PART IV

SUMMARY OF CONCLUSIONS

RECOMMENDATIONS.
CHAPTER XXI

SUMMARY OF CONCLUSIONS
AND RECOMMENDATIONS

XXI.1 Introduction:

Once education is accepted as a human right, provision of education as a welfare service becomes the duty of the Government. Though India has been free for over 25 years and though attempts to improve the pattern, the text-books, the curriculum and syllabi are being made it has not been possible to make much headway towards improvement of the standard. Raising the standard through improving teaching learning process is essential. The inspector of schools has a crucial role to play in this. By giving more professional guidance, by following democratic procedures and approach, dynamic, cooperative and scientific trends he can prove himself to be a friend, philosopher and guide in the true sense of the term.

The inspector is not what he should be at present. Improvement of inspection and supervision is a felt need of secondary schools and administrators. Any line of improvement is to be linked with the past and has to evolve out of the present. Historical survey of the concept and practice of inspection and supervision of secondary schools is considered essential and hence has been taken in the various chapters of the research report.
XXI.2 **Original contribution of this investigation:**

It can be said without any exaggeration that this is the first historical-cum-qualitative study of secondary school inspection and supervision. The investigator has given a plan for better (i) inspections, (ii) recruitment and selection of inspectors and (iii) their training, together with (iv) the ways in which the Headmasters and teachers can participate in inspections when they become 'evaluations' for promoting the quality of educational personnel and performance of pupils.

*Chapter IV - Education and Educational Supervision. Foundations*

1. The origins of the present systems of education are to be sought in the activities of the early Christian missionaries.

2. The East India Company declared their earnest desire by all possible means to propagate the gospel and allowed missionaries to undertake it through schools. The Company itself did not do much for the education and left it to the sweet will of the officials and the Bombay Education Committee and later on to the Bombay Native Education Society.

3. These two societies laid the foundation of the present system of education and the mode of management and
supervision. Text-book preparation, training of masters, translation of English books in various subject into the vernacular, opening of a college (Elphinstone) in Bombay, etc. was done by these societies.

(4) The Bombay Native Education Society made provision for the superintendence of schools and made the then Government of Bombay to appoint, Capt. Candy in 1837 as the Superintendent of the Native Schools in the Deccan. The idea of European superintendence was rooted deep and lasted for over a century.

(5) The early concept of inspection and supervision put forth by and practiced too by Capt. Candy was taken up by the Board of Education in 1840 when it took over the control of the education from the Society.

(6) Capt. Candy, Mr. Mackey, Lt. Gorden, Mr. Green, Ramachandra Shastri, Dattoba Pandurang and others laid a solid foundation of the present inspection and supervision of educational institutions and left its legacy to the Department of Education which was set up in 1855.

(7) The Department of Education of the State has been set up on the recommendations in the Woods Despatch and Thomason's Plan which suggested provision of management, administration control, inspection, supervision etc. of schools.
Chapter V - Survey of Provision of Educational Supervision in some Asian countries.

(8) The system of educational administration in the U.S.A. has been described as a decentralised, state authorised, locally functioning organisation dedicated to the principle of free and equal educational opportunity for all American youth. The small local units still retain a very real measure of local control in educational matters and obstinately oppose any external, State or Federal interference in their affairs.

(9) The primary responsibility for inspection and evaluation of schools in the U.S.A. falls on the Local Superintendent of schools assisted by professional and clerical staff and in large authorities assisted by supervisors competent to supervise the different stages and branches of modern education.

(10) Accreditation, a cooperative group inspection and evaluation with some common evaluation criteria is in demand in the U.S.A. and is being used for one man inspection and for self evaluation and improvement by institutions.

(11) Panel inspection before accreditation is undertaken cooperatively to find facts and not faults and with the sole object to underline, fill out, confirm and strengthen the self-evaluation of the staff.
(12) This new type of inspection and evaluation has changed teachers' attitude as it is constructive and positive.

(13) France, even today, follows the educational policy of complete centralisation.

(14) Supervision is done in France by the Head of the School, prefects, rectors, the inspectors of each academy and the Inspector General.

(15) The Her Majesty's Inspectors in the United Kingdom form a vital and unique element in the educational system. They are appointed by the Queen and are responsible directly to her for the efficiency and progress of education in England.

(16) The functions and powers of Her Majesty's Inspectors are not rigidly demarcated or defined. They are extremely wide and diffusive to enable them to perform their task of supervising the entire working of the educational system of the U.K.

(17) The H.M.I.'s act as independent and objective liaison officers between the Central Ministry of Education and the Local Education Authorities and are considered "Eyes and Ears". They act not as spies on both but as judges, friends and philosophers to them.
(18) The H.M.I.'s advise and suggest and in most cases this suffices. When advice is not heard, there is a full inspection by a panel of H.M.I.'s and after a formal report action follows immediately and deficiencies are remedied.

(19) The two basic touch-stones of the H.M.I.'s are (i) Are the teachers giving of their best (even if it is a poor best) according to their training and background to the children committed to their care? (ii) Are the children under them leading a happy and successful school life?

(20) The Union of Soviet Socialist Republics follows the national control of education like France but allows decentralisation of administrative detail under the control and guidance by a common political authority.

(21) Educational system in Russia is based on nature, labour and society as centres of interest.

(22) The duties of the Superintendents in the U.S.S.R. are to improve the work of the schools, to be informed of the quality of the educational work being done in each school and to provide tangible help to the teaching staff in solving the mass difficulties and complex problems. Between the University and the local authorities and the local schools, the inspectors who are appointed by the ministry form the connecting links.
(23) Due to impact of the West education in Asian countries has come to be reorganised. The main emphasis on educational development in all the developing countries of Asia is still towards expansional facilities.

(24) The chief purpose of inspection and supervision even today is control and maintenance rather than improvement and development of schools.

(25) Possible functions of the inspectorate range from 'control' and 'inspection' through 'supervision' to 'advise', 'guidance' and 'counselling'.

(26) A golden mean between the H.M.I.'s and the American local superintendents will have to be struck to suit Indian conditions.

CHAPTER VI - Woods Education Despatch.

(27) Woods Education Despatch indicated (1) The object of education in India, (2) The medium of instruction for higher education, (3) Machinery for superintendence and direction through the establishment of the Education Department for efficiency and uniformity, (4) Proper selection of officials and inspectors, (5) The establishment of the system of grant-in-aid to schools, and the Department of Education in the Presidencies in India came into being.
Chapter VII - Setting up of the Department of Education in the Presidency.

(28) Setting up of the Department of Education in the Presidency as indicated in the Woods Despatch was complete in 1855 (31.5.55) with the appointment of good, qualified and experienced men who could claim esteemed honour from the public and thus set in a steel frame of educational administration.

Chapter VIII - The first Government Inspectors: 1855-1884

(29) Though Thomason's plan of educational supervision and administration was accepted deviations to suit the locality were made. The first inspectors had to set in new practices, take initiative and to do original thinking for the realisation of educational ideals. The British model of inspection and supervision was accepted, advocated and followed.

(30) Inspection during this period was expert, authoritarian, awe inspiring, dreadful, demanding conformity to set standards and rules to the minutest details. Besides guidance, advice and direction was also offered when asked for.

Chapter IX - Government Inspectors: 1855-1947

(31) Encouragement to private enterprise brought in by the recommendation of the Indian Education Commission 1882 entailed more responsibility and hard work for inspectors.
The number of schools, pupils and expenditure on secondary education increased slowly and steadily since 1885.

The Department of Education during this period aimed at supporting, controlling, superintending and managing educational institutions of all types with a view to bring in uniformity, maintaining efficiency and setting standards while continuing expansion subject to availability of funds.

Measures to keep up school discipline through control, efficiency through instruction and supervision through inspection of buildings, equipment, teachers, their methods and preparation of pupils, were taken.

Though visitation of schools for examination yielded place to inspection, demand for examination by less advanced, ill equipped and poorly staffed schools continued for years.

Though no criteria was suggested areas for inspection and supervision of schools were suggested as follows:

1. Discipline
2. Standard of teaching and attainment,
3. Staff, qualifications and qualities,
4. Supervision by Headmasters,
5. Office work and office record,
6. Relation of the Head and the staff,
7. Staff meetings,
8. Meetings with parents and officials,
(37) True inspection was to be impartial, dispassionate and efficient by men and women efficient technically and of wide experience and understanding.

(38) Consideration of certain school final examinations as equivalent to certain entrance examinations to Government service brought in more pupils to schools. But this increase lowered the standard of schools. The reason for this was alluded to mercenary motives of many a teachers who did not work with zeal and enthusiasm and to the vagrant grant-in-aid sanctioned.

(39) Close supervision, control, conformity to detailed rules and regulations and through inspection continued during this period. Inspection all the time was expert, a little critical and fault finding but in general encouraging private enterprise.

Chapter X - Government Inspectors : 1948-1970

(40) In spite of the financial stringency and 'Quit India' movement progress of education was not marred and growth of secondary schools and enrolment during this period was stupendous.

(41) After independence percolation theory was given up and the theory of free and compulsory education that will imprint on all aspects of the child's personality - physical, intellectual, social, emotional, aesthetic and
moral was accepted. Men with a trained and scientific mind, whose judgement is sound and accurate, whose thinking is systematic and thorough and whose thought and action are in harmony with their emotional life was the demand of the new age.

(42) Neither independance of the country nor change in the aim and objects of education brought in any change, except in attitude, in the concept and practice of schools that received grant-in-aid.

(43) Setting aside European domination, Indianisation of administration started in 1924 was completed and as it was found difficult to maintain those high standards with wide expansion, liberal view a was taken. The result was quantity and not quality.

(44) To improve standard in schools, that had diminished with expansion, Divisional Inspectorates were abolished and District Inspectorates were set up to have direct personal contact and improvement of the quality and control of schools.

(45) District Inspectorates were expected to tone up administration, maintain efficiency of work at proper level and also to exercise thorough supervision and control of educational institutions in accordance with the laws and orders of the Government issued from time to time.
Chapter XI - Selection and appointment of Inspectors.

Secondary education was now considered a stage complete in itself and stress on mother tongue, introduction of craft and social and cultural activities, Civics and the national language Hindi was to be given in addition to Physical Education.

Whereas the Ghate-Parulekar Scheme brought in security of service, uniform fee rates, pay scales and service conditions, and grant-in-aid, revised syllabi envisaged to bring the teaching in the class-rooms to the needs and challenges of the day.

Formation of Zilla Parishads reduced District Educational Inspectors to (Parishad) Education Officers, holding charge of all pre-primary, primary and secondary education with enormously heavy para-academic and non-academic duties and left him with very little or no time for his primary work - inspection, supervision and guidance.

The Woods Despatch has dealt with selection and appointment of inspectors who were not only best able, from their character, position and acquirements but were to be those who might command the confidence of the natives of India and hence selection from Civil Service that is from Europeans and Englishmen was commended and practiced.
(50) Indians only assisted those high officials who spoke truth without fear or favour and worked sternly in an honest spirit.

(51) Recruitment of Europeans, men and women came to an end in 1922 when Indianisation started.

(52) Whereas Integration Committee recommended direct recruitment of trained and qualified teachers as Class II officials, Mudaliar Commission recommended appointment of Inspectors from teachers and Headmasters of ten years and three years minimum standing respectively. The Indian Education Commission (1964-66) has suggested appointment of Educational Inspectors from the proposed Indian Educational service.

(53) Selection and appointment of District Education Officers as it exists today is not satisfactory. Educational Inspectors in the past were stalwarts, well experienced and thorough, having insight and vision and commanded authority. Their thoroughness and ability to guide was remarkable, their tact and manners praiseworthy, their sincerity and loyalty was unquestionable and their hard labour unparalleled.

(54) Compared to them Education Officers of the District today are dwarfs in content knowledge, and in experience. Still they are assuming, posing with little capacity to
guide heads of schools some of whom are in many respects far superior to them and hence are unable to have much influence.

(55) Muda\lviar Commission's recommendations regarding selection and appointment of District Education Officers is likely to prove the most suitable pattern in Maharashtra and hence is strongly recommended.

(56) Capt. Candy is the model for School Inspectors and though the qualities expected of them have to be in close conformity with the multifarious para-academic and non-academic functions in addition to the traditional regulatory functions of inspecting the schools, a few can be mentioned as below. A graduate of a recognised university with merit and scholarship, thorough in the work, careful, meticulous, dispassionate, unreserved, impartial, straightforward, efficient, honest and diligent,

Chapter XII - Salary and Status of Inspectors

(57) Not only selection of well qualified and competent persons of character and position was to be done for filling in the posts of the Educational Inspectors but they were to be given the high status of the Civil Servants.

(58) Status of an officer is always commensurate with the salary given to him and both are inseparable. Status
also depends upon his duties and responsibilities and the extent of the area over which he yields power and command.

(59) District Education Officers even though Class I officers do not enjoy that status and esteem which the Divisional Inspectors enjoyed before 1953.

(60) Democratic decentralisation has brought in political domination and interference in educational administration and diminished not only prestige of the Education Officers but their qualities of indiscrimination, straight forwardness, dispassionateness and impartiality.

(61) Inadequate staff, ever increasing number of schools, institutions and pupils, inadequate finances and novel experiments and schemes of the Department of Education, the Maharashtra State Board of Secondary Education etc. leave the Education Officers no time to breath and think. He is, therefore, no longer looked upon with that awe and respect which the Divisional Educational Inspectors commanded.

(62) Salary scales of Educational Inspectors have undergone changes in 1870, 1896, 1921, 1924, 1930, 1934, 1962 and 1966, but the present one in vogue can be said to be the highest that can be available to a Class I officer in the Maharashtra Educational Service.
Chapter XIII - Working Conditions and Duties and Responsibilities of Educational Inspectors.

(63) Generally duties and responsibilities of an officer is a factor that determines his working conditions. Whereas the service rendered is in proportion to qualifications, experience and salary, the latter is commensurate to the responsibility involved in the job.

(64) Though multifarious, non-academic duties have increased the work of the Education Officer and lack of capable, well qualified experienced assistants have added to his difficulties, working conditions of Education Officers at present can be said to be good.

(65) To free the Education Officer and the Secondary Education from the bonds of the Zilla Parishad and to give him time for inspection and supervision is essential. He will, then, develop himself to the ideal of a friend, philosopher and a guide.

Chapter XIV - Training of Inspectors

(66) Right from the beginning of the Department of Education till 1949, more stress was given on proper selection of Educational Inspectors i.e. learned, skilled in teaching, active, sensible, business like, with originality, practical efficiency, independent methodology together with truthfulness, frankness, honesty, zeal and punctuality than on training of inspectors.
(67) Expecting too much, with ever increasing complexities of life and profession, from the Education Officer is not fair and good. Any good service requires preparation, understanding, experience but little has been done to make the educational service in Maharashtra expert, competent and efficient as training programme regular and inservice has not been seriously taken up.

Chapter XV - Some Special Inspectors

(68) To deal with special subjects and special problems nine functional inspectors were created. With the expansion of education and its broadening separate functional inspectorates ceased to exist except a few as Drawing and Craft, Visual Education, Commercial Schools and Physical Education.

(69) If panel inspections are introduced, specially qualified personnel in various school subjects can be conveniently selected from the locality and be used with a vantage and hence special inspectors can be done away with.

Chapter XVI - Women as Inspectors

(70) Two Inspectresses were appointed in I.E.S. first in 1902 and Inspectresses for Urdu and Primary Girls' Schools etc. followed
(71) In 1953 when the Department was reorganised, separate Women's Branch was done away with as discrimination was not allowed by Constitution of India. However, four Inspectresses of Girls' Schools still function with assistants from the General pool.

Chapter XVII - Problems of Inspectors.

(72) Large number of schools for inspection and supervision, multifarious duties to be performed at times at the neglect of his main functions, inadequate and at times less qualified staff, accumulation of work and pending arrears which never end, lack of facilities for inspectors and inadequate facilities for their training and preparation for the job are some of the major problems that face the Education Officers of the district at present.

(73) A permanent cell in the office of the Director of Education to consider difficulties of District Education Officers and other supervisory staff as also for their training is deemed essential.

(74) Any service to be efficient, prompt, useful must be expert, thorough and competent and hence should be free from any handicaps.

(75) Separation of Supervision and Inspection from administration is very essential for maintaining standards.
Chapter XVIII - Essential Criteria for Inspection and Supervision

(76) Every country that spends on education controls it through officials under the provisions of the set rules, regulations, a code or an Act.

(77) An Inspector of schools is an officer who controls schools, judges merit of education imparted in it on certain minimum standards or criteria, which are generally in close conformity with the Inspection and Supervision of schools.

(78) Concept is an idea or notion which becomes concrete through its practice which includes observation, examination, testing etc.

(79) Inspection before 1855 - clergyman type - was more cursory, superficial, trashy, fault finding, authoritarian and controlling type.

(80) When the Board of Education appointed Capt. Candy, he attended to teaching methods, preparation of teachers and results of their classes with a view to give guidance for improvement.

(81) Inspection even after the setting up of the Department of Education was not objective and varied in the stress on various areas and aspects covered in inspection, which
was for control and hence authoritarian and examination type.

(82) Inspection during 1866 and 1903 (result grant) meant visitation, superintendence, supervision, checking of attendance, accounts of income and expenditure, compliances with suggestions, observations and examinations in all subjects and their results.

(83) From 1903 proportional fixed grants were instituted and checking building, equipment, attendance, teachers; range and quality of instruction, discipline, physical exercises and recreation was the aim of inspection. Efficiency during this period was proportionate to expenditure which when better brought in full grants and good results.

(84) From 1938 fixed percentage grants were sanctioned on more or less the same type of strict inspection and conformity to set rules.

(85) Fixed percentage of grants to all schools rural and urban since 1967, have now eliminated profits and deficits and brought schools on par with others. Fulfilment of conditions of recognition and compliance with all regulations and code rules is the present criteria now.
(86) The present proforma for inspection of secondary schools has been in use for the last fifty four years or more. It is so as criteria for inspection and supervision has been to ensure that rules and regulations of the Department of Education are properly followed in schools and that the schools get the coveted recognition and grant-in-aid.

(87) That inspection which is followed up is said to be effective and many follow up can come through a report.

(88) In order that a report be all comprehensive and indicative of good and bad points, weaker areas and the line of improvement, the proforma of the inspection report needs to be properly prepared.

(89) There is need for improving the proforma as there is need of objective evaluation (including self-evaluation) by schools for better output for better knowing weaker areas and deficiencies, making them up through proper and phased planning and ultimately improving standard of education.

(90) Institution of panel inspection in place of the present individual official inspection is deemed essential as it envisages evaluation from experts and is more objective as based on certain set criteria.
(91) Improvement of the proforma of inspection on the lines suggested is essential.

Chapter XX - Need for inspection and supervision and line of its reform.

(92) That all is not well with education and secondary education in particular and that improving tone, standard and quality stressed by commissions through improvement of administration, supervision and inspection is the duty of the Government.

(93) No categorical definition of inspection and supervision is given and hence different connotations and denotations that vary from time to time and country to country are available.

(94) In brief, supervision can be said to be internal, mutual, regular, continuous undertaken by an expert with a view to guide and improve. Inspection is external, casual, at intervals and a surprise check to find fault, to calculate grants and to grade schools.

(95) Modern meaning and concept of inspection and supervision is not different. Its inward meaning is the same. The difference is only in practice.

(96) Supervision deals with improvement of instruction by guiding individual teachers and inspection means improving
instruction in all subjects of the whole school. Both deal with improvement in instruction, methods, contents, preparation, evaluation, interpretation and revision.

(97) Inspection is for quality improvement of schools through improvement of school inspection and stimulus for better performance.

(98) For efforts at the maximum stimulus is required. Encouragement improves instruction and output. For improving and maintaining standards supervision and inspection in any work is essential, all the more so in schools.

(99) As per the needs of time and society supervision and inspection is to be developed as a service which enables the authority to see if the instructional work is ultimately able to bring about desirable change in behaviour, attitude, knowledge, through watching, guiding, improving by experts, internal and external.

(100) Change is the essence of nature and human life; Hence the concept of inspection and supervision also has to change.

(101) Since preparation of the individual for life's situation is the aim of education, change is inevitable. It is, all the more, essential in India now as India is free and
requires development of an individual into responsible, free, frank, devoted, self-sacrificing citizens. Gearing supervision and inspection to achieve this goal is now imperative.

(102) Inspection and supervision can no longer be based on a serial concept but must rest upon a spiral concept. It is to help the teacher for using such methods as would produce an integrated learner whose skill and knowledge will meet any situation and to gain confidence, respect and faith of those whom it is wished to help, throwing away authority and establishing rapport.

(103) Supervision of tomorrow should be adaptive, flexible, cooperative, scientific, intelligently conceived, positively motivating, integrative, projective and reflective.

(104) Selection of a supervisor who will be able to fulfil minimum requirements and who will be able to meet the challenge of the time through possession of qualities as wider judgement, good diagnosis and skill in giving suggestions for improvement is essential.

(105) Improvement of inspection and supervision through (i) School-College complex, (ii) Separation of administration from inspection and supervision, (iii) Panel inspection and follow up, is deemed essential and hence commended.
RECOMMENDATIONS

(1) No only modification of the evaluative criteria of inspection and supervision is essential but also change in the outlook of inspectors who are servants of the Welfare State.

(2) Accreditation, a cooperative group inspection and evaluation which is in demand in U.S.A. needs to be used for one man inspection (or for self-evaluation) and it should be followed by a panel inspection to make the same constructive positive and objective and for changing the teachers' attitude.

(3) While inspecting schools, inspectors should always keep these two questions in mind. (i) Are the teachers giving their best (even if it is the poor best) according to their training and background to the children committed to their care? (ii) Are the children under them leading a happy and successful school life?

(4) The Educational Inspector's main duty should be (i) to improve the work of the schools, (ii) to be informed of the quality of the educational work being done in each school and to provide tangible help to the teaching staff in solving the mass difficulties and complex problems, (iii) to do original thinking for the realisation of the educational ideals.
(5) A golden mean between the Her Majesty's Inspectors and the American local Superintendents will have to be struck to suit Indian conditions.

(6) Recommendations of the Mudaliar Commission regarding selection and appointment of District Educational Officers is likely to prove the most suitable pattern in Maharashtra as a person who will be able to fulfil minimum requirements and who will be able to meet the challenge of the time through possession of qualities as wider judgement, good diagnosis and skill in giving suggestions for improving is essential.

(7) To free the Education Officer and the Secondary Education from the bonds of the Zilla Parishad and to free him for instruction and supervision is essential to develop him into the ideal of a friend, philosopher and guide.

(8) Educational Service in Maharashtra to be expert, competent and efficient needs preparation, understanding and experience through regular pre-service and in-service training programmes.

(9) A permanent cell in the office of the Director of Education to consider difficulties of District Education Officers and other supervisory staff as also for their training is deemed essential.

(10) Any service to be efficient, prompt, useful must be expert, thorough and competent and hence should be free from any handicaps.
(11) Separation of supervision and inspection from administration is very essential for maintaining standards.

(12) The present principle of grant-in-aid to schools on no profit no loss basis is likely to marr individual efforts and extra-ordinary good work. Hence incentive grants over and above the set formula needs to be instituted in the interest of experimentation and improvement of standards and efficiency.

(13) There is need for improving the present proforma of inspection on the lines indicated to ensure objective evaluation (individual self-evaluation by school for better output, for better knowing weaker areas and deficiencies and for making them up through proper and phased planning).

(14) Categorical definition of inspection and supervision for better performance is essential as also stipulation of its practice.

(15) Inspection and supervision must now rest on the spiral concept.

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