must be provided for all these whose occupational position require them to serve as teachers, counsellors, advisers and social planners\textsuperscript{39}. The administrative training occasionally imparted to same educational administrators in their old age in the Gopabandhu Institute of Administration by persons much younger to them\textsuperscript{40} has more frustrating influence than good. It has been suggested that

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on that difficult and tremendous journey of economic development and nation-building, it must gear its administrative machinery for the task and it must develop an administrative climate which will be conducive to planned change, carried out efficiently and let us hope, in a democratic way".

\end{quote}


40) The Psychological factor involved in the training of this sort may be imagined.
there should be a separate institute for training of Head Masters, District Inspectors, Inspectors, Principals and Deputy Directors in the same time as the Staff Training Institute at Hyderabad established in accordance with the recommendations of the Education Commission.

NOTE

* Etymologically speaking, the term 'bureaucracy' may be traced to the French word 'bureau', meaning a writing table or desk. Bureaucracy, thus simply means 'desk Government'.

"(Prof. A. Avasthi and S. Maheswari, P.251). "Through disortion and caricature, the term 'bureaucracy' has come to imply bungling, arbitrariness, wastefulness, efficiousness and resimentation", (John A. Vieg in F.M. Marx (Ed) Elements of Public Administration). In this chapter, the term 'bureaucracy' has been taken combining both these meanings. It refers to the organised civil service with all its normal features, it also refers to desk Government that stands for bungling, arbitrariness, wastefulness, officiousness and resimentation. Atleast, the term here has not been used in the sense used by Pfiffner ("Bureaucracy is the systematic organisation of tasks and individuals into a pattern which can most effectively achieve the ends of collective effort", J.P. Pfiffner and R.V. Presthus, "Public Administration", Page 3).