CHAPTER X

GOVERNMENT PRIMARY SCHOOL TEACHERS
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Introduction

Teachers, their number, qualifications, service conditions, salaries, etc., are an indication or reflection of the general state of education in any place. Normally, the total number of teachers in any place should be considered to be directly linked with the development of education in that place, since the number of teachers is determined by and linked with the number of students frequenting the schools.

The Portuguese were compelled to enter the field of primary education in 1772, due to the expulsion of Jesuits from Goa during the period following Pombalian Reforms in 1759. In 1772, the Metropolitan government appointed two teachers of 'Reading, Writing and Arithmetic', who were the first government teachers to be appointed in Goa (Vide Chap.V).

Following the Constitutional Monarchy in Portugal and the colonies in 1832, the government practically took over the responsibility of primary education. Having taken over that responsibility, it was necessary to make provision of properly trained and qualified teachers. Having, perhaps, realized this, government set up in 1841 at Panaji a Normal School for the training of primary teachers, during the governorship of Lopes Lima (Vide Chap.XI).
Ever since taking over primary education, it had been the practice of the government to appoint only trained teachers. This practice continued till 1956, when the government tried to enforce the compulsion of primary education for all children in the school-going age group. In 1956 and thereafter the government was compelled to recruit untrained teachers to fill up the new posts of teachers (Vide Chap.VI).

To study the development of primary school teachers and other aspects related to that field, the Regulations of 1907 should be considered to be of a basic value, since, they were the ones on which the developments with regard to the teaching profession were based up to the time of liberation.

REGULATIONS OF 1907

**Teachers’ qualifications**

Teachers with a complete course of the Normal School were to be allowed to teach in schools teaching the elementary and complementary classes. Teachers with only a year’s training at the Normal School were to be posted only in the elementary primary schools. The elementary primary schools were those teaching up to the Grade I. A teacher with the complete course of the Normal School, failing to secure a placement as headmaster of any primary school, was to be posted as an assistant teacher in the schools of either Panaji, Margao or Mapusa and was to be given preference over those having only a year’s training course of the Normal School.
Each primary school was to have one or two teachers. When a school had more than one teacher, one of them was to be nominated as the headmaster and the other teacher was to be called assistant teacher. Such an assistant teacher was to be provided in a school only if the total strength of the students exceeded sixty.

Schools for boys were to be managed by male teachers and the ones for the girls were to be managed by female teachers.

**Headmaster’s duties**

It was to be the duty of the headmaster to ensure a smooth working of all the classes and he was to be responsible to the higher authorities regarding the moral, intellectual and physical development of his school. He was expected to strive to upgrade the standard of the school. He was to carry out all the instructions of the higher authorities and forge good relations with the parents of students of his locality.

The headmaster was also required to supervise the work of his assistant teachers by visiting their classes and pointing out their deficiencies, if any.

In the absence of the headmaster or during his illness, his functions were to be discharged by the assistant teacher.

**Duties of assistant teachers**

Assistant teachers were to look after the classes assigned to them and were to be responsible for the discipline of those
classes as well as for the cleanliness and moral education of the students of their respective classes.

Teachers were to be present in the school at the appointed hour and were not to leave the school before the close of the school. The attendance muster was to be maintained by the headmaster and the teachers were expected to mark the time of their arrival and departure.

Teachers were forbidden to receive visitors during the class hours and they were not to carry on any other work during that time.

In the absence of the headmaster or any assistant teacher, no class was to be left without a teacher. In the absence of an assistant teacher, another teacher was to be asked to substitute and in case no additional teacher were available in the school, the headmaster himself was to engage the class. In case of the headmaster's inability to engage the class, then he was to put a senior student in charge of the class that was without a teacher.

In case of a single teacher school, the teacher was to arrange a substitute in case of his absence failing which, a senior student was to be asked to mind the class.

Teaching load

The distribution of work among the teachers was the responsibility of the headmaster. It was to be done at the beginning of the academic year. It was obligatory on the part of the assistant teachers to engage their students till the last working day of the academic year.
If the total number of students was large and if it was not possible to have additional divisions, the school was to work in two sessions, the morning sessions being devoted to the lower classes, which invariably had larger enrolment.

There were to be five teaching periods per day with sufficient interval between the periods.

School hours

During the month of June, July, August and September, the school was to start functioning at 8:30 a.m. and during the remaining months at 9 a.m. There was to be a minimum interval of ten minutes between the periods and in case the school worked in two sessions, viz., morning and afternoon, there was to be an interval of not less than one hour and a half between the two sessions.

If a teacher were required to teach in both the sessions, his teaching hours were not to exceed three at a time. The Inspector of Primary Schools was to furnish a model time-table to all the primary schools. When once the time-table was announced, the teacher was not empowered to make any changes in that.

Private tuitions

Teachers from the government primary schools were not allowed to give private tuitions to their own students. They were also not to coach other private students.
Appointment of teachers

Appointments to the teachers' posts in the government schools were to be done by written tests to which only those who practised the state religion viz., Catholicism, were to be allowed. The minimum qualification for the post was to be the Diploma of the Normal School.

Applications for the posts of teachers were to be submitted to the Inspector of Primary School, along with the following documents:

- a) Diploma or certificate of recognized academic qualification
- b) Certificate of good character and good behaviour issued by a local authority
- c) Certificate of criminal record from the place of domicile
- d) Certificate of having completed the compulsory draft in the army
- e) Certificate from health authorities certifying that the candidate did not suffer from any contagious diseases or any physical handicap that might be in the way of discharging the scholastic duties. The certificate was to also certify that the candidate had been vaccinated.

Teachers appearing at such tests for selection to the higher categories and already working in the government schools, were not required to produce the documents mentioned above.

The list of selected candidates was to be published in the government gazette following the tests. The names of teachers selected for higher categories were also to be included in the list showing their previous posting in the lower category and the new posting in the higher category.

Teachers for Marathi schools

Selection of teachers for government Marathi schools was
to be done by a jury appointed by the government for that purpose. The minimum qualification for being admitted to the test was either Grade I or Grade II of the primary course. The selected candidates were to be given 'Certificates of Passage' on a certain payment. The Inspector of Primary Schools was then to forward the details of such certificates to be entered in the government list of teachers. These certificates were to be issued to all the teachers, irrespective of the medium to which they were selected.

Service conditions of teachers

Selected teachers were to take charge of their posts within fifteen days of their obtaining their certificates of passage. The charge was to be taken in the presence of two witnesses. The authority handing over the charge to the new teacher was to inform the government secretariat immediately to enable that office to publish the matter in the government gazette. Teachers failing to take charge within the prescribed time limit were to be considered uninterested in the post. Extension of time limit was to be conceded only to those who had very cogent reasons.

Interim teachers

If a vacancy were created in any school, the Inspector of Primary Schools was to immediately inform the government and also propose the names of suitable qualified candidates to be appointed as Interim Teachers. Interim Teachers were temporary teachers, whose tenure ended with the end of the academic year. If such an appointment was likely to be delayed, the Inspector of Primary Schools was empowered to appoint a suitable candidate pending final arrangements. The same method was to be followed if the regular teacher had to be absent for more than ten days.
The work of the Interim Teacher was to substitute the regular teacher on the instructions of higher authorities.

**Confirmation** - A temporary teacher, with three years of continuous and good service, could apply for confirmation.

**Salaries** - The salaries of teachers were to be as laid down by the state budget. Teachers were to receive their salaries directly from the government treasury. Promotions of teachers were to be directly decided by the secretariat of the Inspectorate of Primary schools without the intervention or canvassing of the teachers concerned.

If the teachers were not given residential accommodation, a house rent allowance was to be paid to them, to be received either from the local municipality, church revenue committee or a temple trust. The rates of the house rent allowance were to be fixed by the government.

**Leave** - Leave to the extent of ninety days during any academic year was to be granted to teachers on medical grounds. The leave was to be with pay but no allowances were to be paid. Such leave could be extended up to six months if the Governor General were satisfied that the applicant had to be confined. The extended leave was to carry only 2/3 of pay without allowances.

Teachers were allowed to remain absent from the school on the days on which they had to conduct the children to the Grade I or Grade II examinations or when they were required to work as members of jury at the Grade I examination.
Prizes to the teachers

Teachers rendering meritorious services were to be awarded prizes. The prizes were to be of the following type:

- a) Gold medal
- b) Silver medal
- c) Bronze medal.

The above mentioned prizes were to be awarded by the Governor General on the recommendation of the Inspector of Primary Schools. The Inspector of Primary Schools was to make his recommendations upon studying the work of the teacher minutely. The prizes were to be awarded to the teachers based on their applications, which were to be sent to the Inspector of Primary Schools along with the following:

1) Application with documents to prove that the applicant had fulfilled all the conditions laid down for the purpose of being eligible for the prize.

The gold medal was to be awarded to those, who had more than twenty-five years of continuous and good service to their credit. The silver medal and bronze medal were to be awarded to those teachers, who had twenty and fifteen years of continuous and good service respectively to their credit.

Teachers, who had any disciplinary action on record against them, were to be excluded from applying for such awards.
Disciplinary action against teachers

The teachers were to be subjected to the following types of disciplinary action:

a) Admonishing
b) Reprimanding
c) Suspension without pay
d) Transfer
e) Demotion

The right to take disciplinary action against teachers was vested in the Governor General. The accused teachers were given a right to defend themselves.

Disciplinary proceedings were to be undertaken against any teacher if a prima-facie case was established against the teacher concerned. The charges against the concerned teacher were to be communicated to him and he were to be given ten days' time to submit his defence in writing. He was also to be allowed to name his witnesses, if any. If the statements of the witnesses were of absolute necessity, those were to be recorded. If the witnesses failed to present before the committee to depose in the case, proceedings were to be conducted further on the basis of available proof.

The enquiry was to be conducted either by the Inspector of Primary Schools or by a teacher appointed by him. The accused teacher were to be present at the enquiry. If students were required to depose before the enquiry committee, such students were to be accompanied by their parents or guardians, who were also to sign the statements along with their minor wards.
As soon as the enquiry were completed, the Inspector of Primary Schools was to forward a report of his findings to the Governor General recommending either conviction or acquittal of the accused. When the disciplinary process suggested suspension for more than thirty days, transfer or demotion, such verdicts were to be placed before the Public Instruction Supervision Committee (Conselho Inspector de Instruccao Publica) for its approval. The punishment was to be enforced subject to the approval of that Committee.

If any teacher were found guilty of preaching against loyalty to the country, state religion or against good customs and if such preachings were found detrimental to the regime or if the teacher were found guilty of any infamous or scandalous act, such a teacher was to be suspended immediately and disciplinary process was to be instituted against him.

Teachers were strictly prohibited from selling or promoting sales of any notes, guides or manuals, either in printed or manuscript form.

Use of Konkani in teaching

The use of Portuguese language was compulsory in all the classes. However, teachers were allowed to use Konkani in order to explain new words and new expressions in Portuguese language with which the students had not yet come in contact. Konkani was to be used only in the first standard, where its use was expected to facilitate comprehension on the part of the students. Teachers found abusing this rule were liable to disciplinary action.
Retirement of teachers

The retirement and superannuation of teachers was to be guided by the rules and regulations governing the civil servants in Portugal and its colonies.

POSITION OF TEACHERS AFTER THE REPUBLIC

Introduction

The services of teachers in the primary schools continued to be governed by the Regulations of 1907 even after the Republic. There were no new regulations governing the services of teachers till the time of liberation. Of course, there were a number of changes from time to time, which are traced in the following paragraphs.

Resignations and transfers

In 1913 the government laid it down that the candidates appointed as teachers were not to be allowed to appear at the interviews for any other posts in the civil service cadre, nor were such teachers to be allowed to resign before the completion of one year of good and effective service. The facility to apply for other posts was to be granted to only those teachers, who had completed more than a year's service, but, even in the case of their being selected, they were not to be allowed to join the new posts till the end of the academic year.
In 1916 the government gave a facility to the teachers already in service. Teachers in service were to be given an opportunity to apply for posts in schools, which were newly created. Vacancies created by such transfers were to be filled in by holding a test for fresh applicants.

Vacancies caused by deaths or long leaves were to be filled in by holding separate tests. For such tests only temporary teachers and interim teachers were qualified to apply.

Teachers were to be allowed to apply for mutual transfers but such applications were to be entertained only in the month of May. Such requests were, however, to be dealt with expeditiously before the commencing of the new academic year.

Categories and pay of teachers

Teachers were divided into three categories in 1916. The categories were:

- **Class I** - Teachers working in schools located in Panaji.
- **Class II** - Teachers working in schools located in taluka capitals, and
- **Class III** - All the remaining teachers, who worked in schools located in rural places.

For the purposes of pay and allowances teachers working in Portuguese-Manoshi mixed schools were to be considered equivalent to Class III teachers.

Salaries of teachers were increased taking into consideration the poor pay conditions of government primary teachers. The annual salaries of the different categories of
teachers were to be as follows:

Class I - 200$00 salary plus 54$00 allowances
Class II - 180$00 salary plus 53$00 allowances
Class III - 160$00 salary plus 10$00 allowances.

It was also laid down that normally a teacher from one category to another was to be promoted after six years of service in the existing category. There were to be opportunities for promotion after every three years for those teachers, who had shown better results at the Grade I and Grade II examinations or for those, who had done something meritorious in the pedagogical field. For being eligible for such promotions a teacher was required to have at least four years of service to his credit.

Facility to complete three-year training course

There were a number of Hindu teachers with one year teaching diploma at the time of the Republic. After the Regulations of 1907 had come into force, they were not allowed to take up teachers' posts, since all those who did not practice state religion were excluded from the teaching field. After 1907, the Normal School Course having been turned into a three-year course, Catholic teachers holding the lower diplomas were allowed to complete the new three-year course in two more years. The ban on Hindus was removed by the government order dated 22-2-1911, after the Republic. However, it was only in 1915 that the above mentioned facility of completing the three-year course was extended to Hindus as well.
It was noted by the government in 1913 that they were short of trained teachers to teach in the primary schools. As such they were compelled to recruit untrained teachers. However, there were a number of teachers with one-year Diploma of the Normal School, who were earlier considered competent to teach up to Grade I of the primary course. Under the regulations brought into force in 1907 the training course was made of three years' duration. Teachers with one-year Diploma were not to be recruited as a result thereof. All the one-year diploma holders were, by a special order, given opportunity to complete the new three-year course by undergoing a further training of two years.

In 1914 the government decided that an opportunity was to be given to those teachers, who were in the service with a two-year training course, to complete the new three-year course. Considering that the third year of the three-year diploma course was only a revision of the work done during the previous two years, the government extended the concession to the two-year diploma holders to complete the three-year course. The concession was to be in force for two years only.

Association of primary teachers

For the first time in the history of primary education in Goa, the government primary teachers established an association of their own in 1919. The association was called The Association of Primary Teachers of Portuguese India (Associacao do Professorado Primario da India Portuguesa). The aims and objectives of this Association, established with the blessings of the Government, were as follows:
a) To promote cultural and intellectual pursuits among the teachers by holding public conferences, by publishing and circulating newspapers and educational journals and by deputing some teachers abroad for further studies by providing stipends.

b) To bring respect and honour to the profession and to protect its members from any vilification or victimisation through the governmental machinery.

c) To provide for the upkeep of sick and handicapped teachers.

One may clearly see from the above aims and objectives of the teachers' association, that it was more of an academic association than an association to fight for the rights or for better conditions of service. It did not envisage or include in its charter agitational approach or right to protest against unsatisfactory service conditions, scales of pay, housing accommodation, in-service training facilities, etc. Nevertheless, this aspect of the association may not be surprising, since it was an officially sponsored body and therefore vested with such narrow objectives.

Training becomes compulsory for a teacher's post

In 1921 the government announced that no person was to be allowed to apply for the selection tests of primary teachers unless he or she had a complete three-year diploma of the Normal School. For the purpose of considering a teacher trained, the applicant was to have either a three-year diploma laid down
by the Regulations of 1907 or a two-year diploma laid down by the earlier Regulations of 1894.

Sexwise distribution of teachers in the primary schools

From 1925 onwards the government followed a definite policy regarding the placement of teachers sexwise in the primary schools. The following distribution was to be followed with regard to the sexes:

1) Single teacher schools were to have a female teacher.
2) Multi-teacher schools were to follow the following pattern with regard to the distribution of teachers according to their sex:
   - Two teacher schools - one male and one female
   - Three teacher schools - one male and two female
   - Four teacher schools - two male and two female
   - Five teacher schools - two male and three female.

Schools having more than five teachers were to be considered as schools having more than one group of teachers, each group being five teachers, and then the distribution of teachers according to the sex was to follow the above pattern.

The posts of female teachers were to be filled in by the male teachers till such time as female teachers were available in sufficient numbers. However, the government gave no justification for the above manner of distribution, which favoured female teachers. It was a fact that no sufficient female teachers were available in 1925.

In the same year the government announced that the headmasters of primary schools were to be appointed by the government
on being selected by the Department of Instruction from among the seniormost teachers having a record of good service and administration.

Cadres of teachers

Upto 1925 there were two cadres of teachers viz., permanent teachers and associate teachers. The associate teachers were non-permanent. In 1925 all the associate teachers were made permanent and the special cadre of associate teachers was abolished.

House rent for teachers

In 1926 the government felt it necessary to give monthly house rent subsidies to the government primary teachers. The subsidies were to be revised every three years and were to be given only to those teachers, who were not provided with residential accommodation by the government or by the municipal authorities. The subsidies were to be paid as per the following table:

TABLE XXVII

RENTAL SUBSIDIES FOR TEACHERS IN 1928

<table>
<thead>
<tr>
<th>Old conquests</th>
<th>New Conquests</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mapuca town</td>
<td>Canacona</td>
</tr>
<tr>
<td>Rs.20:00</td>
<td>Rs.10:00</td>
</tr>
<tr>
<td>Other places in Bardez</td>
<td>Quepem</td>
</tr>
<tr>
<td>Rs.10:00</td>
<td>Rs.10:00</td>
</tr>
<tr>
<td>Margao</td>
<td>Ponda</td>
</tr>
<tr>
<td>Rs.20:00</td>
<td>Rs.10:00</td>
</tr>
<tr>
<td>Other Salsete place</td>
<td>Pernem</td>
</tr>
<tr>
<td>Rs.10:00</td>
<td>Rs.10:00</td>
</tr>
<tr>
<td>Panaji</td>
<td>Sanguem</td>
</tr>
<tr>
<td>Rs.30:00</td>
<td>Rs.10:00</td>
</tr>
<tr>
<td>Other places</td>
<td>Sanquelim</td>
</tr>
<tr>
<td>Rs.10:00</td>
<td>Rs.10:00</td>
</tr>
<tr>
<td></td>
<td>Satari</td>
</tr>
<tr>
<td></td>
<td>Rs.10:00</td>
</tr>
</tbody>
</table>
Termination of services

Temporary teachers getting a bad service remark viz., Deficient, for two successive years were to be terminated. This was a condition laid down by the government in 1928.13

Classification of schools and teachers

The categories of teachers and the classification of government primary schools was revised in 1928.14 All the schools, according the new classification, in the talukas of Bardez, Ilhas, Mormugao and Salcete, were given Class I status. Schools in the capital places of the remaining seven talukas of the new conquests were given Class II status and the schools in the rural areas of the new conquests were given Class III status. The categories of the teachers were also to be determined according to the status of the school in which they were placed.

The initial recruitment of the teachers was to be done in Class III schools. Selections were to be done based on a written test followed by an oral interview for which only professionally candidates were eligible to apply. A teacher was to be confirmed after two years of good and continuous service. The initial appointment was always to be temporary. Vacancies occurring in Class I and Class II schools were to be filled in by holding written and oral tests at which Class III teachers, with an experience of minimum one year, were eligible to appear.

Retirement age

The retirement age for the government teachers was to be the same as the one for the civil servants. The retirement
age was seventy for civil servants in Portugal. In 1929 the Department of Civil Services accepted in principle that the retirement age for the civil servants in Goa too should be seventy. However, in practice, it was sixty-five for teachers and as civil servants in Goa.

Quality of primary teachers

In 1929 a one-man committee was appointed by the government to study the ills of primary education in Goa. The committee submitted its report in 1930. One of the aspects studied by the committee was the quality of teachers in the primary schools. Mr. Craveiro Lopes, who was in charge of the investigations, writing on the quality of teachers stated, that the knowledge of Portuguese language with most of the teachers was faulty and slipshod. He pointed out that, apart from being ungrammatical, teachers spoke a sort of new language produced locally in Goa. He raised the question as to how such teachers would correctly teach the children. He further stated that one could not expect children, trained under those teachers, to attain higher grades or higher grades of understanding.

Referring to the teachers produced by the Normal School of Panaji, Mr. Craveiro Lopes spoke highly of them. He commended the teachers trained in the Normal School and stated that they spoke definitely good Portuguese. He recommended that the teachers produced by the Normal School be given greater scope in the primary schools, whereas teachers of the older generation were to be asked to leave. The younger teachers, according to Mr. Craveiro Lopes, were in a better position to adapt themselves to new situations and new things while the older ones could not do the same.
In 1928 the teachers and the primary schools were classified according to their geographical locations. In 1951 the government ordered that all the teachers, irrespective of which school they were placed in, were to be of a uniform category. In other words, there were to be no categories of teachers. The teachers were solely to be categorized based on the conditions of their tenure, viz.,

- a) Permanent
- b) Non-permanent and
- c) Interim.

Permanent teachers were to be those who had completed five years of good and continuous service. All initial appointments were to be of a non-permanent nature with the exception of the interim teachers. All non-permanent teachers were to be initially appointed for a period of two years, after which period their appointment was to be extended by another three years. After the end of five years, their services were to be confirmed.

In all single-teacher schools only female teachers were to be appointed. In case the total number of teachers in a primary school were an even number, the distribution of teachers was to be 50 per cent male and 50 per cent female. In case the number of teachers were odd, then the female teachers were to form the larger fraction.

No teacher was ordinarily to be required to teach more than three classes or divisions except in the case of single teacher schools, where the teacher was to teach all the classes. The increasing number of students was to be accommodated in additional divisions for which purpose more teachers were to be appointed. The maximum number of students in a class was to be fifty.

Categories of teachers abolished
Distribution of teachers in 1950

The following table shows the distribution of teachers talukawise and conquestwise during the year 1950-51.

<table>
<thead>
<tr>
<th>Old conquests</th>
<th>Teachers</th>
<th>New conquests</th>
<th>Teachers</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Bardez</td>
<td>44</td>
<td>1. Canacona</td>
<td>1</td>
</tr>
<tr>
<td>2. Ilhas</td>
<td>29</td>
<td>2. Ponda</td>
<td>6</td>
</tr>
<tr>
<td>3. Mormugao</td>
<td>5</td>
<td>3. Pernem</td>
<td>5</td>
</tr>
<tr>
<td>4. Salcote</td>
<td>46</td>
<td>4. Quepem</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>5. Sanguem</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td></td>
<td>6. Sanquelin</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td></td>
<td>7. Satri</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td>124</td>
<td><strong>Total:</strong></td>
<td>22</td>
</tr>
</tbody>
</table>

Observations

1. There were in 1950-51 146 primary teachers in Goa of whom 124 were in the old conquests and only 22 were in the new conquests. This means that of the total number of teachers the new conquests had only 15 per cent of the teachers whereas the old conquests had approximately 85 per cent.

2. From the figures given in No. 1 above it may be noted that in 1950-51 the new conquests were behind the old conquests in terms of teacher distribution.
Dissolution of Teachers' Association

The Association of Portuguese Primary Teachers was dissolved in 1937. The government itself had helped to set up the said Association in 1919. The order dissolving the Association stated that it was originally created to serve as a forum to exchange views on the practice and the problems of education. Formation of such an association was quite in order in 1919. However, the government had banned all associations of government personnel or any other private individuals in 1957. It was, therefore, necessary to dissolve the Association of Portuguese Primary Teachers as well, since it had then become illegal in view of the new law in force.

Services of teachers in Mixed schools

In 1939, upon a representation made by the teachers from Portuguese-Marathi Mixed schools, the benefit of promotion from lower categories to the higher ones was extended to those teachers also. However, in order to compete for such promotions, those teachers were to have the Diploma of the Normal Schools as the professional qualification. The Department of Public Instruction was empowered to also confirm the services of teachers in the Mixed schools, subject to the rules in force, if they possessed the Diploma of the Normal School.
Primary teachers in 1944

The government ordered in 1944 that the following institutions were to be considered as institutions of primary category:

1) Government primary schools
2) Practising schools of the Normal School
3) Government Girls' School at Panaji
4) Portuguese-Marathi Mixed schools
5) Elementary Agricultural School at Sanguem
6) Artisan School at Satari.

Teachers teaching in all the above schools except in number four were to comprise, what was to be called the General Board of Government Teachers. The General Board had, in 1944, 209 teachers and they were distributed in various schools in the following manner:

1) Government primary schools - 200 teachers
2) Government Girls' School at Panaji - 3 teachers
3) Practising schools of the Normal School - 2 teachers
4) Professional schools - 1 teacher
5) Elementary Agricultural School - 1 teacher

Teachers teaching in Portuguese-Marathi Mixed schools were to comprise the Special Body of Teachers. There were to be only six teachers in this Body. The General Body of Teachers was to have the following categories of teachers:

Permanent, temporary, contract teachers, daily wages teachers. There were to be only permanent and temporary teachers in the Special Body.

*Note: Two vacancies were not filled in 1944.
Teachers included in the General Body were eligible to compete for promotions to the higher positions, whereas this facility was denied to the teachers in the Special Body.

Transfers from one place to another could be applied for. Applications for transfer were to be sent to the Department of Primary Instruction. The Department of Primary Instruction was not to take any decision on such applications but was required to forward them to the Governor General for his decision.

Recruitment of new teachers - Recruitment of new teachers was to be done by way of a written test. Teachers selected at such tests were to be placed in the vacancies caused either by the confinement of any regular teacher or in the new schools opened to accommodate the increasing enrolment of the school going population. All new appointments were to be considered temporary for all legal purposes.

The service records of all the government primary teachers were to be maintained by the Department of Primary Instruction. The remarks regarding the service rendered by the teachers, to be entered in the confidential reports of the teachers, were to be in the grade of Bad, Sufficient, Good and Very Good.

Distribution of teachers between 1930 and 1945

Data regarding the distribution of teachers talukawise and conquestwise is not available for the years following 1930 and upto and inclusive of the year 1945. However, the following table shows the distribution of teachers talukawise and conquestwise in Goa during the year 1946.
### TABLE XXX

DISTRIBUTION OF PRIMARY TEACHERS IN 1946

<table>
<thead>
<tr>
<th>Old conquests</th>
<th>New conquests</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Talukas</strong></td>
<td><strong>Teachers</strong></td>
</tr>
<tr>
<td>2. Ilhas</td>
<td>44</td>
</tr>
<tr>
<td>3. Mormugao</td>
<td>13</td>
</tr>
<tr>
<td>4. Salcete</td>
<td>79</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total:</strong></td>
<td><strong>175</strong></td>
</tr>
</tbody>
</table>

**Observations**

It may be noted from the above table that there were in all 213 teachers in the government primary schools in 1946 of which there were 175 in the old conquests and 38 in the new conquests. In other words, of the total number of government teachers 82.16 per cent teachers were in the old conquests and only 17.84 per cent were in the new conquests. This is a conclusive evidence that even in 1946 the new conquests were backward in educational facilities.
Portuguese-Urdu Mixed schools

In 1950 the government felt that the small Muslim minority community in Goa deserved to be looked after so far as their education was concerned. It was felt that the Muslims could have Portuguese-Urdu Mixed schools. As such, eight posts of Portuguese-Urdu teachers were created in 1950\(^2\). The annual salaries of such teachers were to be Rs.714\(^{12}\).

Teachers in 1950

The following table shows the position of teachers in 1950\(^5\) with regard to their number in the old conquests and the new conquests.

<table>
<thead>
<tr>
<th>Table XXX</th>
<th>DISTRIBUTION OF PRIMARY TEACHERS IN 1950</th>
</tr>
</thead>
<tbody>
<tr>
<td>Old conquests</td>
<td>Teachers</td>
</tr>
<tr>
<td>1. Bardez</td>
<td>21</td>
</tr>
<tr>
<td>2. Ilhas</td>
<td>21</td>
</tr>
<tr>
<td>3. Mormugao</td>
<td>6</td>
</tr>
<tr>
<td>4. Salcete</td>
<td>36</td>
</tr>
<tr>
<td>Total:</td>
<td>84</td>
</tr>
<tr>
<td>New Conquests</td>
<td></td>
</tr>
<tr>
<td>1. Bicholim</td>
<td>3</td>
</tr>
<tr>
<td>2. Canacona</td>
<td>2</td>
</tr>
<tr>
<td>3. Ponda</td>
<td>7</td>
</tr>
<tr>
<td>4. Porlem</td>
<td>2</td>
</tr>
<tr>
<td>5. Quepem</td>
<td>3</td>
</tr>
<tr>
<td>6. Sanguem</td>
<td>1</td>
</tr>
<tr>
<td>7. Satari</td>
<td>5</td>
</tr>
<tr>
<td>Total:</td>
<td>23</td>
</tr>
<tr>
<td>Total for Goa:</td>
<td>107</td>
</tr>
</tbody>
</table>
Observations

1. It may be observed from the table on the previous page that the number of teachers actually fell by three compared to the number of teachers in 1946. There were 213 teachers in Goa in 1946 whereas there were only 210 in 1950.

2. Of the 210 teachers in 1950, there were 107 males and 103 females. This means that the female teachers were almost 50 per cent of the total government primary teachers.

3. There were 167 teachers in the old conquests in 1950 but there were only 43 in the new conquests. This means that the new conquests had only 20.5 per cent of the total teachers approximately. This was a slight improvement over the figures of 1946, during which year the new conquests had 17.84 per cent of the total number of teachers in Goa. However, it has to be stated that the new conquests were much behind the old conquests in respect of teachers in 1950 as well.

Placement of teachers in their domicile areas

The Metropolitan Ministry of Education had received a representation from their own teachers in Portugal that, upon being selected for the posts, they should be placed at convenient places from their domiciles. The Ministry accepted the request and issued a notification in 1954 stating therein that, as far as possible, teachers were to be placed in their places of domicile to enable them to stay with their families. This benefit was extended to the government primary teachers in the colonies also.
Sexwise distribution of teachers

It has been seen from the total number of teachers in 1950 that almost 50 per cent of the teachers during that year were female. The trend of women taking to the teaching profession went on strengthening very fast. In 1954 the government found that the number of male teachers had fallen considerably and that the previous method of distributing the teachers according to the sexes was no longer possible. A fresh order was issued by which it was laid down that in a single teacher school either a male or a female teacher was to be appointed. In a two-teacher school the placement was to be one male and one female. In a multi-teacher schools there was to be one male and one female teacher and the remaining teachers were all to be males. The selection of teachers was, however, not be on a preferential treatment to the male sex but it was entirely to be on merit.

Upto 1954, it was the government's practice to encourage the recruitment of female teachers by allocating more seats to the female teachers in the normal distribution system of teachers. However, in the order mentioned in the above paragraph, it was not made clear how the government would solve the imbalance between the male and female teachers. By virtue of government's practice of encouraging female teachers, male teachers were already in a minority. It was not mentioned in the order under reference how the seats earmarked for male teachers were to be filled in in the absence of sufficient male teachers. It looked as if the government, instead of adopting a planned approach to the problem, had merely tried to set the wheel in reverse motion, allowing it to take its own time and speed.

Relaxation of age limit

The upper age limit for the recruitment to the posts of teachers was 35. In 1955 the government faced the problem of the shortage of teachers within the prescribed age limit. It was also
found that at times there were no suitable applicants for many posts. Perhaps, it was expected, the situation might improve if the age limit was relaxed. In view of this belief, the government announced in 1955 that those teachers, who had been rejected earlier on the ground of being overage only, would be called for a re-interview if the posts were not filled in by candidates within the normal age limit.

It may be recalled that the government had ordered the enforcement of compulsion from 1956 onwards. The need for additional teachers, and the government's willingness to recruit those teachers who had once been rejected as overage, was evidently an outcome of the forthcoming compulsion in primary education.

In 1955 even the Metropolitan government seemed to have been directly aware of the dearth of proper teaching personnel in the government schools in the territory of Goa. It is evident from the fact that during that year the President of the Portuguese Republic himself, Mr. Francisco Higino Carvalho Lopes, issued a decree under his own signature creating with immediate effect thirty new posts of Portuguese primary teachers and three new posts of teachers in Portuguese-Urdu mixed schools. The decree stated that the step under reference was taken in view of an expanding number of children in the primary schools.

Portuguese-Marathi mixed teachers

A government order in 1956 made applicable to Portuguese-Marathi mixed teachers the same rules regarding promotion and recruitment as those that were applicable to Portuguese-Urdu mixed teachers. Under this new situation, Portuguese-Marathi teachers were considered qualified to apply for promotions to higher categories on subjecting themselves for an interview and
a test, in which case they were required to possess the follow-
ing qualifications:

1) The first cycle of the lyceum studies and Grade II of Portuguese-Marathi mixed primary
2) Age below forty-five at the time of the application.

Casual allowances

Government primary teachers were often called to work away from their places of work or at times they were posted away from their places of domicile. Earlier, teachers who had to move away from their place of work for brief durations, were given only travelling allowances. In 1956 the government ordered that those teachers who worked as members of examining juries or those who were required to officiate at places away from their actual places of work, were to be given detention allowances also, in addition to the usual travelling allowances. The rates of detention allowances were not mentioned. The order, however, mentioned that teachers were also to be paid house rent allowance if their posting outside their normal place of work was of a long duration.

Reorganization of teacher categories

In 1956 the government felt that the classification of schools and teachers into various categories complicated the process of administration and transfer of teachers. The following rules were introduced in that year to remedy the situation:

1) All the government primary schools were, thence forth, to be of only one category, except the practising school of the Normal School.
2. There were to be only two categories of teachers, viz., permanent teachers and temporary teachers. The teachers, whose services were confirmed and whose salary was provided for in the annual state budget, were to be considered permanent. Temporary teachers were to be those who, having been found successful at the selection test and the interview, were not placed on any permanent vacancy but were placed to fill up temporary vacancies caused by illness or absence of permanent teachers.

Teachers for the General Board of Primary Teachers were to be recruited by holding public tests and interviews. Candidates in the age group of eighteen and thirty five only were eligible to apply.

The confidential service records of the primary teachers were to be maintained by the Inspectors of Education. The Inspectors were entitled to classify the work of teachers in the scale of Very Good, Good, Sufficient and Bad, at the end of every scholastic year. Any reference or appeal to the higher authorities or to the Public Instruction Committee was to be done in writing. The evaluation of the teachers' work was to be done based on the following:

1. Moral behaviour of the teacher inside and outside the school.
2. Pedagogic aptitude of the teacher in the matter of
   a) Preparation, organization and execution of the lessons
   b) Neat execution of exercises by the students and neat maintenance of the books
   c) Cleanliness in the school premises and maintenance of school furniture
   d) Health and cleanliness of children
   e) General school discipline
   f) Performance and achievement of the students in tests and examinations
3. The efforts of the teachers with regard to
   a) Increasing the number of children in the school
   b) Organizing co-curricular activities, feasts, excursions, exhibitions, etc.
   c) School canteen and school savings box
   d) Relations with the families of the students

4. Maintenance of school records and teaching aids.

Number of teachers in 1955-56

In view of a number of concessions granted by the government in the recruitment of teachers, apparently to meet the forthcoming enforcement of compulsion in primary education, it would be interesting to see the number of teachers in Goa during the year 1955-56. The following tables presents the data conquestwise and talukewise.

**TABLE XXXI**

**DISTRIBUTION OF TEACHERS IN 1955-1956**

<table>
<thead>
<tr>
<th>Old conquests</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bardez</td>
<td>22</td>
<td>14</td>
<td>36</td>
</tr>
<tr>
<td>Ilhas</td>
<td>21</td>
<td>41</td>
<td>62</td>
</tr>
<tr>
<td>Mormugao</td>
<td>4</td>
<td>8</td>
<td>12</td>
</tr>
<tr>
<td>Salcete</td>
<td>47</td>
<td>61</td>
<td>108</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>94</td>
<td>124</td>
<td>218</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>New conquests</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bicholim</td>
<td>3</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>Canacona</td>
<td>4</td>
<td>2</td>
<td>6</td>
</tr>
<tr>
<td>Ponda</td>
<td>7</td>
<td>5</td>
<td>12</td>
</tr>
<tr>
<td>Perem</td>
<td>4</td>
<td>2</td>
<td>6</td>
</tr>
<tr>
<td>Quepem</td>
<td>4</td>
<td>4</td>
<td>8</td>
</tr>
<tr>
<td>Sanguem</td>
<td>3</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>Satari</td>
<td>4</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>29</td>
<td>19</td>
<td>48</td>
</tr>
<tr>
<td><strong>Total for Goa</strong></td>
<td>123</td>
<td>143</td>
<td>266</td>
</tr>
</tbody>
</table>
Observations

The following observations may be made based on the data given in the preceding table:-

1. There were in all 266 primary teachers in the government primary schools in Goa in 1955-56, which means an increase of fifty-six over the figures of 1950.

2. The total number of male teachers was 123 whereas the same was 143 for female teachers. The percentage of female teachers was nearly fifty in 1950 but in 1955-56 it was nearly 55.75 per cent. The male teachers formed 46.25 per cent of the total teaching staff. This means that the women teachers had outpaced men teachers.

3. The old conquests had 218 teachers, which was more by fifty one than the number in 1950. The new conquests had 48 teachers, which was more by five only compared to the figures of 1950. In terms of per centage the new conquests had only 18 per cent of the total teachers whereas 82 per cent were in the old conquests. This does not only prove that the new conquests were backward in terms of teacher facilities than the old conquests but it also points out that the number of teachers available to the new conquests had actually fallen there in 1955-56 compared to the percentage in 1950. In 1950 the new conquests had a share of 20.5 per cent of the total teachers but in 1955-56 it was only 18 per cent, a fall of 2.5 per cent.

Upto 1950, it has been seen earlier, the new conquests always had a smaller number of teachers compared to the number in the old conquests. However, there was always a marginal increase in that number. However, in 1955-56 there was a fall, which is an indication that the benefits of the enforced compulsion at the primary level accrued more to the old conquests alone.
Recruitment of regent teachers

In 1959 it came to the notice of the government that the enrolment in the primary schools had increased due to the enforcement of compulsion of primary instruction. The number of teachers available for the job was not sufficient. Nor were qualified teachers available to fill in the vacancies that were created. In view of that situation, the government decided to recruit untrained teachers to meet the requirements from 1959. Such untrained teachers were to be called Regent Teachers (Regentes Escolares). The salaries of the Regent Teachers were to be 50 per cent of the emoluments of those duly qualified and appointed to the General Board of Government Primary Teachers and having a teaching experience of ten years in the government primary schools.

Relaxation in recruitment conditions

In 1960 the government issued an order laying down certain rules governing the recruitment of Regent Teachers. The order stated that it was not possible for the government to frame rules and regulations regarding the minimum qualifications of untrained teachers, who were recruited as Regent Teachers in a hurry. But, in future, candidates with the complete course of the third cycle of lycéum were to be preferred. However, the order further stated, the enrolment in the primary schools was so unprecedented that it was difficult to secure the services of teachers with those qualifications viz., the completed course of the third cycle of lycéum. The government had, therefore, decided to recruit even those candidates who had completed the first cycle of the lycéum studies as Regent Teachers. The age conditions were also relaxed. Applications of candidates upto sixty years of age were to be accepted and in case a candidate were found sufficiently healthy, the upper age limit was to be further relaxed.

The tenure of the Regent Teachers was to be one academic year, to be extended by another one in case of need. The service conditions were to be the same as those for regular teachers excepting the pay.
The conditions for the recruitment of Regent Teachers were further relaxed by the government in 1961. This was done as the existing schools and teachers were not sufficient to cope up with number of children enrolled in the schools. The shortage of teachers was felt in spite of relaxation in the conditions of recruitment for the Regent Teachers in 1960. Much to the inconvenience of the government, it was noted that candidates with the qualifications of the first cycle and the second cycle of the lyceum studies were not easily available. In view of this situation, it was announced that, while preference was to be given to the candidates with higher qualifications, those with a mere Grade II primary examination could apply for the posts of Regent Teachers.

Number of teachers after 1956

Unfortunately no detailed information is available regarding the number of teachers postwise after 1956. The following table, however, presents data regarding Portuguese primary teachers in government, missionary and private Portuguese primary schools during the last three years of the Portuguese rule in Goa.

<table>
<thead>
<tr>
<th>Year</th>
<th>Type</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1959-60</td>
<td>Official</td>
<td>265</td>
<td>235</td>
<td>500</td>
</tr>
<tr>
<td></td>
<td>Missionary</td>
<td>N.A.</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td></td>
<td>Private</td>
<td>N.A.</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>265</td>
<td>235</td>
<td>500</td>
</tr>
<tr>
<td>1960-61</td>
<td>Official</td>
<td>306</td>
<td>241</td>
<td>547</td>
</tr>
<tr>
<td></td>
<td>Missionary</td>
<td>114</td>
<td>61</td>
<td>175</td>
</tr>
<tr>
<td></td>
<td>Private</td>
<td>3</td>
<td>N/A</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>423</td>
<td>302</td>
<td>725</td>
</tr>
<tr>
<td>1961-62</td>
<td>Official</td>
<td>317</td>
<td>255</td>
<td>572</td>
</tr>
<tr>
<td></td>
<td>Missionary</td>
<td>N.A.</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td></td>
<td>Private</td>
<td>87</td>
<td>20</td>
<td>107</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>404</td>
<td>275</td>
<td>679</td>
</tr>
</tbody>
</table>
Observations

The following facts may be observed from the table on the preceding page—

1) The total number of government teachers had almost doubled itself in 1959-60 since 1956. It had more than doubled in 1960-61 and 1961-62.

2) The total number of private Portuguese teachers was three in 1960-61 but the same was 107 in 1961-62. The increased number must be due to the government's policy of compulsory introduction of Portuguese in the primary schools of Marathi and other media.

3) The female teachers formed 55.75 per cent of the total number of government teachers in 1956. These percentages for the three years reviewed in the table were 47 per cent, 41.1 per cent and 44.6 per cent respectively. This is an indication that male teachers were being actually encouraged as per the government's decision of 1954.

4) The female teachers on the whole, i.e., including those in the missionary and private schools, formed a smaller percentage during the three years reviewed in the table compared to the percentage of male teachers. They formed 47 per cent, 41.7 per cent and 40.5 per cent respectively for the years 1959-60, 1960-61 and 1961-62. This fact strengthens the observation made in number (3) above.
Professional training of teachers

A study of the government primary teachers, from the point of view of their professional training, would be of interest, especially because the government had always maintained before 1956, that only trained teachers were to be recruited to the posts of government primary teachers. The following table should be of interest.

**TABLE XXXIII**

*TEACHERS IN PRIMARY SCHOOL BY PROFESSIONAL TRAINING*

<table>
<thead>
<tr>
<th>Year</th>
<th>Trained</th>
<th>Untrained</th>
<th>Total</th>
<th>Trained %</th>
<th>Untrained %</th>
</tr>
</thead>
<tbody>
<tr>
<td>1949-50</td>
<td>217</td>
<td>16</td>
<td>233</td>
<td>93.1</td>
<td>6.9</td>
</tr>
<tr>
<td>1954-55</td>
<td>228</td>
<td>34</td>
<td>262</td>
<td>87.0</td>
<td>13.0</td>
</tr>
<tr>
<td>1959-60</td>
<td>259</td>
<td>241</td>
<td>500</td>
<td>51.8</td>
<td>48.2</td>
</tr>
<tr>
<td>1960-61</td>
<td>266</td>
<td>281</td>
<td>547</td>
<td>48.6</td>
<td>51.4</td>
</tr>
<tr>
<td>1961-62</td>
<td>273</td>
<td>299</td>
<td>572</td>
<td>47.7</td>
<td>52.3</td>
</tr>
</tbody>
</table>

* Figures include the teachers in Daman & Diu as well.

**Observations**

1. In 1950 and 1955, when the government was supposed to recruit only trained teachers, there were 6.9 per cent and 13 per cent teachers respectively, who were untrained. This is evidently due to non-availability of trained teachers.

2. The number of untrained teachers went on increasing and during the last two years of the Portuguese rule in Goa, untrained teachers formed 51.4 and 52.3 per cent respectively. This is a direct result of the enforcement of compulsion without any provision for the turn out of more trained teachers.
TABLE XXXIV

TEACHER-PUPIL RATIO IN PRIMARY CLASSES
IN 1951-52, 1956-57 AND 1961-62

<table>
<thead>
<tr>
<th>Year</th>
<th>Teachers</th>
<th>Pupils</th>
<th>Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>1951-52</td>
<td>245</td>
<td>12,239</td>
<td>50.0</td>
</tr>
<tr>
<td>1956-57</td>
<td>285</td>
<td>15,456</td>
<td>54.2</td>
</tr>
<tr>
<td>1961-62</td>
<td>572</td>
<td>24,661</td>
<td>43.1</td>
</tr>
</tbody>
</table>

Observations

1. The average teacher-pupil ratio during the last decade of the Portuguese rule was approximately 40 pupils per teacher. This figure compares favourably with the recommendations of the Report of the Education Commission 1964-66, which recommends a ratio of fifty students per teacher.

2. From the above table it will be observed that the teacher-pupil ratio was actually improving.
CRITICAL APPRAISAL

So far as the appointment and recruitment of Government primary teachers was concerned there does not seem to be anything specifically wrong and particularly meritorious. Only trained teachers were recruited by holding public tests and interviews. The service conditions were well defined and the work-load of teachers was properly laid down. The teachers were treated on par with the civil servants and were entitled to all the facilities and benefits to which civil servants were eligible. However, the following points do not escape attention:

Government Primary Teachers were not allowed to form any association to protect their interests. An association of purely academic nature that was formed in 1921 was banned in 1937 without assigning any reasons. As a result of this the teachers remained in isolation and they had no occasion or a forum to discuss their mutual problems.

There is no evidence of any symposia, or educational conferences of teachers in Goa at any time. There is no evidence of any inservice training facilities, refresher courses or any other type of extension service in education. This completed the isolation of teachers.

Female teachers were given a great preference for no apparent reason. In a school having two teachers one was to be a female and in multi-teacher schools female teachers were to be in majority. This resulted in a discouragement to the male teachers and the number of male applicants to the Normal School fell down considerably.

The total number of primary teachers allotted to the New Conquests was naturally lower than the one in the Old Conquests. New Conquests had fewer schools and lower enrolment.
NOTES

1 Legislation 1907 (Nova Goa; Government of Goa, Daman & Diu), pp. 51-70.


6 Ibid. p. 400.


10 Legislation 1925 (Nova Goa; Government of Goa, Daman & Diu), 116-117.

11 Ibid. pp. 118-119


13 Ibid. p. 307

14 Ibid. p. 306


18 Ibid. p.164.


29 Ibid. p.106.


38 Ibid. p. 103.

39 Ibid. p. 118.