CHAPTER IX

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Historical background

Dom Manuel de Portugal de Castro may be considered as the pioneer of supervision of schools in Goa. In 1829, when six official primary schools were created in Goa viz., at Margao, Panaji, Ribardar, Colvale, Bicholim and Ponda, he placed five of them under the direct supervision of the Military Cantonements of the areas concerned and the Commander of the Cantonement was directly in charge of supervision of those schools.

In 1835, after the Laws of Aguiar were made applicable to Goa, the religious orders were extinct. From that year primary and secondary education was taken over by the government and the syllabus and the curriculum was directly tagged with the development in that field in Portugal.

Corps of Inspectors - In 1841 inspection and supervision of primary schools was handled by bodies of officers known as Corps of Inspectors or Committees of Inspectors. These corps or committees comprised of the following:

1. Mamlatdar of the taluka
2. Municipal Revenue Officer
3. Two representatives of Village Communities
4. One or two teachers in effective service.
These Corps of Inspectors were placed in each taluka. The chief of the corps was the Mamlatdar of the taluka. At the village level the Village Headman was empowered to supervise the attendance of primary teachers. He was also supposed to listen to the complaints of parents at the village church and submit quarterly reports to the Mamlatdar.

In 1869 primary education, imparted privately or in the official schools, was subjected to supervision and inspection of a special body called Supervisory Committee on Public Instruction (Conselho Inspector de Instrucao Publica), created by a decree dated 30th November, 1869.

The Supervisory Committee on Public Instruction comprised of seven members. On the recommendation of this Committee, the Governor General appointed Local Bodies of Inspection (Junta Local de Inspeccao). These Local Bodies were allowed, in their turn, to nominate their representative in schools, which were remotely situated.

Inspector of Schools - In 1879, the government ordered the creation of a post of Inspector of Schools for the first time. However, the first Inspector was appointed only in 1884. The post of Inspector was subsequently abolished in 1904. No reasons were given for the abolition.

Inspection and supervision after the Republic

By a decree No.860 dated 22-9-1914 the government created two posts of sub-inspectors of primary education. The decree stated that the posts were to be created without delay. It also recalled that the creation of those posts was recommended by a
committee, appointed by the then Governor General in 1882, to
fulfil the recommendations made by a parliamentary committee,
entrusted with the task of framing a general plan for
educational reforms in Portugal and colonies. The said
parliamentary committee had referred to the public instruction
in general and had proposed that the post of one inspector and
two sub-inspectors should be created to supervise primary
education.

The government decree under reference also referred to a
proposal made in 1882 for an inspection staff, when there were
sixty nine primary schools in Goa. It was felt that the need
of an inspection staff was an urgent one in view of 130 schools
existing in Goa in 1914.

The decree proposed three educational circles for the
purpose of inspection and supervision, having their headquarters
at Margao, Mapuca and Panaji respectively. The circles of Margao
and Mapuca were to be under a sub-inspector, whereas the Panaji
circle was to be headed by the inspector.

The appointment of the inspector and the two sub-inspectors
was to be done by the Governor General based on a written test.

Inspection Circles created - In 1915 the government
created three circles, as proposed earlier, for the purpose of
supervision and inspection of schools. These Circles were as
follows:-

Circle I - Ilhas, Daman, Diu and Nagar-Haveli
Circle II - Salsete, Ponda, Quepem, Sanguem and Canacona.
Circle III - Bardez, Pernem, Sanquelim and Satari.

It is evident from the above, that these circles were created on
the basis of geographic contiguity.
Apparently, the three circles and the posts of inspector and sub-inspectors never materialized.

Post of Inspector of Primary Schools revived - In 1915, the post of Inspector of Primary Schools, which was abolished in 1904, was revived, to be filled in by a public interview and written test. The interview and the test was to be held either in Portugal or Goa. Preference was to be given to those candidates who had to their credit published research papers or works on pedagogy.

One of the first Inspectors was the well-known Goan nationalist, Francisco Luis Gomes, member of the Portuguese parliament, who could not unfortunately take charge of his post as he died while returning to India. The next Inspector was also a member of the parliament, Bernado Francisco da Costa, who was succeeded by the then well-known educationist in Goa, Thomaz Mourao, member of parliament and Baron of Cumbajua.

Education under Organic Charter for Portuguese India

In 1917, a law was promulgated under the title 'Organic Charter for Portuguese India' (Carta Organica do Estado da India Portuguesa). This law was a charter on which the administration of the territory of Goa was to be based. The charter made a reference to education in a casual manner. This can be stated based on the fact that education was not treated as an independent subject. No special directorate was created for the purpose of education and educational administration. On the contrary, the charter placed education in the care of the general Secretariat.
Supervisory Committee on Public Instruction reorganized

In 1917 the Metropolitan government ordered that the then existing Supervisory Committee on Public Instruction be re-organized. It may be recalled that this body was established in 1869. It was concerned with the primary education only in the territory. According to the order under reference, it was proposed to bring within the jurisdiction of the Supervisory Committee, all the branches of education.

The Supervisory Committee on Public Instruction was thenceforth to be known as Committee on Public Instruction (Conselho de Instrucao Publica) and would comprise of three nominated and six elected members.

Working of Committee on Public Instruction - The Committee on Public Instruction or the Public Instruction Committee, was to divided into three bodies, viz.,

1. Committee for Primary Education and Normal School
2. Committee for Secondary Education
3. Committee for Higher Education.

The meetings of the Public Instruction Committee were normally to be held on the 5th of every month.

The Committee for Primary Education and Normal School was to comprise of members (number not specified) elected by primary teachers, one member elected by Normal School and one member elected by the Lyceum teachers from among themselves. The elected member from the Lyceum was to be the president of the said Committee.
The Committee for Secondary Education was to comprise of two teachers from the Lyceum, elected from among the teachers, one teacher elected by the Medical School, one teacher elected by the Commercial Institute. One of the nominated members was to be the chairman of the Committee. The Committee for Higher Education was to comprise of members elected by that branch of education. Two nominated members were to be the joint chairman of that Committee.

Decisions were to be arrived at after deliberation and were to be based on a majority. Officers of the Department of Inspection and Supervision were required to present themselves before the Committees, whenever they desired, and furnish any information and data required by them.

The Governor General or anyone substituting him, was to be the ex-officio President of the Public Instruction Committee. The duties of the President were the following:

1. To preside over the general body meetings of the Public Instruction Committee
2. To guide and conduct the deliberations and announce the voting results
3. Execute or order the execution of decisions arrived at.

The President was also to appoint a Vice-President from among the members of the Public Instruction Committee domiciled in the city of Panaji.

Scope and powers of the Public Instruction Committee - The following matters were to lay within the powers of the Public Instruction Committee:

1. To express opinion on all literary, artistic and
scientific subjects. The Committee had a right to expect to be consulted on matters relating to education.

2. The Committee was to be heard on the following:-

a) On any proposal pertaining to any aspect of education, which the Governor wished to place before the Advisory Body to the Government (Conselho do Governo).

b) All projects of special or general nature on education.

c) Creation of establishments envisaged to provide special know-how.

d) Fixation of fees in relation to entrance, examinations, diplomas and tuition fees.

e) Prescription of text books or prohibition of some books in government and private schools.

f) Methods of teaching in primary and secondary schools.

g) Qualifications and conditions for the selection of primary teachers.

h) Nominations, promotions, transfers and interviews for the recruitment of primary teachers.

i) Enforcement of penalties like suspension, etc., on teachers.

j) Jurisdiction of officers in the Department of Instruction.

Observations

From the above it may be observed that the Public Instruction Committee was given a wide scope, covering almost all the aspects of primary education. However, it has to be borne in mind that the Public Instruction Committee was merely an advisory body. Its decisions were to be in the form of recommendations and nowhere it was stated that the government was obliged to accept the recommendations of the Public Instruction Committee.
Reforms proposed in 1920

During the governorship of Dr. Jaime Moraes, the Government Advisory Body (Advisory Body to the Government), proposed a number of reforms to the Metropolitan government on various projects. One such project was education.

One of the recommendations in the proposed reforms was that the old set up for the inspection and administration of schools, viz., administering the primary education with the help of a section of the general secretariat called the Inspectorate of Primary Education (Inspeccao Primaria), should be discontinued and an independent department for education should be set up. The new directorate should be called Directorate of Education and Teaching (Reparticao Superior de Educacao e Ensino), which should work in close collaboration with another proposed body called Government Advisory Body on Education and Teaching (Conselho Superior de Educacao e Ensino).

The recommendations in the Reforms of 1920 stressed the necessity of a separate directorate of education stating that all the services connected with education and instruction had to be centralized in one single technically qualified cell, in order to carry out the difficult functions of inspection, co-ordination of the working of all the government schools, orientation of new schemes, etc.

The proposed Reforms of 1920 were submitted to the Minister of Colonies in Lisbon for his sanction, who did not approve of the same. The decision was conveyed to the Governor General of Goa in 1922. The Minister of Colonies was, however, pleased to sanction the establishment of a Directorate of Services of Instruction.
In 1922, the government of Goa, by its order No. 1035 dated 19-10-1922, created a Directorate of Services of Instruction, with its headquarters at Panaji.

The powers and duties of the Directorate of Services of Instruction were the following:-

To centralize, inspect and orient all the services related to all the aspects of education and instruction within the existing laws and regulations. The Directorate was in no way to interfere with technical and higher education.

The Directorate of Services of Instruction was to be headed by a Director, who was to be nominated by the government, from among the effective professors from any Portuguese University.

The Director of the Services of Instruction was to have the right to correspond directly with the Governor General of Goa and was to be an ex-officio member of the Public Instruction Committee.

Ad-hoc composition of the Directorate of the Services of Instruction

Till 1923, the two posts of sub-inspectors, created in 1914 had not come into existence. It was felt that the work of inspection and supervision suffered due to the absence of proper supervision. Therefore, in 1925 the Minister of Colonies directed the Goa government that the work of the Inspector of Primary Schools be given over to the newly created Directorate of Services of Instruction and two sub-inspectors be appointed.
immediately to assist in the work of supervision and inspection.

Pending a final decision to compose the Directorate of Services of Instruction, the government of Goa decided to form the same on an ad-hoc basis, as follows:-

1. Director of Services of Instruction
2. Two primary sub-inspectors.

The government of Goa also decided that the primary sub-inspectors would be appointed from among the effective primary teachers.

Directorate of Services of Instruction abolished

The above Directorate lasted barely eight months, when an undecided administration abolished it by an order No. 27 dated 29-6-1925. No reasons were given for the abolition.

Public Instruction Committee reorganized

The Public Instruction Committee was reorganized in 1925. The government claimed that the reorganization was with a view to facilitating the smooth administration of primary education. As per the reorganization, the President of the Public Instruction Committee was to be the Governor General of Goa, as before. There were to be six ex-officio members, who would be the following:-

a) Head of the Department of Primary Instruction
b) Director of Agriculture
c) Director of the Medical School
d) Director of Commercial school
e) Director of Normal School
f) Rector of Central Lyceum.

The Head of the Department of Primary Instruction was to be the Vice-President of the Public Instruction Committee.
Three members were to be appointed by the Governor General from among persons of merit in the field of arts, science and fine arts. This was also as before, as laid down at the time of reorganization in 1917.

Seven more members were to be elected as follows:

- Medical School - 1
- Central Lyceum - 2
- Municipal Lyceums - 1
- Primary teachers - 2
- Mixed schools - 1

The tenure of the elected members was three years and they were to be eligible for re-election. The nominated members also were to have the same tenure and were to be eligible for renomination. Any elected or nominated member remaining absent from any meetings of the Public Instruction Committee, was to be fined at the rate of Rs.5/- per meeting, except in cases where the abstaining member had a cogent reason. Ordinarily, the general body meetings of the Public Instruction Committee were to be held on the first Tuesday of every month.

Sub-committees - The reorganized Public Instruction Committee was to have four sub-committees as against three in 1917.

The composition of these sub-committees was to be as follows:

1. **Sub-Committee for Primary Education**
   - **President** - Head of the Department of Primary Instruction
   - **Members** - Director of Normal School and three elected primary teachers.
2. **Sub-Committee for Secondary Education**

   *President* - Head of the Department of Primary Instruction  
   *Members* - Director of Central Lyceums and three elected teachers from secondary schools.

3. **Sub-Committee for Special Education**

   *President* - Head of the Department of Primary Instruction  
   *Members* - Director of Agriculture, Director of Commercial Institute and two members nominated by the government.

4. **Sub-Committee for Higher Education**

   *President* - Director of Medical School  
   *Members* - Elected teacher from the Medical School and one member nominated by the government.

**Scope and powers of Sub-Committees** - The scope and powers of the sub-committees were laid down as follows:

1. To prepare reports on all projects within its jurisdiction to be submitted at the plenary session of the Public Instruction Committee.

2. To express opinion on the feasibility of any measure designed to bring about betterment in education; to discuss projects which were not already included in the existing governmental schemes, etc.
Scope and powers of the plenary session of the Public Instruction Committee - The scope and powers of the Committee remained the same as those laid down in 1917. However, the following was added in 1925:

1. The Public Instruction Committee was to act as an appellate body on disciplinary cases, judgment on which had earlier been given by the Department of Primary Instruction.

2. To evaluate the estimates of projects to be financed from the School Fund.

3. The Public Instruction Committee was also empowered to authorize any expenditure from the School Fund, provision for which was not made earlier in the government budget.

4. To express opinion on any proposal of the Department of Primary Instruction to honour any citizen for services rendered to the development of education in the territory.

Observations

1. The Public Instruction Committee of 1925 was more broad based than the one in 1917. This was done by adding seven elected members, who were all teachers.

2. There was one additional sub-committee for special education.

3. From a mere recommendatory body, the Public Instruction Committee in 1925 was a body invested with some real powers.
In 1925 the Goa government created a new Department of Primary Instruction. The new Department of Primary Instruction was, however, not independent. It was to be a part of the Secretariat and was attached to the Directorate of Administrative and Civil Services. The former Inspector of Primary Schools was appointed as the Head of the new Department. There were to be no other technical assistants with the exception of two or three clerks. The posts of two sub-inspectors brought into existence in 1922 and placed in the former Directorate of Services of Instruction, stood automatically abolished under the new set up.

Recruitment of the Head of the new Department - In 1925, when the Department of Primary Instruction was created, its head was nominated. In 1932 the government decided to fill in the said post by holding a written test followed by an interview. The test and the interview was to be held in Goa and in Portugal simultaneously. Candidates with at least two years of effective teaching service in the government schools were eligible to apply for the post. Preference was to be given to those who had published work of pedagogical importance to their credit. Others, who had some outstanding record of service rendered to the development of primary education, were also to be given preference over the ordinary candidates.

Department of Primary Instruction abolished

In 1946 the government abolished the Department of Primary Instruction. No reason was stated for the abolition. Its personnel were transferred to the Public Instruction Committee.
Primary education was to be placed in the charge of an Inspectorate of Primary Education, which was to form part of the Public Instruction Committee. The Inspectorate was to be headed by an Inspector to be appointed by the Governor General in consultation with the Public Instruction Committee.

The duties of the Inspectorate of Primary Education were to regulate and directly inspect the working of all the educational establishments in the territory, government or private, with the exception of the Medical School and Central Lyceum.

Revised constitution of Public Instruction Committee

With the abolition of the Department of Primary Instruction, the scope and the powers of the Public Instruction Committee had to be widened. In 1947 the government published the constitution of the Public Instruction Committee and defined its scope. The Committee was to function as the directing and superintending body over all the educational establishments financed or subsidized by the government. The Committee was also to inspect private educational institutions set up legally. The Committee was to function directly under the authority of the Governor General.

The following organizations were also to be within the scope of the Public Instruction Committee:

1. Portuguese Youth Corps
2. The Central Library
Composition of Public Instruction Committee - The composition of the Committee underwent a drastic change in 1947. It was to have only five following members:

1. The Principal of the Medical School
2. Rector of the Central Lyceum
3. President of the Institute of Vasco-da-Gama
4. A Representative of the Archbishop of Goa
5. The Commissioner of the Portuguese Youth Corps in Goa.

Powers of Public Instruction Committee - The powers of the Public Instruction Committee were defined as follows:

1. To orient instructional services in the territory of Goa in harmony with the regulations in force and with due regard to the instructions from higher authorities, national interests and social environment.

2. To place before the Governor General proposals for an expansion and development of education; to suggest schemes of cultural and scientific importance, etc., bearing in mind the national interests aimed to promoting Portuguese civilization; to bring the educational activities of Goa on par with those in Portugal.

3. The Public Instruction Committee was empowered to nominate inspectors for supervising private English medium schools and the mixed schools. It was further empowered to appoint the manager and the secretary of National Girls' School (Escola Nacional do Sexo Feminino) at Panaji, the lone girls' school run by the government.
4. To appoint the Local School Committees (Junta Local) for the government primary schools, on the advice of the Inspectorate of Primary Education.

5. To lay down a plan of the distribution of teachers in the various government primary schools.

6. To propose transfers of primary teachers from one place to another by way of punishment for disciplinary reasons.

7. To authorize the establishment of private schools after ascertaining the fact that their activities were not in contravention with the established values of social life as laid down in the Portuguese constitution.

8. To authorize transfer of private schools from one place to another.

9. To order the closure, temporary or otherwise, of the defying educational institutions, in the interest of national security and integrity.

10. To approve model question papers for the Grade II examination, submitted to the Committee by the Inspectorate of Primary Education, and to publish the same in the government gazette.

11. To approve the proposals made by the Inspectorate regarding the appointment of juries for Grade II examinations.

12. To approve the time-table for private educational establishments.
Services of Public Instruction

In 1957, the Lisbon Government desired that educational affairs in Goa be transferred to a new department, which was to be called the Provincial Department of Instruction and Health (Direccao Provincial de Instrucao e Saude), which was created by the government order No. 41472 dated 23-12-1957. In view of this new development, the rights given to the Public Instruction Committee were withdrawn.

Inspector for Private Schools

In 1958, the post of an inspector for private schools was created to supervise and inspect private schools in the territory.

Regulations of 1958

In 1958, a new orientation was sought to be given to the inspection of primary schools. A post of a Director of Services of Superintendence, Orientation and Inspection of Primary Schools was created. The inspection of primary schools was to be at two levels, viz.,

1. At the level of the Inspectorate of Primary Education by educational inspectors and
2. At the individual school level by the school representatives.

The School Representatives were to be chosen from among the permanent members of the staff. Such a Representative was to be nominated by the Governor with a view to checking that the schools in his area worked regularly and observed all the rules, regulations and instructions from the higher authorities.
Directorate of Services of Instruction

In 1960, the government created a separate Directorate of Services of Instruction and detached it from the Directorate of Health Services. The new Directorate was to be divided into two sections, viz.,

1. Section I - To deal with official and private schools and also the Normal School
2. Section II - Administrative and establishment section.

It was also stated that an unspecified number of Inspectors of Primary Education were to be appointed. Candidates with the Complementary Lyceum Course of Arts or Sciences and primary teachers with an effective service of five years to their credit were eligible to apply for the posts of the said Inspectors.

Inspectors for Marathi and Urdu schools

Two posts of Inspectors of Marathi and Urdu Schools were created in 1960. Candidates with a Complementary Course of Lyceum in any faculty and candidates with the diploma of Normal Schools were eligible to apply. Appointments were to be made based on a written test followed by an interview.

Advisory Committee on Public Instruction

Following instruction from the Minister of Overseas Affairs, the government of Goa created in 1961 a body called Advisory Committee on Public Instruction, which was expected to advise the Governor on educational and social matters. It was to comprise of the following:

1. President - Director of Services of Service of Instruction
2. Directors of educational establishments higher than primary in Panaji.
3. Commissioner of Portuguese Youth Corps
4. Representative of Archbishop of Goa and
5. Representative of private schools appointed by the Governor.
CRITICAL APPRAISAL

Inspection and supervision of education, during the Portuguese regime was confined entirely to primary instruction. Inspection and supervision of secondary and teacher training education did not come under the purview of the Directorate of Services of Instruction.

During the Portuguese regime, it will be observed, Goa did not have a full-fledged Directorate of Education looking after all the aspects of educational administration, supervision and inspection. A strong and adequately manned Directorate of Education can be used as an instrument to develop, streamline and enlighten the educational system in any territory. Unfortunately the vississitudes of the administrators left Goa with only a Head of the Department of Primary Instruction and a few sub-inspectors.

The Public Instruction Committee was an advisory body to the Governor General. Its powers were only recommendatory. No details of its deliberations and other records were available. The administrative powers were concentrated in the hands of the Governor General.

Coming to the Directorate of Services of Instruction it may be said that a tally of less than 200 schools in Portuguese medium does not certainly speak of its efficiency, especially in view of the fact that some sort of services of instruction existed in Goa for over a hundred and twenty five years at the time of liberation.

It may be mentioned that there was no inspection and supervision of private schools, secondary as well as primary. This was perhaps due to the fact that Government gave no grants to those schools.

To sum up, it may be stated that Goa lacked a comprehensive machinery for inspection and supervision.
NOTES


2 Year Book of Portuguese India 1932 (Nova Goa: Government of Goa, Daman & Diu, 1933) p. 171.


5 Year Book of Portuguese India 1932, op. cit. p. 171.


12 Ibid. loc. cit.


16 Ibid. pp. 80-82.