OUTLINE OF CHAPTER V

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CHAPTER V

REVIEW AND RECOMMENDATIONS

Administration of education is a complex affair. It deals with human beings. It is dealt by human beings. It concerns with the fibre of human beings like thinking, feeling, comprehending, planning and even imagining. These human actions cannot be the same at all times and in all societies. The environment affects human beings and consequently their functions which in turn change education. Man many times has been able to change the environment and rebuild the society with which he was associated for a long time. The French revolution and the revolution of October 1917 in Russia are only a few pointers as to what man can do to remake his destiny. The days when men used to sit with clasped hands saying that their fate is decided by powers beyond their ken are over. Further the situation is complicated by the unbelievable progress of science and technology permeating even the small daily acts of man. Children have to be educated to understand the varied changes brought about by science, technology, sociology and psychology.

Though science and technology are common to all societies the aims of society and its structure are different. Necessarily the view with which men's minds
are to be studied change. Changes are accelerated by the inexactness of psychology - a factor completely absent in physics, mathematics or chemistry. Necessarily the philosophy of education has got to be different in different societies. This necessitates the occurrence of differences in administration of education though the ultimate aim of education is claimed to be welfare of the individual and the society in which he lives.

World to-day is divided into two big camps. In one camp the individual is given the paramount place. He is given all importance for reasons that convince any unbiased observer. The champion of the cause of individual Whitney Griswold says

"For 9000 years society has depended upon individuals for those creative achievements of mind and spirit that have guided along the path of civilisation. The spark from Heaven falls. Who picks it up? The crowd? Never. The individual? Always. It is he and he alone as artist, inventor, explorer, scholar, scientist, spiritual leader or statesman who stands nearest to the source of life and transmit its essence to his fellowmen. Wisdom and virtue cannot be forced from a crowd as eggs from chicken under electric light. There is no such thing as general
intelligence. There is only individual intelligence communicating itself to other individual intelligences. And there is no such thing as public morality. There is only a composite of private morality."  

But we know equally well that individual cannot live alone. He is a social animal. Even for his own existence and welfare a society with certain amount of stability is required. History tells us that no progress was made till man gave up his nomadic life in search of food and shelter. Societal being made his life tolerable, comfortable and even gave him scope for individual pursuits. The results of pursuits can never be fully experienced and enjoyed by the inventor without the medium of society. We find intellectual giants like Marx, Hegel, Engel and a host of others to extol the supremacy of the society or the state over that of the individual.

Any way our country has chosen a form of society where an individual has a prominence over society - the form of society going by the name of democracy. Democracy makes every individual responsible for the outcome of results of society. Hence education should be such as to give the individual propensities to this aspect. Administration of education as a corollary of this has to be democratic. This impels us to know the role of democracy  

in education and role of education in democracy.

The administration of education in democracy has delegation of powers and fixation of responsibilities, provision of incentives, removal of incompetency and enrichment of service capacities and unity of purpose as important elements. The delegation of powers and decentralisation are the keynotes of administration of education in democracy.

Education in democracy must be such as to withstand the dangers to it that come from within the society and also from without. Man being what he is of flesh and blood may yield to the temptations of aggrandisement of power. It is here that the role of education of the individual gains importance. As already pointed out the dangers to democracy are from those who do not believe in it. Education must strengthen the teeth of offence of democratic forces not only to withstand such forces of ideological warfare but also to push its dent across the border not by physical force but by persuasion and good example. With this background the statement of the problem and the design of study are furnished.

Educational administration has a background of it's own in every country and our country is no exception. But the case of India may be considered as slightly different
in the sense that the country was ruled for centuries by people who came from without and controlled the destiny but became one with the indigenous population. They enriched the Indian culture and willingly allowed themselves to be influenced by the culture and the literature of the land. It is only the British who came from without like their predecessors and controlled the destiny more by diplomacy of playing one against another. They scrupulously insulated themselves from being influenced by the good things of the country. Notable exceptions like William Jones, Charles Wilkins and Henri T Colebrook may be cited but the number can be counted on one's fingers. The fact remains that they never mixed with the people of the land.

As it happens always the victors had their say in every matter by virtue of their position and authority. Lord Macaulay's moments regarding the culture and attainments of the people of the East is a sufficient testimony of what the victors are tempted to say about the vanquished.

Macaulay may be said to be the father of the present educational system of India. He had the interests of his country at heart because he was a patriot first and foremost.
What happened to the country at large happened to the States as well. The fortunes of the State are closely linked with those of the country at large. This is borne out by the study of the four periods of history mentioned below.

(1) Period up to 1812
(2) From 1813 to 1853
(3) From 1854 to 1919 and
(4) From 1920 to 1947

Though the maharaja's or the emperors did not shoulder the responsibility of education in the present political sense, the royal patronage and liberal public donations were found in ample measure. A scholar was more respected than a royal household. Hence the whole country was dotted with numerous educational institutions ranging from a small agrahara to a big university like Belligave in Shimoga District. The fall of Vijayanagar empire was really a downfall of the achievement of education also. Homogeneity of the State was also a casualty.

The Government of India considered the establishment of schools as a folly. The policy makers attributed the loss of the American colonies to the establishment of schools. Hence they did not like to commit the same mistake of fostering education among the subject peoples. But for their own ends of administration and dispensation of
justice Warren Hastings and Jonathan Duncan established certain oriental institutions.

The Regulating Act of 1773 brought about administrative reforms in the presidencies of Bombay and Madras. The respective Governors were made subordinate to the Governor General at Calcutta. It was once again made clear that education was not obligatory but LAWFUL. The educational institutions were placed under the control of General Department of the Government of India.

The situation in different parts of Karnataka were not very much different from that prevailing in British India. It was only through the goodness of Krishnaraja Wodeyar III that an English school saw the light of day in 1833 (Ex Mysore). Virarajendra established an Anglo Vernacular School at Mercara and another at Virarajpet in 1834. The expenditure of the school at Mysore was fully met by the personal funds of the Maharaja. First English school was inaugurated in 1840 at Dharwar by the Governor of Bombay. Instructions were received from the Court of Directors that funds can be spent only for the spread of English education. This can be cited as an instance in support of the conclusion arrived at earlier. Francis Warden expounded the Downward Filteration Theory paving the way for the estrangement of the educated from the general mass of the society. It was
It was only in 1836 that Kannada was made the official language in the collectorates of Dharwar and Belagaum. Till then Marathi prevailed over Kannada and proved one of the reasons for the retrogression of the spread of education. In Hyderabad Karnataka education was mostly religious. Darul Uloom was established in 1853. Education was in the hands of revenue authorities. This account is a sufficient testimony that the fortunes of the State as far as education was concerned were closely linked with those of the Centre and a study of the problem of the State can be made meaningful and fruitful only with the study of the problem on a national scale.

The third stage characterised by extreme centralisation began from 1854 and went up to 1919. The provinces lost their unitary structure and had to take instructions from the Governor General. Both the Governor General and the Governors had to take permission of the Secretary of State even to introduce a bill in the legislature. Hunter submitted the Commission report. The first report was that of Woods of 1854. Government schools passed into the hands of District Boards and Municipalities. The period is marked by Curzon's important statement that the Government cannot abrogate it's right to a powerful voice in the determination of the cause of education. Director of Public Instruction was appointed in 1901. Home Department looked after it's
affairs.

Ex Mysore came under the rule of Commissioner. According to Devereux scheme in 1857 the Department of Public Instruction was formed. Judicial Commissioner looked after its affairs. Compulsory primary education began to be implemented in 1913. Mysore University was established in 1916.

Department of Public Instruction was constituted in 1855. Code of inspection, organisation of courses of study and conduct of examinations, prescribing of textbooks and training for teachers were formulated by Erskine. Bombay University was established in 1857. Provinces got more powers but overall control rested with the Government of India. Divisional Inspector of Urdu schools was appointed. Karnataka Vidyavardhaka Sangha was established in 1890. Karnataka Arts College was established in 1917.

The scheme developed by Devereux for Ex Mysore applied to Coorg also as it was Centrally administered area. Plough tax akin to agricultural cess was levied. Municipalities started primary schools. The first high school was established in 1879 at Mercara.

In Hyderabad area education department was created in 1870. Curricula and rules of administration were framed in 1872. Primary education was made free in 1919. Osmania
University was established in 1919.

The fourth period that is of provincial autonomy marked by dyarchy began from 1920 and went up to 1935. Education Department was saddled with administration of sanitation, local self Government and ecclesiastical affairs and archaeology. Post of the Director of Public Instruction was abolished. Indian Education Service was organised. Indianisation of superior services began in this period. Central Government stopped the grants for education under the plea that provincial autonomy was accorded and education was the subject of the province. Health education and agriculture were amalgamated. Trifurcation of the Department took place in 1945.

In Ex Mysore the designation of the Inspector General of Education was changed to the Director of Public Instruction. Municipalities entered the field of education in 1929. Elementary Education Act was passed in 1930 handing over primary education to the Local Boards. District Education Officers acted as District School Board Officers. Assistant Inspectors of Schools became School Board Assistants. In 1941 primary education was taken over by Government. District Boards entered the field of Secondary Education in 1948 - 49.
With the advent of dyarchy Sri R.B. Paranjape became the first minister of education. The Bombay Education Act was passed in 1923 by which local bodies took over primary education. The system continued till 1969. Education Department became Advisory Body. Basic education was given a trial in 1957 in Bombay Karnataka. Universal compulsory primary education was implemented from 1949.

In Coorg compulsory primary education was made free in 1929. All the primary schools were upgraded in 1924.

In Hyderabad Karnataka area this period saw the revision of primary school curriculum in 1930. Normal school for teachers was started in 1930 at Gulbarga.

With this background the problem of the critical study of educational reforms made in Karnataka from 1956 to 1976 is attempted.

The post independence era saw hectic changes intended to improve education. It was something like, a man undergoing starvation for a long period, being served with delicious food without any restriction either on the quantity of food or the manner of eating. But mere intentions however pious they are cannot achieve the desired results. Something happened. Some of the changes done had to be undone. Combinations of Departments were
tried. Again bifurcation and trifurcations were carried out. All these indicate the dire need of a scientific study of the reforms that were carried out to know the nature of reforms that were really needed.

One comes across the Indian University Education Commission headed by Dr. S. Radhakrishnan in 1948, Secondary Education Commission with Dr. A. L. Modaliar in 1952 and Education Commission of 1966 headed by Dr. D. S. Kothari as the mile stones in this regard. The sphere of responsibilities of Ministry of Education at the Centre expanded considerably both within the Country and even outside. The Indian embassies at Moscow, Bonn, Washington, Sanfrancisco and London had attaches to deal with education of Indians studying abroad.

These measures at the National level had their repercussions at the level of the States also. The State of Mysore was formed in 1956 comprising Kannada speaking areas as recommended by States Reorganisation Commission. It was rechristened as Karnataka in 1972.

The formation of the new State found Ex Mysore ahead of other units in respect of primary education. Madras Karnataka was ahead of other units with respect to secondary education. Hyderabad Karnataka was at the bottom with respect to both spheres of education. Constitutional
obligation to provide free and compulsory primary education to all children between 6 - 14 is yet to be realised. But this had its impact on the State. The first educational survey under the guidance of National Council of Educational Research and Training took place on the heels of the formation of the new State. Survey is being carried out for every ten years to take stock of the educational matters and to plan for the future.

Problems of integration of five units had to be faced by the State Government. It was a stroke of luck of the State that an educationist of the eminence of Dr. A. C. Deve Gowda was at the helm of affairs and it remains an undisputable fact that he is the architect of many reforms that were either formulated, initiated or implemented. Sometimes he was the moving force at all these stages. Formation of separate Directorates of Collegiate Education and Technical Education were important landmarks of events of 1959 and 1960.

The recommendations of the educational survey were implemented immediately following the submission of the report. Incentive measures like midday meal schemes, scholarships for attendance were enforced. School Betterment Committees were formed to involve people actively in the cause of education - an important feature of democracy.
With all these measures a forward leap in elementary education was the natural expectation. But there was a big leeway to be made up between enrolment and retention. Secondly of the number enrolled only 25% reached VII standard. So the double headed dragon of wastage and stagnation had to be dealt with by the Department.

That this problem was neither worse nor better than the similar one faced at the All India level is brought forth by the analysis of the figures at the State level and its comparison of the results of the All India figures furnished by Dr. J.P. Naik. The study stresses the need of treating the problem on war footing to be solved within a period as short as possible keeping the economic and social conditions in view and making education more useful to the immediate needs of the people. The year 1969 saw the Government taking over primary schools from local boards in Bombay Karnataka.

The expansion of education both at primary and secondary level necessitated to strengthen the inspectorate. The State was divided into 34 educational subdivisions in 1961-62. Each subdivision was under the control of a class II officer called Assistant Education Officer. Of them 16 Assistant Education Officers were posted at Headquarters to assist the District Education Officers in administration.
of primary education. Attendance officers were appointed for effective implementation of compulsory primary education act. At taluka level Inspectors of Schools were appointed to look after primary education. They were assisted by Deputy Inspectors of Schools. Personnel for Deputy Inspectors of Schools was selected from among senior Headmasters of primary schools who knew the work well.

The secondary education also got an impetus as the result of educational survey. As the result of the recommendations of Integration Advisory Committee the first batch of S.S.L.C. students studying the common syllabus came out of schools in 1963. New Grant in Aid Code was framed in 1960 which was revised in 1963 giving triple benefit scheme to the teachers of aided schools. Further it was revised to give additional benefits as per Government Order No ED 13 SHS 67 dated 17-6-1977.

Inspectorate was reorganised and strengthened. Subject Inspectors were provided for two divisions of Gulgarga and Chitradurga as an experimental measure in 1959-60. On finding the utility it was extended to other divisions and a post of Assistant Superintendent of Physical Education was attached to each division for effecting improvement in Physical Education. Inspite of all these measures the percentage of passes rarely exceeded 50.
The reasons for poor percentage are investigated and found that uniform syllabus and unidirectional approach are not suitable when the secondary education is made free and universal. This conclusion is supported by the experiences of countries like United Kingdom and Federal Republic of Germany. A need to revamp the entire system having National needs in view and indigenous genius in the background is found to be urgent.

As a result of the expansion of secondary education the work of examination section increased and the Director of Public Instruction could not bestow his active attention to it. Hence a post of Additional Director of Public Instruction was sanctioned and the examination wing became a statutory board. Karnataka Secondary Education and Examination Board was constituted by the act of legislature in 1966. The problem of preparation, production and distribution of text books consequent to the legislative act of Nationalisation of Text Books became a stupendous task. So the post of Additional Director of Public Instruction of Text Books was sanctioned in 1969.

An Additional Director of Public Instruction for Primary Education was appointed in 1975 to formulate fresh policies like non formal education, parttime education and continuation education, and to arrest the wastage and stagnation in primary education. It demands the services of
a separate Director by virtue of the huge number of teachers and schools functioning in the State.

In conformity with the policy of the Central Government, State Institute of Education was set up in 1964 and Institute of Science Teaching was set up in 1964-65. Each wing was headed by an officer of the status of Deputy Director of Public Instruction. Bureau of Educational and Vocational Guidance was established in 1959 and State Evaluation Unit was established in 1964. To bring about co-ordination of these units functioning separately, a post of Additional Directorate of Public Instruction was sanctioned and all these units meant for improvement of education were grouped together to form the Department of State Educational Research and Training - a counterpart of National Council Educational Research and Training.

Then we come to the reorganisation of the entire Department in 1970 as per Government Order No.ED 42 MPE 69 dated 22-6-1970 'to minimise stagnation and reduce wastage' in education, and to keep pace with expansion of education. This scheme is in vogue at present.

Reforms are made to achieve a needed change for a better condition or purpose. Purpose may be better instruction or method of operation. Lacuna discovered in
either of the two becomes the purpose of reform. Appraisal of reforms helps one to avoid pitfalls in the process. Factors involved in appraisal are legislative, executive and popular. The present study restricts itself to the executive and popular appraisals. So questionnaires to elicit the relative importance they attach to the various measures of reforms that are being worked out and also the suggestions for betterment of the situation (in the form of prospective reforms) are served and data collected from personnel of administration and members of public. They have also assessed the administration of reforms on three point scale. The questions given in the questionnaires were of closed type permitting either an aye or nay with reasons in support of their conclusion. This was done to ensure that their opinion was the result of consideration.

The samples were different - one who implements and the other the subject of implementation (parents or guardians of children). So two clear types and the answers were also clearly demarcated. Hence $X^2$ test was decided to be appropriate measure to know how for the two samples think and act alike. The correlation coefficient on the relative importance given to various reforms was found to be moderate but significant. This was confirmed by the results of analysis of data on other two questionnaires. Out of 13 questions concerning decentralisation of powers the two
samples see eye to eye only with respect to 5 questions. So as long as the situation of incoherence prevails, success of educational reforms remains unfulfilled.

As regards the assessment of present working of the Department public have been more critical of administration. The personnel of administration are prone to overlook deficiencies in administration but the vigilant eye of the public seizes every opportunity and point the defect. Differences are well pronounced. Even with regard to prospective reforms out of 15 questions public have a different outlook on as many as 9 questions. Unless public is taken into confidence, in democratic countries, reforms remain only on paper.

So measures are to be taken to gain the public confidence. This leads to the recommendations made as the result of study. Measures dealing with pupils — minima for a pass and class, the books they are to use, the teachers from whom they have to learn, (teachers really occupy a pivotal place in any scheme of reforms and the letter of Sir Alexander Grant Director of Public Instruction Bombay deserves full consideration by the present authorities). Headmaster and his functions, Assistant Education Officers who supervise primary schools, which take up a lion share of the education budget, are the topics which require reform. The Subject Inspectors and their ambitious job
It is suggested that the number of teachers should be taken to decide the volume of work and not the number of schools both in the case of Education Officers and Assistant Education Officers. A survey of work done by Education Officers is suggested to decide the nature of job chart. The post of Deputy Director of Public Instruction of the District requires immediate attention because it is at District and Taluka level all problems originate and are to be solved. Separation of supervisory functions and administrative functions as suggested by Education Commission is once again underlined.

Above all the reforms can succeed only when persons with sincerity, intellectual integrity and impartiality are functioning both in administration and tutorial spheres.
Basis for pupils' promotion

A. Present position:— This is very important both at the primary and secondary level. The criterion for declaration of students as eligible for next higher class is based on five fold categories of examinees.

   a. Distinction — 70% and above
   b. First class — 60% to 69%
   c. Second class — 50% to 59%
   d. Third class — 35% to 49%
   e. Failures — 34% and below.

The same percentages are taken as criteria at university examination also. The University Education Commission opines "We consider that these percentages are low (36% for third class, 48% for second class and 60% for first class) and that we exact a higher standard of achievement at these examinations from our graduates. We shall RECOMMEND pass percentages at all degree levels be RAISED to 40%, 55% securing second division and 70% a first division."¹

In the words of the same Commission the suggestion made out of experience ' needs to be supplemented with experiment'².

B. Observations:— These percentages are in vogue for many decades in the State and elsewhere when education was only for certain classes and not certainly for masses. Even then no one is sure of the rationale behind the fixing of these percentages. They cannot hold good in the existing set up. Even otherwise a scientific classification of examinees appears to be very necessary as the fate of generations of students is being decided by this timeworn standard. So the Department does well if the performance of S.S.L.C. examination is tabulated to find out the mean and standard deviation of the scores of the candidates. As computers are at the service of the Department this task will not be very difficult. The mean and standard deviation of the marks of the candidates in all the subjects have to be obtained. The number of candidates taking S.S.L.C. examination in March/April examination is pretty large (over two lakhs). So the distribution of marks can safely be assumed to be normal. Normal probability curves to represent the performance of the candidates in different subjects may be drawn to facilitate the division of the student population into five categories for all subjects, these may be different as subjects are not of equal difficulty. The categories are shown in the diagram on the next page.
FIGURE INDICATING CLASSIFICATION OF EXAMINERS

-3.8250 \sigma_0 
-1.9790 \sigma_0 
+1.9790 \sigma_0 
+3.8250 \sigma_0 

-3\sigma 
-1.8\sigma 
-0.6\sigma 
+0.6\sigma 
+1.8\sigma 
+3\sigma
C. Recommendations:

(1) +.88250 \( y_0 \) is the score which along with scores above that represents candidates passing in distinction.

(2) From +.19790 \( y_0 \) to +.88250 \( y_0 \) are the scores which represent the limits of candidates passing in First class.

(3) From +.19790 \( y_0 \) to -.19790 \( y_0 \) are the scores which represent the limits of candidates passing in Second class.

(4) -.19790 \( y_0 \) to +.88250 \( y_0 \) are the scores which represent the limits of candidates passing in Third class.

(5) -.88250 \( y_0 \) and beyond represents the limits of candidates who have failed in the examination.\(^1\)

\( y_0 \) is the mean score.

(6) for a decade or two by which time the average capacity of the student has a chance to show variation in either direction.

If we continue the present practice we may be underrating the capacity of the intelligence of students

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1. Dr.H.E.Garrett-Statistics in Psychology and Education Table B Page 447.
or expecting something more than an average student can be hoped to attain for which he is not really able. Consequently he is branded as failure. So this procedure is a necessity. The same procedure with suitable modifications may be followed in case of primary education also.

**Attendance of pupils**

A. Present position:— Various kinds of incentives have been provided to children to make them attend the schools. But they are not attending satisfactorily. Specially the children of the downtrodden and illiterate parents remain outside the portals of the schools.

B. Observation:— One reason which may be known to Government is the pitiable economic condition of these people. It is true that there are certain communities who are economically hit very hard. But their children do attend the school. The reason for such paradox lies in the awareness of these communities that without education they cannot exist at all. This awareness is totally absent in the rest of the economically backward communities. So they do not find the need of education.

Here is the result of a survey conducted by the volunteers of National Survey Scheme. The volunteers were from the commerce college at Sirsi. Why do Harijans shy
away from learning 3 Rs? A plausible answer is provided by the random survey conducted at Kolabis and nearby villages in Karwar District. They found

"...a wave of frustration among Harijans. The latter maintained that learning was futile for them for it would in no way help improving their life."¹

This is sufficient testimony to make education productive as in South Africa². If only incentives go to solve their immediate need appreciable along with the acquisition of knowledge, the compulsory primary education becomes meaningful and successful. The cases of the following countries are cited in support of this argument.

Spain:- The ancient proverb 'If you give him a fish he will have a meal. But if you teach him how to fish he will be able to eat for the rest of his life appears to be the characteristic feature of National Programme of Professional Workers' P.P.O³

The simple aim was to give people in a few months the basic knowledge that would assure them of getting jobs and thus serve economy. This situation then prevailing in

². R. Satyan-Towards Purposeful and Relevant Education.
³. Oscar Schisgall-Spain's Educated War On Poverty
¹. News item appearing in Indian Express dated 21-12-77
Spain is not very much different from the one now prevailing in our country. The apathy for education is very well expressed by the result of the survey carried out by the students of Commerce College of Sirsi in Karwar District.

Most of the jobless citizens live in poor villages and they will not have means to travel to distant schools. So the National Programme of Professional Workers organised mobile schools.

"Trucks bearing the P.P.O. sign carry everything needed for lessons - machinery, motors, books and lighting. The equipment is set up wherever accommodation is available - in an old barn, a monastery, a palace, a cellar and instantly a class room is ready."¹

The above description may give an impression that the scheme takes care of only literates. But it is not so. Where the locality has a number of illiterates

"National Programme of Professional Workers sees to it that trainees get preliminary schooling."²

In addition to the training imparted, the scheme is so arranged that no trained person is left unabsorbed. This

1. Oscar Schisgall-Spain's Educated War on Poverty Published in Reader's Digest April 1970 Page 41.
2. Oscar Schisgall-Spain's Educated War on Poverty Published in Reader's Digest April 1970 Page 41.
makes the scheme more attractive and its utility is self evident.

"The CAREFUL PLANNING of demand and supply ensures that the overwhelming majority of trainees get jobs almost immediately."¹

The situation in our country is different. There appears to be little connection between the man power demand and supply. There are many illiterates. Of the few educated many are unemployed.

The approach of the scheme itself in Spain is enchanting. There is no compulsion but the manipulated situation compels the concerned to involve themselves in the scheme. Here are some catchy phrases that are used.

"Come to learn; come to help yourself while helping Spain! .... If you feel after a few weeks that it is a waste of time you can always leave"¹.

But the most important aspect which has made the scheme successful are, in the words of Oscar Schisgall, the author of the article, INSPIRATIONAL PATIENCE and SELFSACRIFICE.

¹ Oscar Schisgall-Spain's Educated War on Poverty Published in Reader's Digest April 1970 Page 41.
Lastly it must be remembered that 'special instructors chosen by COMPETITIVE EXAMINATION teach prospective monitores (itinerant teachers) HOW TO TEACH AND WHAT TO TEACH SUPERVISING THE PREPARATION OF ALL THEIR TEXT BOOKS.' Teachers feel a special satisfaction in their demanding assignment of TEACHING PEOPLE HOW TO IMPROVE THEIR LIVES.

Brazil:— The scheme is called Mobral Brazilian Literacy Movement. Classes are held in buildings of trade union, churches and school building at night. Success of the scheme is largely due to the fact that students after five months study can use their new skills to deal with immediate daily problems. The missionary spirit in which both instructors and students work to make a success of the vast efforts is to be noted. Care is taken to train the instructors in pedagogical theory and practical methods. William Grossin reports that instructors are RESPONSIBLE for PASSING ON TEACHING SKILLS to others in their home area. Mobral says "To learn to read and write is above all to learn to be more fully a man, to learn to think and act within the community." The name of Mobral text book is inviting the learners YOU ARE IMPORTANT.

1. Oscar Schissgall-Spain's Educated War on Poverty Published in Reader's Digest April 1970 Page 43.
2. William Grossin-Brazil is Winning Literacy Crusade Unesco Features 1976.
Such are the methods which have made education meaningful and purposeful, consequently removing the need of compulsion. Authorities do well to ponder over these issues.

C. Recommendations:

1. An intensive scheme be organised on war footing only for a short period.

2. The available personnel should be infused with a spirit of dedication and sacrifice that they to do this duty for the sake of the country and themselves.

3. All persons holding different shades of political opinion should make this a common policy without dissent.

4. Education imparted should be such as to be immediately useful for daily needs. This has got to be productive as in the case of South Africa, Spain and Brazil.

5. Different sections of society engaged in productive activities are to be involved and persons required by them should be trained and supplied.

6. Education should be looked upon as a national
enterprise wherein every sector has got a specific role to play.

(7) Planning should be done at the local level and seen that employment opportunities are assured to the trained people.

Nationalisation of Text Books

Preamble:- Interested persons with requisite qualifications were writing the books as per the syllabus prescribed by the Department prior to nationalisation. They were publishing their books through some publishing agency or they would themselves undertake the publication work also. The time at their disposal for the preparation of the text was not restricted. The Department of Public Instruction would call for applicants who were willing to submit their texts for being prescribed as text books. Either the authors or the publishers of the books would answer the requirement of the Department by submitting a number of the copies of the book. The copies of the books would be scrutinised by the reviewing committee keeping the following points in view.

(a) Conformity with the syllabus.
(b) Size of the print and getup.
(c) Illustrations of the proper places.
(d) Cost of the book and
(e) Language of the book.
On recommendations of the scrutiny committee or review committee the book would be declared as a prescribed textbook.

In this method the book had the advantage of continuity of thought and uniform handling of the subject of the same author. Style and diction which are essential for comprehension would be uniform throughout. The time for preparation of a good textbook was always at the disposal of the author.

The act of nationalisation of preparation, production and distribution of textbooks has the blessing of Mahatma Gandhi who said

"The first step in this direction (stemming the proliferation of textbooks for the purposes of profit) is perhaps for the State to own and organise the printing and publishing of textbooks."¹

Preparation - A. Present position:- The content of the text is distributed among 2 - 3 persons specially in the core subjects.

B. Observation:- Persons being different the method of approach would necessarily be different. Style and diction being individual in nature would differ from one part of the

¹ M.K. Gandhi in Harijan dated 9-9-1939.
book to the other. These factors make the study of the book by the child very difficult. Continuity of thought and uniform approach are essential for easy understanding of the subject by the child. Apart from these quarters the advantages secured by entrusting different portions of the same text to two or three persons have got to be established and assessed. It does not mean that more than one person should not be associated with the work of preparing the text book. On the other hand the association of two or three persons brings about the pooling of different experiences and helps the bringing out of very good book. Very good books prepared under this category are found in the market. It should be remembered that the association of the persons in question remains throughout the preparation of the book. Government is yet to explain its chosen reasons for the method adopted by it at present.

The Department fixes a time schedule for the preparation of the portion of the text allotted to a person. Till the appointment is made no one can have even an inkling of the possibility of his appointment and make necessary spade work. Time allowed to the person is limited. It is the experience of all authors that production of literature cannot be ordered and adjusted to the exigencies of time and place. Naturally work done under such artificial
situations have few chances to be of high order. There seems to be little or no co-ordination between the Directorate of Text Books and Department of State Educational Research and Training dealing with syllabus and curriculum.

C. Recommendations:—

(1) The Government is at liberty to choose the many available text books in the market written by foreigners and also by our compatriots.

(2) If the book satisfies the needs of the children the copyright of the book may be purchased and its production taken up.

(3) If no book is found satisfactory the requirements may be given sufficient publicity and the entire text may be got written by experts and produced.

(4) Books thus produced may be retained as texts for a decade. With the lapse of time the books have got to undergo revision.

Along with the above recommendations the suggestions made by Sudarshan Kumar Kapur deserve one's attention

(1) National Council of Educational Research and Training should draw up a scheme on the lines of University Grants Commission programme to provide financial assistance to the senior school teachers including Headmasters and
Principals for the preparation of good quality text books, teacher's guide books and reference material for use in schools indicating the level of training to be desired or attained at different stages of schools.

(2) A contingent grant of Rs. 500/= to Rs. 1500/= may be given for secretarial and other facilities.

(3) With nationalisation the practice in vogue in the States is to prescribe only one text book in a subject for a class all over the State. This serves as disincentive to the creative text book authors. It would be better to have 3 - 4 books on a subject for each class and leave it open for teachers to choose the book best suited to the school. This will help selection of good books by experience.

(4) Evaluation of manuscripts of text books should cover all aspects including suitability of concept accuracy of facts, appropriateness of language, relevance of examples. Trying out a manuscript in a few selected urban and rural places will ensure suitability of text books.

(5) Text books are meant for children and not for high brow scholars. Simplicity and lucidity of
Production and distribution:— Production of text books before nationalisation was not a monopoly of one concern. Load of work was distributed and the business of distribution had to be effective and quick as personal interests were involved. So the non availability of text books in those days were rare.

A. Present position:— The entire gamut of production of text books has come to the hands of Government. Distribution to schools or book-sellers is done through the District book depot which is looked after by a clerk of the office of the Deputy Director of Public Instruction.

B. Observation:— Government presses unlike private ones have to work with fixed number of hands during fixed period of work. Extra hands can only be taken after due sanction of Government. Sanctioning authorities usually decide only after all procedural formalities are observed to avoid audit objections. This delays the process of production. Consequently delay is caused in production which in it's turn causes delay in distribution. This results in inconvenience to children and teachers.

C. Recommendations:—

(1) The services of the well established presses may be utilised as long as Government cannot

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1. Sudarshan Kumar Kapur in his article Text Book Writing appearing in Indian Express dated: 8-4-1978.
have its own presses in sufficient number to print the books.

(2) If the Directorate of Text Books undertakes the transport of books to the dealers directly much of the delay is avoided.

(3) Storage problem does not arise.

(4) Sufficient advances may be collected from the dealers towards this end.

(5) The freitage that Government is paying towards transport of books to district headquarters will be avoided.

(6) Establishment of a person to look after the book depot is avoided.

About the test books - A. Present position:- It is not enough if books contain facts of knowledge having a sprinkle of illustrations here and there. It is desirable that books should attract even the delinquent children and make them pursue the contents.

B. Observation:- The books should have nice getup and contain attractive self explanatory pictures. Size of the book is getting bulky day by day. It is common experience of everyone that with the passage of time the number of books carried by children to the school has not only
increased but the size of each book has considerably increased. Sufficient strain is caused to the children in carrying them to and fro. In this connection one is tempted to quote the following passage of Sri K.P.S. Menon.

"I see a school girl going to school with a BIG BUNDLE of books and note books TOO HEAVY for her to carry and the mother tries to impress on me what a heavy day her daughter has. She rises at 6; her music master comes at 7; at 8 she does her homework which has been left undone the previous night and at 9 she goes to school. She is weak in arithmetic and therefore a private tutor coaches her on her return from school and then she has to mug up her lessons and do her homework for the next day.

And I feel like asking her 'And pray when does your daughter think'?

Thinking or learning to think is nowadays not an important part of education in India. Learning yes learning by heart but not learning to think".¹

Here is the opinion of Mahatma Gandhi on this issue.

"It is pathetic sight to see boys and girls going to schools LOADED with books which they are ILLABLE to carry".²

1. K.P.S. Menon in his article And Pray When Dost Thou Think appearing in Indian Express dated: 19-6-1977.
C. Recommendations:

(1) The size of the bundle of books and note books that children are carrying should be reduced.

(2) If it is decided that the content cannot be reduced without impairing the quality of education the process of production requires to be studied in detail.

(3) The paper of thin quality but capable of taking printing on both sides without adverse effects on reading may be used.

(4) The number of exercises set for these kids and their nature to enable them to learn effectively have to be studied properly and the number of note books prescribed.

(5) Use of slate in primary schools may be revived. These changes reduce the weight of books to be carried enabling the children to be cheerful when they reach school.

(6) Number of subjects taught in lower primary schools and their extent deserve deep study to arrive at the optimum size of the text books.

Functions of Teacher

Preamble:— Reforms are framed as a result of detailed diagnosis of the situation by educationists. They are supported
by the philosophies of education which elucidate the aims and aspirations of the people of the country. These are but preliminaries to the main work of the realisation of the effects envisaged in the reforms. The agent of effective realisation is the TEACHER in the class room. So he occupies a key position in the set up. An analysis of his job is necessary. Report of the Secondary Education Commission also states

"We are however convinced that the most important factor in the contemplated educational reconstruction is the teacher - his personal qualities, his educational qualifications, his professional training and the place that he occupies in the school as well as in the society".

An attempt to analyse the educational qualifications his professional training and growth is attempted. It is believed that if these three factors along with another which is intangible but possessing high potentialities that is personal quality are satisfactory the fourth factor mentioned in the report takes care of itself. Hence the analysis is carried on under the heads noted below

(1) Educational qualification.
(2) Incentives.
(3) Professional training and growth.

(4) Service conditions

Educational qualification - A. Present position: A pass in the S.S.L.C. examination is considered sufficient at primary level and a degree at secondary level. Number of attempts made in this regard do not come in the way of selection. Preference is given to trained persons but persons without training are not barred from entering service.

B. Observation: The huge number of teachers required to man some thousands of institutional and the nature of places they have to go and work perhaps decide that higher educational qualification though found required and desirable cannot be prescribed for recruitment. But the syllabus they have to handle at primary and secondary level, specially in mathematics and science are no longer elementary. Modern concepts which they did not study in their student days and which were never mentioned in the training period either in methodology or in the treatment of content are to be TAUGHT to the pupils. The short term course of five days duration is held and attempts are made to acquaint them with the knowledge of these concepts. Time is short to learn and the experience of dealing with them makes one feel that they cannot effectively study the subject deeper after their return independently. So the object of introducing such topics is found to be defeated as the teachers are not
equipped as they should be.

We are speaking of population explosion but the quantum of knowledge is said to double very quickly. But the basic qualification of teachers remains the same. Grave doubts may reasonably be expressed as to it's effectiveness remaining the same after a span of say a decade after his entry into service. Though what Dr. Mathew Arnold says appears to be idealistic or impractical it cannot be brushed aside as it has gained added importance and authenticity from the recent dramatic developments of science, technology and even of social sciences. Here is his statement.

"...no school master ought to remain at his post much more than fourteen or fifteen years lest by that time he should have fallen behind the scholarships of his age".¹

Though we have no scheme on hand to employ persons only for 14 or 15 years as the Ministry of Defence is doing in appointing Commissioned Officers for short periods one may think of devising ways of ensuring that teachers have atleast not forgotten what they learnt in colleges and schools if they are not abreast with contemporary developments in their subjects. Expectations regarding teacher are voiced by Indian University Education Commission as follows,

"He is a centre from which eddies of thought spread,

on his inventions and discoveries depends much of the progress and welfare of the nation and through him national culture is preserved fostered and developed."

There are two explosions confronting the nations of the world - the explosion of knowledge and the explosion of population. Of the two it is estimated that the knowledge doubles itself in a span of ten years as can be seen from the Unesco report:

"90% of scientists who have ever lived are living to-day. 90% of the money which has ever been spent on scientific research has been spent in last ten years. More research work is being done in one year than in all past history before 1940. The result is that knowledge is doubled every ten years."\(^2\)

This period is almost half that is required to have second generation of population. If the explosion of population causes discomfitures in the physical well being of the individual the explosion of knowledge isolates persons and nations if they are not quick enough to keep pace with it. The quantum of knowledge to be dealt with continually increases and the treatment it requires undergoes changes. These are the causes which demand better equipped teachers.

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1. Report of Indian Universities Education Commission Page 76.
2. Quoted by T.A.Mathias in his key address delivered at Lucknow Christian College.
C. Recommendations:—

(1) By sheer necessity, qualification required to hold the posts cannot be the same but has to be revised with the passage of time for the same post.

(2) Periodical refresher courses in content should be arranged to equip the existing teachers.

(3) Persons who qualify without any failures in their academic career are to be selected.

(4) Expenditure incurred on this account will be made up by achievement of higher percentage of success of pupils in schools.

Incentives — A. Present position:— The Government has scheme of giving two advance increments to undergraduate teachers and clerks who graduate themselves in service. But the scheme of giving advance increments to graduate teachers on acquiring postgraduate qualification is stopped since 1973.

B. Observation:— This may be regarded as a retrograde step though the Government has the reason that separate higher scale of pay is provided to lecturers in junior colleges. Teachers with postgraduate qualification and also a degree or postgraduate degree in education working on tenure basis were replaced by candidates directly recruited by Public
Service Commission. This measure caused disenchantment instead of encouragement for acquiring postgraduate qualification. They were once again reverted to high school work. Even for high school work a postgraduate will have a better perspective of the subject than an ordinary graduate. Dr. A.C. Deve Gowda points out

"We should provide payment of special allowance for all those who are transferred to work in academic wings. The allowances I would suggest are

(a) Class I Junior scale Rs. 100/=  
(b) Class II Selection scale Rs. 75/=  
(c) Class II Ordinary scale Rs. 50/=  
(d) Class III Rs. 25/=  

For similar reasons I propose that a person who possesses the Ph.D degree may be given an allowance of Rs. $50/= per month called doctoral allowance. This will serve as an incentive to bright and enthusiastic officers to work and obtain a Ph.D degree. At the present moment out of more than 20,000 trained graduates in the Education Department the number of Ph.D degree holders is less than 20." ¹

Let alone the incentives suggested by Dr. A.C. Deve Gowda the selection scale that was sanctioned to the lecturers of the Government Colleges of Education is not made applicable to

¹ Dr. A.C. Deve Gowda-A Hand Book of Administration of Education in Mysore Page 71-72.
incumbents. And the enlightened measure of giving incentives to persons acquiring higher qualifications pursued by Government of Bombay was discontinued soon after the reorganisation of the State. Measures of incentives prevalent in Bombay Government were as follows

" Scale of pay of graduate teacher with S.T.C. or T.D. diploma 74-4-114-EB-4-130-5-160.
Graduate teacher with B.T. was getting Rs. 80-5-130-EB-6-160-8-200. Besides he got the following allowances for additional qualification
Bachelor's degree in I class Rs. 15/=  
Bachelor's degree in II class Rs. 5/=  
Master's degree in I class Rs. 15/=  
Master's degree in II class Rs. 10/=  
M.Ed, M.A. or Ph.D in Education or an equivalent degree Rs. 10/=  
He also got an advance increment of Rs. 5/= and a special pay of Rs. 10/= for physical education diploma."¹

Following measures are suggested by Education Commission

" Incentives to teachers of special subjects or

¹ Dr. A.C. Deve Gowda and V.B. Desai-History of Education in Bombay Karnatak area Page 229 - 230.
with additional qualifications can be given in the form of advance increments or special allowance. Teachers with first and second class B.A./B.Sc or M.A./M.Sc should be given advance increments in scale (Rs. 300-600). An advance increment should be given to those who are M.Ed.¹

C. Recommendations:-

(1) The Education Department should be the first and foremost of all Departments in Government to encourage its personnel to improve their qualification. The motto 'He who dares to teach shall never cease to learn' to be effectively operative this measure is a must.

(2) Incentives given should take due cognisance of the manner in which he has acquitted himself (class) should be duly considered.

(3) Teachers keen on improving their qualification may be sanctioned leave for study and transferred to a required place as they are in the long run beneficial to the Department.

(4) Measures of incentives suggested by Education Commission be implemented.

Professional training and growth - A. Present position:—
This can be viewed in two ways. They are
(1) from the teacher's point of view
(2) from the point of view of the Department.
They are dealt separately.

His profession is very taxing. All his energies are put to severe test in the execution of his daily duties. It cannot be denied that in a secondary school not less than 26 periods of regular work and at least one period due to absentee arrangement (extra work) are to be attended to by him. Further a conscientious teacher has to assess the exercises given to the pupils and take remedial measures. Thirdly he has to attend to the collection of fees and maintenance of connected registers and class records. Fourthly he has to organise co-curricular activities after the class hours and at home he has to prepare for the next day's work. This view is supported by Sri S.P. Sharma who says

"The maximum strength of the class in a pucca building is 45 and in a prefabricated building 40. The Delhi teacher is expected to teach 36 periods a week or 6 periods a day out of the total of 8 periods in the daily time table. In addition he usually has to take a period for some colleague who is on leave. Is it physically possible to plan and prepare six
lessons a day and supplement them with selected audio-visual aids, prepare several questions for the class and home assignment of the students and check them properly and maintain the daily and weekly dairy in the remaining one period?

Apart from these duties a teacher has to attend to such work as maintenance of class registers, organisation of co-curricular activities, sports, preparation of the time table, helping the Principal for preparation of school statistics, arrangements for educational tours and celebration of national days, community service, maintenance of students records etc.

...In accordance with the provisions of Delhi Education Act 1973 teachers are legally bound to work 1200 hours in an academic year. It is in consonance with the recommendations of the Kothari Commission report which suggested 234 working days in a school in an academic year ... over and above this work load a teacher has to devote at home an average of three hours a day or 710 hours in an academic year for the preparation of his academic work as mentioned earlier."

1. S.P. Sharma - Work Load of Teachers appearing in Indian Express dated 2-7-1978.
This state of affairs may not be peculiar to Delhi State alone. Instead it may be taken as representative of the situation prevailing in other parts of the country as well.

The teachers mainly boast of their rich experience of teaching a particular subject for a pretty long time. Dealing with this aspect of experience of a teacher it is interesting to note the considered opinion of the members of the Commission of Indian University Education.

"It is extraordinary that our school teachers learn all of whatever subject they teach before the age of 25 and then all their further education is left to experience which in most cases is another name for stagnation. Experience needs to be supplemented with experiment."¹

Sri P.D. Shastri in his article 'Teacher Teach Thyself' opines that higher education should be put under the charge of best scholars fresh from the universities. Their knowledge is more extensive dynamic than that of veterans whose one qualification is experience which Einstein called the enemy of all progress.²

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² P.D. Shastri - Teacher Teach Thyself appearing in Indian Express dated 25-12-1977.
At present the colleges of education have a course of training lasting ten months. It is not at all satisfactory. Here is its assessment done by the Indian University Education Commission.

"It is not surprising that schools do not regard possession of B.T. degree as the slightest guarantee that its holder can either teach or control a class."¹

B. Observation:— If the teachers at university level require up-to-date authoritative knowledge in their respective subjects the teachers at high and primary schools require in no less measure up-to-date authoritative tried out methods of teaching the subjects they have been teaching all along. The content may be the same. But the method of approach and the sociological forces that have brought about the change of outlook in children require the teachers to approach the known subject from different angles suited to the situation. This is possible only when they are well grounded in methods of teaching. Whereas in advanced countries where problem of illiteracy may not exist or serious, where the social conditions are more favourable for children to take to education the period of training is longer and the content of knowledge is deeper. Sri H.V. Srirangaraju Retired Director of Public Instruction in his letter dated 1-12-1977 states

¹ Report of Indian University Education Commission Page 213.
as follows

"In Soviet Union after joining the university one undergoes a continuous course of five years and specialises in one subject. It is somewhat equal to master's degree if not superior. Of course he joins the university course after ten years schooling. But the attainment of a boy who finishes the school course is MUCH HIGHER than that of a boy in India. He will be 17th when he joins the university course. If a person wants to become teacher he joins a pedagogical institute after passing the school final examination. The duration of the course in such institutes is five years (sometimes four years). It can be compared to B.Sc.(Ed) of the Regional College. If a person undergoes a four year course he can become a teacher in an elementary school. There is not much difference between elementary school teacher and secondary school teacher as far as qualification is concerned."¹

In the West to keep teachers on their toes they are employed for a five year period. Their term may be extended indefinitely but not automatically. Their maxim is publish or perish. In India it is agitate or perish. Guranteed

stability till the age of superannuation induces stagnation and boredom.

Further it is very strongly felt that the acquisition of qualification secures them fitness for all subsequent period. This is a fallacious feeling to be rooted out. It should be remembered that professional efficiency demands continuous conscious conscientious efforts on the part of teachers. Then and only then the level of professional efficiency remains high. Prof. David Salomans in his book 'Prospects for Profession' says:

"Education is coming to be thought of as a lifelong activity and professional education is no exception. It is quite unrealistic to talk about a person becoming qualified at a particular moment as if a dramatic change took place at that time. It is quite unrealistic to suppose that WITHOUT FURTHER READING AND STUDY he could stay qualified untill he retire. QUALIFICATION IS A CONTINUING process not a sudden attachment of grace."\(^1\)

C. Recommendations:

1. The minimum qualification should be higher than at present.

(2) They should attend refresher courses in methods and contents organised by the professors of universities.

(3) Vacations should be treated as working days and leave benefit be given to the concerned. This helps the teachers of high schools to refresh what they had learnt before and also to equip themselves with latest developments. University also gains by getting students taught by teachers enriched by refresher courses conducted by professors of university.

(4) What is said of university and secondary education is true of secondary and primary education.

(5) For every five years or least ten years a test on the knowledge of the content of the subject at a level of one stage higher than the highest class they teach should be held. Satisfactory performance in such tests should be enforced failing which penal measure has to be imposed.

(6) Attendance at refresher courses may be made necessary for promotion.

(7) Training in methodology should be made intensive and specially, during the period emphasis should
be laid on practice teaching. Duration of period of training be lengthened.

(8) As recommended by Dr. A. C. Deve Gowda there should be differentiated training courses for teachers in secondary schools, staff of primary teacher training institute, inspector of schools (primary schools) and head masters of secondary schools.¹

(9) Teacher pupil ratio be maintained at 1:25 in secondary and 1:20 in senior primary as recommended by Kothari Commission.

(10) The number of teaching periods in a week be reduced to 20 for postgraduate teachers and 24 for trained graduate teachers.

(11) Teachers to be relieved from duties unrelated to their profession.

Service conditions - A. Present position:— The service condition of teachers has improved when compared to the times of yore. But incentives once given are now withdrawn. The selection scale that was given to the lecturers of the Government College of Education was not implemented though sanctioned by Government. The lecturers specially in the Government College of Education are treated ill when compared

¹ Dr. A. C. Deve Gowda - Pursuit of Quality in Education Page 15.
to the lecturers of junior colleges though the former generally possess two postgraduate qualification and teach graduates and postgraduates for the second or third university degree (B.Ed.). The incentives of advance increment is stopped since 1973. Teachers once appointed and confirmed cannot be dispensed with. Changes from tutorial to executive and vice versa are frequently made.

B. Observation:- Discrimination in treatment without any justification fails to make teachers work sincerely. The cadre and recruitment rules may be quoted as authority for withholding the incentive given. The twin evils of oversecurity and outdatedness of their competency are already brought forth in the quotation cited above. The Education Commission of 1966 also has the same tale to narrate.

"The OVERSECURITY of service creates an atmosphere of complacency and lethargy because the conduct of discipline rules are such that it is very difficult to reward merit and even more so to punish slackness."  

Gandhiji on the topic of selection of teachers says

"But a proper selection of teacher means either a much higher pay than it is now given or

reversion to teaching not as a career but as LIFELONG DEDICATION to a sacred duty".¹

The results even after enhancement of salaries are not encouraging. Later part of his opinion appears to be valid. However the importance that should be attached to the posts of teachers, the care that is called upon to be exercised while selection of teachers is made specially in the age of science and technology may be gauged by the perusal of the letter written by Sir Alexander Grant in the capacity of the Director of Public Instruction of the Government of Bombay. It was written nearly a century and a decade ago, when education was limited to only a few classes in the society. The expanse of knowledge was not at all as immense as it is to-day.

Letter No 1552 of 1866-67 dated 22nd October 1866 from Sir Alexander Grant, Director of Public Instruction to Government of Bombay.

"It would have seemed to me hardly necessary to say anything on the GREAT IMPORTANCE of properly filling the appointments above specified except that in the absence of special regulations with regard to them coupled with the unfavourable conditions actually attached to these appointments

¹ M.K. Gandhi in Young India dated 27-6-1927.
seems to indicate that the attention of the Government has never been drawn to the subject. I would therefore humbly submit the following considerations with regard to different classes of appointments.

1. It has now become possible to raise the First Grade High Schools of this Presidency into institutions WORTHY of their name which would be characterised by a literary and classical spirit and would exercise a HUMANISING INFLUENCE on the native students admitted to them. Our Native University Graduates form excellent ASSISTANT MASTERS in such schools but it is essential that the Head master should be an European gentleman of HIGH CULTIVATION who will give a tone to the entire school. Any one who knows the GREAT INTELLECTUAL QUICKNESS of native boys and the immense benefit they invariably derive from contact with a teacher when they FEEL to be superior will acknowledge that the Headmastership of our First Grade High Schools should be filled by the BEST men that can be got from the universities of Great Britain and that HIGH schools (as a rule) WILL NEVER PROSPER until their Headmasterships are so filled.¹

3. ... when it is reflected that the Native university students furnish or will ere long furnish the SCHOOL TEACHERS, the pleaders, the practitioners of European medicine, the subordinate revenue and judicial officers, the overseers of works and above all newspaper writers who are CONSTANTLY disseminating wise or foolish disaffected or loyal criticisms on the acts of Government it CANNOT BE BUT felt that it is of the utmost importance that the fountain head of all this stream of influence namely the professors and principals of colleges should be as HIGH AND PURE as possible. Without solid and special training in the professors, the university system of this Presidency must retain the level of FRIVOLOUS SUPERFICIALITY which has hitherto been the DISGRACE OF EDUCATION in India. Without gravity and wisdom in the professors there is no saying that SUBVERSIVE elements may become ASSOCIATED with European teaching.¹

A perusal of the letter gives a picture that is not very much dissimilar from the present situation. The warning or the note of caution given by an unbiased administrator

a century and a decade ago is wedded with solutions of problems that are faced by us to-day. They should be implemented with a religious fervour to retrieve the lost ground in the field. Head of the institution should be of high cultivation who will give a tone to the entire school. One can understand why Sir Alexander Grant mentioned the nationality of the person occupying such post. But he has not given a blank cheque in his favour. The qualifications attached to the post are to be considered.

There is another important aspect in the case of Headmasters, Assistant Education Officers and Lecturers in Government Colleges of Education and Assistant Director of Public Instruction. All these posts are at present interchangeable. It is presumed that they can both be administrators and also teachers of high standing. Experience tells us only a few possess this rare distinction and a general rule as it is in vogue is doing more damage than good. To strengthen this argument once again another letter of Sir Alexander Grant is quoted below.

Letter No. 1975 dated 7th January 1867 from the Office of the Director of Public Instruction Bombay to C. Genne Esq Secretary to Government Education Department.

"There is no doubt that this course would be for many reasons the most desirable for all if the
difficulties which would seem to attend it could be overcome. These difficulties I would state as follows.

(a) The higher educational service may be said to consist of two branches an administrative branch and a learned branch. The function of high school masters, Inspectors, and the Director are administrative, those of the professor are learned. Principles of colleges have a mixed function, partly administrative and partly learned. Now it is at once clear that we cannot rely on the ordinary appointments of the Indian Civil Services for officers to fill the learned branch of the Educational Service. When a professorship of Sanskrit, Mathematics, History, Logic or Engineering or any other subject is vacant we require a man who has gone DEEPLY into the particular science and given his WHOLE MIND to it. Unless our professoriate is supplied with scientific men possessing PROFOUND special knowledge our university must degenerate and become a mere PRETENCE and laughing stock. Thus it will always be necessary to choose our professors in a DIFFERENT way from the ordinary members of Civil Service. And not only must they be chosen DIFFERENTLY but from the
particular nature of their pursuits they will hardly be in a position to qualify themselves in the revenue or the political branches of public service......

(b) Passing now to administrative branch of educational service which consists of First Grade High School Headmasters, Inspectors and Director. I should say that there would be no objections to filling these appointments with members of Civil Service beyond the objections likely to be raised by the Civil Service itself...... Supposing a man to have served for five years as a school master and five years as Educational Inspector and three years as Director of Public Instruction would he be likely to be thought qualified for the functions of Secretary to Government in the revenue, judicial or political departments? If not (and I confess I think not) then members of Civil Service are hardly likely to elect to enter the educational branch which would begin with a school mastership (a KIND OF APPOINTMENT AGAINST WHICH THERE IS A CERTAIN AMOUNT OF SOCIAL PREJUDICE) and which would end with chances for promotion far inferior to those offered either by the revenue or judicial lines 1.

The following are points which demand one's notice and deserve careful thoughts.

Clear recognition of the existence of the fundamental difference between administrative posts and tutorial posts must be given. Usually men suited otherwise for civilian jobs cannot acquit themselves well in tutorial jobs. The latter posts require his deep devotion to the subject and possession of knowledge. Then only the teachers, be they in high schools or in teachers training colleges, can do justice. Hence a possession of a mere university degree which gives access to clerkship cannot or should not give access to teacher's post. When matters stand like this the question of appointing III class graduates or people who graduate as a result of several attempts can only lead to degeneration, a pretence and a laughing stock. Persons with academic bent of mind may not feel at home in the administrative posts. But as already pointed man is posted against another man and a wastage of talent is taking place. The special amenities or facilities like promotion etc., should be provided in equal measure to retain men of scholarship and standing in the academic wing of the Department. This is echoed by Dr. A.C. Deve Gowda in his book 'Persuit of Quality in Education.'

Secondly if there was a social prejudice against the

1. Dr. A.C. Deve Gowda - Persuit of Quality in Education
Page 35.
posts of school masters a century ago it has grown manifold with the passage of century as administrators and leaders of society have not cared to bestow their attention to set it right. Unless this is attended to by the concerned not much can be expected from teachers. That the situation has not improved since then is borne out by the opinion expressed by Dr. M. S. Patel which is quoted below.

"Teaching profession in India is in a bad way and it has failed to attract the best brains in the country because it is neither remunerative nor socially respectable."¹

C. Recommendations:

(1) Recognition of two types of services (Tutorial and Administrative) in the Department is very urgently needed.

(2) By overlooking defects in the educational system one sows the seeds of inefficiency in all walks of life at a later date which is hard to be eradicated. So men who really can fit into the job irrespective of faith or domicile be recruited. Only national interests should count most.

(3) Only such people who can raise the tone of educational institutions be appointed.

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¹ Dr. M. S. Patel - Educational Philosophy of Mahatma Gandhi, Page 128.
(4) For the same reason service conditions of Education Department should fall in line with their counterparts of advanced countries. It should be of short duration which may be extended indefinitely but not automatically.

(5) Promotion given should be subject to withdrawal when inefficiency creeps in.

(6) The two cadres envisaged should have equal amenities. Types of promotion recommended are indicated in the diagram shown on the next page.
Additional D.P.I. (D.S.E.R.T)

Principal of the College of Education

Professor of Education

Headmaster of High school

Assistant Master of High School

Assistant Education Officer

Education Officer

Deputy D.P.I.

Joint D.P.I.

D.P.I.

Lecturer in colleges of Education

For some period at regular intervals

To be professor

To be principal

Figure showing types of promotion recommended
Functions of Head master

A. Present position:- Many reforms are done at various levels in the education administration but the function of the head master at all levels has received little or no attention. He has no effective say in the work of his assistants. The maximum that he can do is to report to the higher authorities and at some times to be let down by them. Without being armed with powers his mere additional qualification and training have failed to evoke desirable change in the work of the assistants.

B. Observations:- This is borneout in the working of Graduate head masters in model primary schools. The Director of Public Instruction for Primary Education is not very enthusiastic in extension of the scheme after perusal of the working of the system. Emphasising the need for reform at this level the Education Commission 1966 reported as follows:

"The chain of delegation of authority cannot end with the district office. It is also essential to give wider powers to head masters and greater freedom to schools. At present head masters as a class has been neglected. A special training for head masters is to be organised. They should be greater delegation of authority to the
Head masters. They might commit mistakes as all
human beings do. But unless the freedom to commit
mistakes is given no head master will be able to
take deep interest in the school and it's
improvement.¹

At present there is very little difference between the
head masters of high schools and the head masters of primary
schools except in pay and qualifications.

C. Recommendations:

1. Certain powers in the matter of appointing
   assistants for a temporary period in the high
   schools should be given.

2. The requirement of the staff regarding the
   subjects and retention or transfer of certain
   hands in the interests of the schools as proposed
   by him should be respected and complied with
   till the head master is proved untrustworthy.

3. Erring head masters should have their share
   of punishment.

4. Any change in the staff pattern should be
   intimated to him and his opinion taken before
   implementation.

5. Direct approaches by the assistants though
   frowned and discouraged in public as per rules

actually they are entertained and action taken to please the assistants and the pressure group behind them. This puts the headmasters in a tight corner. This should be stopped and then only the headmasters can be respected by the assistants.

**Functions of Subject Inspector**

Preamble:— The need of Subject Inspectors was felt as early as 1952 by the educationists of the State. They realised that the district authority versed either in arts or science subjects and trained in the methodology of only two allied subjects may not be in an effective position to give guidance in content or methodology of all subjects of the school. The report of the Committee for Educational Reforms 1952 States

"Since the inspecting officers do not have the necessary qualifications to give proper guidance at the secondary level to the teachers in any subject other than what they have themselves specialised and since they are likely to be mainly engaged in administration matters we recommend the appointment of Subject Supervisors in sufficient numbers with the object of improving the courses of study, text books and the
methods of teaching various subjects".\(^1\)

The then Director of Public Instruction Dr. A. C. Deve Gowda initiated the scheme and the Government was pleased to approve it. He felt very happy that the scheme he visualised worked very successfully at divisional level.\(^2\)

The scheme got a definite shape when the Director State Institute of Education proposed a job chart detailing the duties and responsibilities of Subject Inspectors and sent it to Government through the Director of Public Instruction. The Government approved the job chart in Government Order No. ED 367 DPI 70 dated: 17-9-1970.\(^2\)

A. Present position:– The charts details four aspects under the following heads, (i) Inspection (ii) Structured Educational Leadership (iii) Unstructured Educational Leadership (iv) Office and miscellaneous work.

(i) Inspection:– This is of two kinds – individual and panel. Individual inspection consists of observation of lessons (either one or two) in the subject concerned and the preparation of detailed notes of observation leading to constructive suggestions to be given individually. A demonstration lesson should be given after observing the

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2. Dr. A. C. Deve Gowda – Hand Book of Administration of Education in Mysore Page 87.
teachers' work. Panel inspection is done along with the colleagues. Under this head there are 19 items of work.

B. Observation:— Due to exigencies of service persons who do not possess the required qualification are posted as Subject Inspectors. M.A., trained in methods of teaching languages are posted as Subject Inspectors for social studies. Subject Inspectors having M.A. Kannada as qualification will be performing the duties of Subject Inspector of English. Some may have the capacity to do but it is always safe to post proper men and expect proper work from them. The concerned person may keep mum for his own convenience though not for his professional goodness. They are to accompany Education Officer of the District, Deputy Director of Public Instruction of the District, Education Officer of the Division and the Joint Director of Public Instruction of the Division. A detailed observation of two lessons of each teacher by a Subject Inspector may be possible with a school of 6 - 9 sections. But when the number of sections goes beyond 9 his observation may not be exhaustive as his stay cannot exceed three days. If the number of sections goes beyond nine a sketchy report is all that can be done. The demonstration lesson that he may now be giving may only be of his choice. Enquiry to ascertain the topics felt difficult by teachers appears to be scarce. He is checking the number of exercises set and corrected. This is very important aspect
as it is instrumental in fixation of knowledge in the minds of the pupils. It appears to lack scientific basis as far as the number is concerned. The preparation that a teacher does before he enters a class is very important. The training that is given either at B.Ed. or T.C.H. is only for two lessons a week when he gives individual lessons or a maximum of six lessons a week when he does block teaching. The aspect of preparing for six lessons a day is entirely left to his resources. Many do need guidance in this important aspect.

C. Recommendations:

(1) When the number of sections is more than nine, teachers who are freshers or who need special attention as reported by the Head of institution should receive detail attention. This was done previously in Ex Mysore when Mr. McAlpine was Director of Public Instruction. This may be expected to produce concrete result.

(2) Along with the return of the inspection report giving statistical details, the school authority is to give a list of topics that teachers feel difficult to handle. Subject Inspectors will have opportunity to go prepared and help the assistants. Demonstration lessons given under such circumstances will be more reasonable and fruitful.
(3) The number of exercises set and corrected goes a long way in fixation of ideas. So Subject Inspectors are to formulate the nature and number of questions to be set in an exercise taking into consideration the nature of pupils (urban and rural), number of pupils in a class and the number of classes that a teacher has to teach, the time taken for a teacher to prepare for his daily work of five periods a day and finally the time taken to assess them.

(4) The optimum number of such exercises to be given and a time table for giving home work is to be worked out. This is as important if not more as time table for instruction.

(5) Subject Inspectors should arrive at a format to assess the preparation of teachers before entering the classroom. Though preparation is purely personal and its checking is also a function of personality of Subject Inspector, certain amount of standardisation and uniformity is required to facilitate comparison and improvement.

(ii) Structured Educational Leadership – A. Present Position:

This aspect requires deep knowledge of the subject and the necessity of keeping oneself abreast of the present
trends and developments of the subject. Perhaps on account of this special nature of responsibility the cadre carries a higher scale of pay than that of Head masters or Assistant Education Officers. This head has 14 items of work.

B. Observation:-- The nature of work of three categories of class II officers mentioned earlier is different—Specially that of Assistant Education Officer for the reasons ably furnished by Sir Alexander Grant quoted earlier. Such intertransfers are not helpful to the cause of education. Under items given under needs of schools general and class libraries deserve special notice. At present no notice appears to have been taken by the Subject Inspectors regarding this aspect. When he is expected to tour 20 days a month observing two lessons of each teacher in the subject concerned and attending office and miscellaneous work very little time will be available to hold seminars, workshops, and conferences as required in the job chart. These items of work require preliminary work before during and after the events are over. School complex as it was thought at the time of drawing the job chart is really laudable. It attempts to associate the high school teachers with those of the primary so that the latter may gain confidence or enhance the existing confidence to teach the ever expanding subjects of science and mathematics to mention only a few. This is expected to bridge the gap between the expectations
of high school teachers of candidates coming to them and their present achievement. But this has to be done by local high school teachers in association with primary teachers on a planned basis to be carried out through out the year. The coordination of Subject Inspectors is necessary. It is a matter revealing much surprises to the authorities if they make a spot study regarding

1. Number of inservice and refresher courses organised in collaboration with State level bodies.

2. The number of simple action research projects and investigations receiving his guidance and encouragement.

3. The number of action research projects or surveys or investigations undertaken by him every year and the reports submitted.

4. The number of lists got prepared by Subject Inspectors dealing with community resources available in the locality having a bearing on the subject.

C. Recommendations:— It saves much time and work of the Office of the Deputy Director of Public Instruction and also of the Head masters of schools if the Subject Inspectors of the Division were to meet and finalise

1. list of books of reference that ought to find a place in any good library of the high school,
(2) list of books that may be costly for ordinary high school but that may conveniently be purchased by the high schools that command the means of purchase,

(3) list of equipment in science, social studies and teaching aids that new high schools should have for effective teaching.

(4) The lists prepared may be revised and kept up to date by periodical review. This measure does away with submission of lists by schools to be scrutinised by Subject Inspectors on every occasion before sanction is accorded by the Deputy Director of Public Instruction.

(5) The items of holding seminars workshops etc., may be deleted as very little time is left to their disposal with 20 days of touring and follow-up work.

(6) To enable the Subject Inspectors to attend to coordination work with respect to school complex they may be relieved of work shown under the following heads.

5. Close contacts should be established with the co-ordinators of the Extension Services Centres and necessary help rendered in implementing their programmes. It should be ensured that the services of the extension services centres are
fully utilised by teachers.

6. In-service and refresher courses should be organised for the professional growth of teachers in collaboration with the State-level bodies and other agencies.

7. He should encourage and guide the conduct of simple action research projects and investigations in the class-rooms.

8. He should undertake at least one action research project or survey or investigation every year and prepare and submit a report thereon before June of the next year.

14. He should see that teachers make full and proper use of School Education Broadcasts organised by the All India Radio.

iii) Unstructured Educational Leadership - A. Present position:

This head has seven items of work. Each Subject Inspector should maintain a register recording the work done by them with respect to these items. The register should be scrutinised once in a quarter by the Deputy Director of Public Instruction concerned.

B. Observation:-- Items like formation of study groups, conducting investigations and research projects and organising exhibitions cannot be attended properly. This is due to necessity of teachers preparing notes of lessons for
a minimum of five periods a day, setting exercises and correcting them, attending to co-curricular activities like sports library etc., and attending to personal problems. As teachers cannot attend to the items mentioned earlier they will be very little for the Subject Inspectors to inspect. Proper allotment of co-curricular activities is not drawn up so far.

C. Recommendations:-

(1) The practice of the need of accompanying several officers be dropped.

(2) They may go independently either before or after the inspection of schools by executive officers.

(3) Their observations may be utilised to give instructions to the concerned teachers either in person or conveyed along with inspection report.

(4) Report of action taken by them may be insisted upon as was done in Ex Mysore.

(5) As per suggestions made by Dr. A.C. Deve Gowda the Cadre and Recruitment rules may be amended suitably to provide appointments of Subject Inspectors from among Class II officers in Government service and aided high schools on TENURE basis for a period of two years and nine months. Those who are selected from non
Government schools are to work on contract basis. At the end of the stipulated period their work has to be judged by a high level committee consisting of Director of Public Instruction, Education Secretary and two Joint Directors of Public Instruction of Head Office. If the result is satisfactory they may be continued for another term and under no circumstances beyond six years.  

iv. Office and miscellaneous work - A. Present Position:-  
This head has six items of work to be attended. The posts of Head masters of high schools Subject Inspectors and Assistant Education Officers are interchangeable.

B. Observation:- These items of work can neither get the attention nor the time of the Subject Inspector at present to be carried out meaningfully.

C. Recommendations:-

(1) Enquires relating to conduct and discipline need not be entrusted to Subject Inspectors.

(2) The inspection notes of Subject Inspectors are to be made available to the Deputy Director of Public Instruction/Education Officer. They should see that they are taken due notice by

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1. Dr. A.C. Deve Gowda - Hand Book of Educational Administration in Mysore Page 97.
the inspected schools.

Functions of Assistant Education Officer

A. Present position:— Government Order Number ED 377 DPI 70 dated 14-10-1970 stipulates among other things that 'he shall be in charge of all primary schools in the taluka and is responsible for their administration.' This is the item in the job chart and incidentally one can say this is of the foremost importance because

(1) the lion share of the education budget is spent on primary education
(2) a good percentage of children has to be retained fully if our expenditure is to be justified as many do not have any chance of further education
(3) this amount of education is the bare minimum which MAY make him a good citizen of our democratic state.

To do this he is given an Inspector of Schools for every 70 primary schools. Further he is given one First Division Clerk and two Second Division Clerks irrespective of the number of schools or teachers.

B. Observation:— To carry out this work he is given the assistance of the Inspector of Schools. They will assist Assistant Educational Officer in the inspection work. The
Government realises that the inspection of all the schools in the range cannot be effectively (sometimes even for the namesake) inspected by Assistant Education Officer alone. But the number of Inspectors to be appointed for a particular range is now based on the number of SCHOOLS. As one can see presently the inspection of schools has two aspects one of which almost remains the same whereas the other varies from school to school. They are

(1) inspection of records registers and transactions done by the head of the institution

(2) the work of teacher i.e teaching correction of exercises and their preparation for teaching.

The second aspect has to be seen either by Assistant Education Officer or the Inspector of Schools individually. As the number of teachers increases this work increases whereas the number of records and registers remain the same whether it is a single teacher school (if he has time to maintain) or multi teacher school. Both the schools that is single teacher schools and multi teacher schools(schools having as many as 16 or 20 teachers) are considered to make no difference in prescribing the number of Inspectors to be appointed in a range. The point that the number of teachers in a range is to be taken as a scientific basis gets added strength from the figures quoted on the next page.
Both Khanapur and Chikkodi have the same number of Inspectors of Schools (One Inspector for every 70 schools) but the number of teachers in Khanapur is just half of the number working in Chikkodi. The number of schools in Udipi range is just half the number working in Chikkodi but the number of teachers is almost the same as Chikkodi but the number of Inspectors is halved. That this arrangement is not satisfactory is so obvious that it needs no additional reason to be given. Even the Committee appointed in 1952 to recommend reforms in education suggested

"No Inspector should be entrusted with the inspection of the work of more than 150 teachers whatever may be the number of schools".2

Now after a lapse of three and half decades the argument that the basis of appointment of Inspectors should be the number of teachers and not the number of schools gets added significance due to the expansion of existing schools. The Department can never effect savings in the real sense of the word as they are actually incurring wastage of funds due to heavy drop out of pupils on account of ineffective existence of schools. If the problem of drop out is to be tackled

effectively one of the effective measures is the strengthening the inspecting staff on the basis of the number of teachers and not the number of schools.

In the inspection work the Head master is very particular to see that his transactions either administrative or academic are not objected by the inspecting authorities. He is particular to maintain records and get approval of the inspecting authorities. This is supported by the findings of the Secondary Education Commission which says

"It was pointed out that inspections were perfunctory that the time spent by the Inspector at any particular place was insufficient that the greater part of the time is taken up with routine work, with checking accounts and looking into administrative aspects of the school. There was not enough time devoted to academic side and contacts between inspectors and teachers were casual."¹

This is further supported by the findings of the study made by Dr. G. Shivardrappa and Dr. G. M. Patted in 1968-69 which says

"According to Head masters the main purpose of inspection should be to appraise the work of secondary schools to promote professional efficiency

of teachers by helping them and guiding them. Inspecting officers also feel that the main aim of the inspection should be to appraise school programme, to promote professional efficiency of teachers and to see that rules and regulations of the Department are followed. But they feel that they cannot do justice to their work in view of their heavy work load.¹

The administrative aspect is looked into by the ministerial staff. But the argument put forth in favour of basing the number of teachers for appointment of Inspectors of Schools holds good for the appointment of ministerial staff. Their work increases with the number of teacher is obvious as they have to deal with sanction of leave, drawing their salary, maintenance of service registers of teachers and complying with the requirements of higher offices. This causes delay in settling the matters pertaining to teachers.

In this discussion his other manifold duties such as distribution of gift books, watching over distribution of nationalised and non-nationalised text books, supervision of midday meals schemes and other miscellaneous work are not touched upon as the matter itself deserves separate exhaustive investigation.

¹ Dr.G.Shivarudrappa and Dr.G.M.Patted - A Critical Study of Secondary School Inspection in Mysore State Pages 21, 22 and 25.
It may be pointed out that the whole educational system depends on proper efficacy and effective functioning of primary schools at taluka level. It may be remembered that primary education takes up 70% of the educational budget.

C. Recommendations:-

(1) Number of Inspectors given to the Assistant Education Officer be based on the number of teachers working in the range.

(2) Number of ministerial staff to be varying depending on the number of teachers instead of being fixed as at present.

(3) Manifold duties of distribution of gift books, nationalised and non nationalised books and supervision of midday meals be entrusted to different agency.

(4) Simplification of office procedure is needed.

(5) Pruning of the job chart in the light of the working of the scheme for seven years is a necessity.

A. Present position:— There are two capacities in which the Education Officer can function. They are

(a) when he functions in the office of the Joint Director of Public Instruction of a Division.
(b) when he functions in the office of the Deputy Director of Public Instruction of a District. The discussion will be fruitful if they are done separately. When he functions in the office of the Joint Director of Public Instruction of a Division the powers are regulated by the Government Order No. ED. 377 DPI 70 dated 24-10-1970. Some of the powers delegated to him are mentioned below.

1. He should assist the Joint Director of Public Instruction in all matters in the discharge of his duties.
2. Inspection of higher secondary schools.
3. Review of the inspection reports of high schools inspected by the Education Officers.
4. Sanction of festival, tour and other advances to Non Gazetted Officers and Class II Officers.
5. Review of progress under various plan schemes.
6. Organising the seminars, workshops, Divisional science fairs etc.
7. Spot inspection and routine enquires.
8. Review of the inspection reports by the Deputy Director of Public Instruction. In all there are twelve items of work.

B. Observation:— Since a Gazetted Assistant of Class II status is given to the Office of the Joint Director of Public Instruction to assist him in matters of office
administration the assistance that is expected from the Education Officer of junior class I status should be only of academic nature for which the Joint Director may not have full time to spare.

Since the introduction of Special Deputy Directors of Public Instruction the inspection of the higher secondary schools now called junior colleges is not done by this officer. But the fixation of the number of Education Officers either at the Deputy Director's office or at the Joint Director's office is done rather arbitrarily. The number of high schools in the Division will be somewhere about five to six hundred. If he has to review the reports of inspection of both the Deputy Directors and the Education Officers of the Districts in the Division all the days he works at headquarters if utilised for this work may not be found enough. Review done for review sake neither helps the school nor the Government. In addition to that he has to attend meetings convened by the Joint Director of Public Instruction of the Division.

Now the scheme has worked for seven years. The Government will do well to carry out a survey of the work done by the Education Officer attached to the office of the Joint Director of Public Instruction. This will give an idea of the amount of work that can be done. The details may be got by a team of people visiting the four Divisional
offices and getting details of work under the items given in the Government Order.

Office of the Joint Director of Public Instruction does not appear to be publishing any Newsletter. This was done prior to reorganisation of 1970. Perhaps it is included as it was done by the Divisional Deputy Director. Seminars, workshops, Divisional science fairs etc adorn the list but perhaps the Education Officer finds little or no time to organise this at all.

If pruning is done and fixing work on the basis of the work done by him in the course of seven years he will be able to do what he is expected to do. Now he is expected of so many things that he feels helpless in many situations.

C. Recommendations:

1) A survey of the work done by Education Officers in four Divisions has to be done and job chart revised accordingly.

2) Reviewing the inspection reports of lower officers appears to be heavy and the purpose of it is defeated.

3) He has no time to conduct seminars workshops etc as long as he is saddled with conduct of enquires of cases in the Division.
A. Present position:- New functions of Education Officer at District level are discussed. Following are some of major items of work that are found in the job chart prepared as per Government Order Number ED 377 DPI 70 dated 14-10-70.

1. He shall be responsible for the prompt and efficient inspection of high schools allotted to him by the Deputy Director of Public Instruction of the District.

2. He shall review the inspection reports of the Assistant Education Officers in the District.

3. He shall be responsible for follow-up work on the inspection reports of all high schools inspected by the District Deputy Director of Public Instruction/ Education Officer and Subject Inspector and visit notes of higher offices.

4. He shall be responsible for the prompt and efficient conduct of enquiries relating to Head masters, Assistant Education Officers, Inspectors of Schools, Graduate Head masters of primary schools and others entrusted to him by the District Deputy Director of Public Instruction.

5. He shall be responsible for scrutiny and approval of Grant in Aid bills and advance salary bills in respect of high schools under his jurisdiction. Such bills are to be eventually countersigned by the Deputy Director of Public Instruction or by an officer authorised by him in this behalf.
(6) He shall watch the progress of the building programme within his jurisdiction.

(7) He shall exercise overall supervision in respect of work pertaining to compulsory primary education such as enrolment drive, organising school betterment conferences, school complex etc.

(8) He shall review implementation of plan scheme within his jurisdiction.

(9) He shall inspect taluk education offices situated within his jurisdiction and also the offices of taluka development boards on the education side.

B. Observation:- Of the fifteen items the item which appears to be the most important and which impelled the Government to sanction the posts of Education Officers is the first item—prompt and efficient inspection of high schools allotted to him by the District Deputy Director. For every fifty high schools one post of Education Officer is sanctioned. Number of working days available for inspection is 200 days. But the annual examination of VIII and IX are conducted in February and March to facilitate S.S.L.C. examination. As such though the working days count up to 10th April theoretically children cease to attend the classes soon after their annual examination. Hence the number of working days for PROMPT AND EFFICIENT inspection will be only about 200. If all the 200 days are utilised (which is
not possible) he can have four days for each school. Of these four days one day is taken up for journey to reach the place. He can have only three days for inspection irrespective of the strength of the school. That this is not easily realisable is borne out by the consideration of the following facts.

(a) Actually it is very clear that the head of the institution utilises his 15 days casual leave only during working days and the Education Officer also similarly utilises his 15 days casual leave during working days. Instead of assuming that they entirely fall on different days and entirely fall on identical days it may be safely assumed that 20 days will not be available totally for inspection.

(b) He has to attend common room meeting every month and also the work shown under 2, 3, 4, and 5 only to name a few that demand his presence at the District headquarters. Hence in most cases he will not be able to finish inspection of 50 high schools entrusted to him completely.

(c) If inspection is an essential part of administration the follow up work is still more important. He has to see whether instructions given by the Deputy Director, Education Officers and the Subject Inspectors are really carried out by the concerned schools. Along
with this he is asked to review the inspection reports of the Assistant Education Officers. This may prove too heavy if an Education Officer is sensitive or of little value if he is very practical minded.

Dealing with the aspect of inspection and supervision the Education Commission has analysed the problem as follows.

"Unfortunately the programme of supervision of schools has largely broken down in most cases for reasons such as

1. a large expansion in the number of institutions which has not been accompanied by a corresponding number of inspecting officers. (Since the date of implementation of the scheme of strengthening the inspectorate in 1970 the number of high schools in the District has already increased by 20% by modest estimate but the number of Education Officers remain the same),

2. combination of administrative and supervisory functions in the same officer affects supervision adversely because ADMINISTRATIVE WORK which has increased greatly in recent years ALWAYS has a PRIORITY,

the use of supervisory officers when they are members of the block development team for non
educational work (enquiries, watching of reports, book depot etc) leaves them very little time for their own responsibilities,

4. continuance of old techniques of supervision oriented to CONTROL rather than to development and finally

5. lack of adequate competence in the inspecting staff.”

Dr. G.N. Dhawan says

"The need for decentralisation arises from the fact that centralisation means concentration of power with the possibility of abuse of such power. Centralisation adds to the complexity of life which is a distraction in all creative moral endeavours. It also discourages initiative, resourcefulness, courage, creativeness and diminishes opportunities of self-government of resisting injustice.”

These aspects have been brought forth by all committees or commissions appointed by the State or Central Government. But the response of the Government is conspicuous by their strict adherence to their time-worn principles as far as

(1) the work load of the inspecting staff

2. Dr. G.N. Dhawan - Political Philosophy of Mahatma Gandhi Page 267.
(2) non separation of administration and supervision work
(3) posting inexperienced persons and many times with unsuitable qualifications.

C. Recommendations:- It is needless to point out that economy effected in restricting the number of Education Officers is causing wastage of Government funds in the form of heavy failures in S.S.L.C. examination.

(1) To arrest this as already suggested the quantum of both administrative work and supervisory work that can be done by an average Education Officer has to be decided and fixed.

(2) Number of Education Officers be based on the number of teachers in schools as in the case of Inspector of Schools.

(3) As the number of teachers increase the sanction of additional Education Officers must be automatic to avoid further loss of efficiency.

(4) Sir Alexander Grant's insistence that there are certain qualities which go to make a good administrator must be taken note of with due respect. It is truer to-day than in his own days. Interchange of inspecting officers to tutorial line and vice versa has to be stopped.

(5) Training for inspecting personnel is a must. At present
apart from the B.Ed training and a sketchy training in administration nothing more can be claimed in this important aspect.

(6) The present position of Education Officer is not an enviable one. He is not given any independent power. He is more like an appendage to Deputy Director of Public Instruction than an independent class I officer. If reorganisation is to be effective he should be empowered to have a final say in certain matters. This relieves the Deputy Director to that extent and can devote his undivided attention to his sphere of work.

(7) The ministerial work like compilation of compulsory primary education, inspection of book depot etc be avoided as they can conveniently be done by Superintendent of the office.

Functions of Deputy Director of Public Instruction

A. Present position:- The powers and responsibilities of the Deputy Director of Public Instruction are contained in the Government Order Number ED 377 DPI 70 dated 14-10-1970. Some of the important powers and responsibilities are mentioned below.

(1) He shall be the CHIEF COORDINATOR OF ALL EDUCATIONAL ACTIVITIES at the school stage in the District.
(2) He shall be competent to appoint all nongraduate primary school teachers in the District with the assistance of the District Level Recruitment Committee of which he shall be Chairman and all Second Division Clerks and Typists of all offices under his control through Public Service Commission.

(3) He shall also be competent to make appointments against nongazetted tutorial posts in the grade Rs. 175-450 and below in all kinds of Government educational institutions in the District.

(4) He shall have powers to transfer graduate teachers and Head masters of senior primary schools and Inspector of Schools within the District and also of graduate Assistant Masters in Government high schools within the District.

(5) He shall inspect all the subordinate offices under his control ATLEAST ONCE each year.

(6) He shall inspect not LESS THAN fifteen high schools in the District taking the assistance of junior class I officers under him and Subject Inspectors.

(7) He shall have power to sanction Pension and Death-cum-Retirement Gratuity under Karnataka Civil Service Regulations to all those whom he is competent to appoint.

(8) He shall have power to sanction pension and gratuity to all the teachers and others eligible in aided
primary and secondary schools.

(9) He shall provide academic leadership and technical advice for improving the teaching process in the schools in his jurisdiction.

(10) He shall act as Chairman of the VII standard District Level Examination with the assistance of Subject Inspectors, one of whom may be designated as Secretary.

(11) He shall pay surprise visits to Public Examination centres within his jurisdiction where examinations are held by Karnataka State Education Examination Board.

B. Observation:- A perusal of the 38 items of work given in the job chart gives an impression to any unbiassed person that the District Deputy Director is called upon to look after all the aspects of primary and secondary institutions. It is but right to expect it but he must be given suitable scope to function like that. But he is bogged down by as many as 50% of the items of work that any other administrator not possessing the technical qualification could perform without loss of efficiency. At present the very purpose of the Department propagating benefits of education and instructing the children of the District in an efficient manner is not effectively pursued. It must be realised that the two important levels - Taluka level and District level
are very important and problems originate at these two levels only. The Education Officers look to Deputy Directors for instruction and pass on the matter to the Assistant Education Officers to furnish their considered opinion. Hence it is seen that the two ends - Assistant Education Officers and the District Deputy Directors are taxed with heavy work. The Department appears to have conceded the principle of treating District as the unit of development and consequently adopted the resolution passed by the Conference of District Education Officers held at Vigyana Mandira on 6th, 7th and 8th of March 1976. But they have not taken note of the recommendation of Education Commission. It is needless to observe that economy effected or the exigencies of service necessitating improper posting of personnel in the ultimate analysis result in severe damage and defeat the very purpose of appointments. One is led to think that the District Deputy Director is pinned down to the Chair to carryout the various functions. But it must be remembered that he is an executive officer and that he is the 'Chief Co-ordinator of all activities at the school stage within his District'. He should go out and see for himself how things are going on for atleast 20 days a month. Naturally he has to lean very heavily on the ministerial staff of the office. This may result in inefficiency in the form of delay and continuance of unsatisfactory conditions. He is called
upon to co-operate with Deputy Commissioner, Development Departments, Adult Education Council and Local Bodies.

C. Recommendations:-

(1) Supervisory functions and administrative functions be separated as suggested by Education Commission.

(2) The present Gazetted Assistant is not armed with sufficient powers to take decisions. The present Gazetted Assistant in conjunction with Education Officers of the District be given powers to decide atleast some of the routine matters to relieve the heavy pressure of work of the Deputy Director.

(3) The enquiries to be conducted as per C.C.A.rules in the opinion of Dr.A.C.Deve Gowda cannot be conducted in the spirit with which they have to be done as the present incumbents are not trained for it. Hence an officer with due qualifications may be attached to the office of the Joint Director of Public Instruction to conduct and report the results of enquiries. This will help all the officers to utilise their precious time for better purpose.

(4) Education Officers be delegated with such powers as to relieve the Deputy Director totally from certain spheres. This enables him to attend to his work more efficiently.
Establishment of new high schools

A. Present position: Many high schools are sanctioned just in a proximity of 5 - 6 kilo meters to a taluka or a District headquarters on the ground that the children of the locality cannot avail of the existing facility due to this distance. This involves a huge expenditure on building, equipment and library.

G. Recommendations: This can be solved to a great extent by providing free transport to the school going children of that locality. The cost of transport and that of the vehicle may be realised in a course of time by realisation of fares from the travellers residing in the locality of the children to the locality where the existing school is situated. The children will have education at the hands of well satisfied and experienced teachers and can have the facilities of good library and laboratory. Purchase of all these equipments to the new schools will be redundant and savings are effected. From the amount thus saved a portion may be sanctioned for the construction of additional rooms or providing extra staff to handle the classes of pupils coming from such villages.

These measures can profitably be carried out in all cases where the strength of the existing school does not become unwieldy - say exceeding thousand.
National policy of education in India

A. Present position:– The educational policy prevailing in the country is largely based on the legacy of the alien rulers. Reforms as a result of the reports of commissions appointed from time to time have only effected changes of a minor nature. Even after three decades of our free existence a policy of national education is not worked out.

B. Observation:– As already pointed out the leaders of the nation in all walks of life are the products of the educational system prevailing in the country. They are to reflect the soul of the nation in their activities. It is not enough if they are mere scientists or philosophers or mathematicians. Along with the acquisition of knowledge of these subjects they are to be ingrained with an outlook that is essentially national. Each nation has framed its own national policy of education.

The national policy of education as a matter of necessity should keep the national goals set before us by the fathers of our constitution. They are listed by Dr. J.P. Naik as below

1. Dr. J.P. Naik – Educational Planning in India Page 79.
(4) socialistic pattern of society and
(5) national integration.

The first two are very clearly stated in the preamble of the constitution which declares India to have been constituted into a sovereign socialist secular democratic republic and to secure to all its citizens Justice social, economic and political
Liberty of thought, expression, belief, faith and worship
Equality of status and opportunity and to promote among them all Fraternity assuring the dignity of the individual and the unity and integrity of the nation.

Article 45 directs the State to provide free and compulsory education for all children till they reach the age of 14. The State has no religion. It treats all religions alike. The fifth goal - national integration is implied in the preamble wherein the unity and integrity of the nation is to be assured. It is to be assured not merely physically but also at other levels. The other three goals have been added in the course of the last 25 years.

These goals are to be kept in view. But merely the goals will not fully take us to the solution of framing the national policy of education. Brubacher has rightly observed
C. Recommendations:

(1) Steps may be taken to formulate or build up the philosophy of education.

(2) The educational implications of such national goals are to be worked out as they relate to our country and to the present times. These may be called topical objectives.

(3) The aims of education as harmonious development of the personality of the child, all round development of the child, or bringing forth the latent potentialities of the child are to be meaningfully correlated with the topical objectives as these lack the national outlook.

(4) More important than these is the practical programme of educational reconstruction which leads to detailed curricula and programmes of instruction at all states with a view to the inculcation of the educational objectives in the minds of the raising generations by the organisation of an institutional set up suited for their realisation by ADEQUATE and INTENSIVE

1. Quoted by Dr. J.P. Naik in Educational Planning in India Page 80.
preparation of teachers who would appreciate them and would be able to conduct the instructional programmes and by setting up evaluative machinery which can examine from time to time.¹

(5) Attempts to be made to bring educationists philosophers, sociologists, anthropologists, economists, political scientists and administrators together to solve the problems of translating the philosophical objectives of education into day to day programmes of instruction which teachers can put across with ease and efficiency.

Prevention of wastage at secondary level

A. Present position:— There is heavy failure in S.S.C. examination.

B. Observation:— It is seen that the same syllabus is provided for all pupils irrespective of their capacities or their innate abilities. Attempts were seen to provide vocational training when the Government launched a scheme of starting multi purpose high schools. But it remained multi only in name. In reality it was unipurpose — vocation or

¹ Dr. J. P. Naik - Educational Planning in India Page 80.
profession like agriculture. The scheme failed to attract urban youth as most of them had no lands. The rural youth could not be drawn as they knew more agriculture than the masters in the school who in turn only studied agriculture but could not practice as he had no land of his own. After a lapse of few years Government retraced their steps and pursued unipurpose school - a uniform syllabus for all pupils. This becomes one of the reasons for heavy failures in S.S.L.C. examination.

As there is no variety of openings to enter life and the possession of a degree certificate is made to appear a sine qua non for getting a job most of the pupils passing S.S.L.C. and possessing some means try to enter colleges inspite of their inability to study. This is done as "people consider a university degree as a passport for job". This view is reinforced by the findings of the Education Commission. The report of the Commission reads as follows:

"As we have pointed out the education system has been training young persons so far mostly for Government services and white collared jobs.".

The need of the present hour is a happy blending of general and vocational education. In one combination the vocational education should dominate. In the other combination

the general education should have an edge over the other. The first will be more akin to modern school and the latter akin to Grammar School of England. The main industries and other fields should be roped into the field of education because it is for their needs that the youth are trained. Now they keep aloof. Without knowing either the needs or their extent of requirements children are educated and we are confronted with the problem of educated unemployment.

Those who have capacity for higher education should have the scope in the scheme. Such people should have access to it as they form an asset to the nation. Neither poverty at home nor the social stigma that he might have inherited should come in the way of anybody's education. Democratic countries like America, Federal Republic of Germany and United Kingdom and socialist countries like East Germany and Soviet Union have multi directional education. They can know their capacities and pick the right type of education and become economically independent. This is possible as the number coming out of institutions will never exceed very much the demands of the society.

Now after ten years of general education it is proposed to have vocational education in +2 stage. This was intended to bring majority of the matric students to the field of vocational education and reduce the rush to colleges.
But the experience of ten States where the +2 stage is already implemented is not encouraging.

"Some 5000 students have enrolled this year in the new pattern of Higher Secondary (+2) schools for vocational courses meant to siphon off the rush for university education by creating an EDUCATED WORK FORCE.

A Samachar survey shows that out of 10 States switched over to new pattern four now offer vocational stream courses in select schools.

A Rs. 2 crore scheme by Union Education ministry seeks to motivate State Governments to SURVEY VOCATIONAL opportunities in 150 out of 348 Districts and to introduce 640 vocational courses in 40 of the surveyed Districts in the course of this and the next academic year....State Governments have been for A VARIETY OF REASONS SLOW in getting the SURVEYS started and other preparatory work begun.

In Karnataka 1200 students have been enrolled for 28 vocational centres offered by 13 institutions in Bangalore, Dharwar and South Kanara Districts and institutions in North Kanara, Raichur and Mysore Districts will offer vocational courses from the next academic year."\(^1\)

1. News item appearing in Indian Express dated: 27-9-1977
Then only we can reduce wastage. At present only 40% of two lakhs of students pass S.S.L.C. examination.

C. Recommendations:

1. Popularisation of the advantages of vocationalisation is needed.

2. The institutions wherein these trained persons may be utilised are to be actively consulted and persons thus trained are to be absorbed soon after their completion of the courses. If this fails the scheme is bound to fail.

3. Government should declare that degree certificate is not necessary for entry into Government service.

4. Courses helpful to carry on ministerial work are to be organised and people coming out of them should be recruited.

5. Social consciousness should be aroused to enhance the prestige of all vocations by concerned agencies of the society.

Education in concurrent list

A. Present position:— Education is in concurrent list.

B. Observation:— The committee of the members of Parliament on Higher Education which examined the whole issue recommended that higher education at least should be included in the concurrent list. The members of the Commission
namely Sri P.N.Kirpal and Dr. V.S. Jha are of the view that whole education should be included in the concurrent list. In their opinion the experience of the years since Independence has shown that for the lack of adequate authority at the Centre national policies could not be implemented satisfactorily and that the excellent recommendations of many Commissions and committees in various fields of education remained on paper. Even the resolutions unanimously adopted by the conference of education minister and CAGS remained unimplemented....They therefore think that the Union Government should be invested with legal authority in the field of education which should appear in the list of concurrent subjects.¹

Administration in advanced countries irrespective of the philosophy of life they profess (democratic or otherwise) have a position wherein the federal Government has an effective say in the affairs of education. Education is not making the headway to the extent that it should have done as it is divorced from developmental activities though it provides the base for all activities. C. Balakrishna in his article what village schools can do in nation building says

"Village schools which are non communal unlike religious places and which are non political unlike Panchayats could well be the hub of many

developmental activities including even part of health programmes....village schools can act as centres of education in citizenship and as instruments of change and nation building. Such an approach on education would buildup the functional democratic values and hence a genuinely interested leadership even at the village level."¹

To connect developmental activities with education the latter must be in concurrent list.

C. Recommendations:-

(1) Education should be retained in the concurrent list.

(2) Even when we had no constitution the father of the nation devised a national policy of education applicable to the entire country.

(3) Specially the fissiporous tendencies generated by the reorganisation of States can be checked and later curbed with education remaining in the concurrent list.

(4) The person who initiated and the circumstances inwhich the decision was taken noway minimises the appropriateness of putting education under concurrent list.

(5) If the present provision is enough an investigation as to why the Centre could not exploit it in full should be undertaken forthwith.

(6) Funds allotted and the attention bestowed on questions of primary importance and of constitutional obligation by the Central Government (primary education) when education is in State list speak for themselves as shown in Table 3-8. Meagre funds allotted and not paying the attention the question deserves, are sufficient to stress that education is retained in concurrent list.

(7) When laws are enacted on the same subject by the Centre and the State the law of the Centre prevails and if State wants to have its say it should get concurrence of the Supreme Court. In this way lapses done by any State may be set right by judicious legislation if education is retained in the concurrent list.

(8) National policy of education can only be formulated and implemented if education is retained in the concurrent list.

Training for Educational Administrator

A. Present position: - In the State there is only one Administrative Training Institute to train all the Gazetted Officers of the Department. It is situated in Mysore.
B. Observation:– The period of training is of different duration. There are three types of training - one of three days to senior class I, three months for junior class I and of a month's duration to class II officers. Officers belonging to different departments discuss aspects of administration viewed from their experiences of their respective departments. Officers of education department will be a few if all invited participate and for a very short period. Of the rest, persons coming from Accounts Department will be of significance as the manner of accounting Government money is the same for all departments. The rest is not of much consequence. But the Education Commission of 1966 has expressed its opinion in the following words.

"Unfortunately there is little or no provision for such training opportunities at present in any State Education Department.... Training for an educational administrator is needed not only because the tasks he is required to perform are difficult and complex but mainly because it is necessary to orient him to the programme of educational expansion and improvement which has to be implemented in the next two decades and to the role which educational administrator should play therein."

Training should consist of two months duration to non-gazetted staff whose number is very large. This training should be given once in every five years to keep them abreast of present situation. Training should be in matters of inspection and administration. For this State Education Department should have an institution of its own, as the amount involved is very heavy and the number of persons involved is very large. Further the results of effective education to the nation at large is so important that the question of economics of undertaking this project should never come into the picture.

The number of Gazetted Officers is limited and to have an institution solely for them is not a good proposal. Further a common institution for all the States has the advantage of the trainees knowing a All India problems face to face and help them when they go in to serve different States or even when they serve their own State the benefit of such experience has an added edge to their training. For this National Staff College for Educational Planners and Administrators was proposed. This is already implemented by Central Government.

C. Recommendations: Persons who are directly appointed to Gazetted posts are of two kinds - persons who are already in service apply for these senior posts and are selected and
persons who have no experience of the department but are selected by the Public Service Commission. If the second category of persons are put directly in charge of administration the purpose of taking them to infuse new blood and energetic outlook is defeated.

(1) A training to initiate him in the various kinds of work may be prescribed for such persons. Successful completion of the training is to be made obligatory.

(2) The other suggestions made by Education Commission may be implemented.

Indian Education Service

A. Present position:— At present there is no All India Educational Service but its necessity is felt by the concerned in the field.

B. Observation:— The Indian Civil Service had the distinction of being called the steel frame of British administration and the success of their rule to a great extent was attributed to the functioning of that cadre. There was a sense of much needed uniformity in their outlook of its personnel and India a country of many languages customs and traditions was knit so closely that a feeling of oneness was established by it. This was an achievement never before visualised by the previous rulers monarchs or emperors who
ruled almost the same size of the country prior to the advent of British.

This was acknowledged gratefully by the nationalists. Even after independence the national Government has retained the same structure with minor changes. It may be recalled that the British had Indian Educational Service for some time. And the reasons that prompted them to drop it may be many but appear to be significant due to the needed emotional and national integration. Government appears to have caught this idea and have posted officers of Indian Administrative Service to the posts of Director of Public Instruction and in universities also. But it is better they belong to Indian Educational Service.

To-day the need of national integration and the feeling of 'Indianness' among the citizens is greater than ever before. This is accentuated after the formation of linguistic States. The noble qualities can be inculcated in the individual through the education imparted by dedicated teachers and administration headed by officers having India in their mind and Indianness in action.

Fundamental difference exists between general administration and educational administration. Administration is the end in revenue and other Departments whereas education is the service agency to teaching and
Teachers should have access to become an administrator if he has the ability. But an administrator should be a teacher first. Hence it is seen that administration is a means to the cause of education. Hence Indian Education Service is essential.

Looking at these peculiar features the problems of national and emotional integration they appear to get proper treatment if Indian Education Service is introduced. Homogeneity in diverse administrations will be another concomittant result, so recommendations made by Education Commission may be implemented.

C. Recommendations:-

(1) Only 1/3 of the posts should be filled by direct recruitment at the level of junior scale. Their first assignment for a minimum period of 2 - 3 years should be in teaching and ONLY after this initiation they should be assigned to administration.

(2) Of the remaining 2/3 of the posts should be filled partly by direct recruitment and partly by promotion at the level of senior and higher scales. 1/2 of these posts to be filled by
promotion from STATE SERVICES the remaining 1/2 should be filled by direct recruitment, some at the senior scale and the rest of higher scale. Applicants should have put in a minimum of five years of service as teacher or should have distinguished themselves as research workers.

(3) The experience gained at one part of the Union will be available to the other parts.

(4) Greater contact established may bring in nationhood nearer and make it dearer.

The triad qualities that go to make reforms real:

It is not novel to be told that any scheme for its success requires a band of workers having faith in the scheme. The basic education which had prerequisite that education should be self supporting did not take roots in India. Even now it is a firm conviction that education is an item of expenditure that has to be borne entirely by the State. It is undeniable that the organisation of education and to it's natural fulfilment is certainly the responsibility of the State. But instances where education is made self supporting are not wanting. They have already been discussed with reference to South Africa, Brazil and Spain. No less a person than John Dewey has opined that the system devised by
Gandhiji is a step ahead of other systems. We look to others as A. Mayhew has pointed out and perhaps the lack of such faith has pulled us so down that we have not been able to achieve even a part of the achievement of Israel, China and Vietnam only to name a few. None of these countries has the richness of our country vastness of our land with varied resources and the hoary heritage (except Israel). The ravages of war are known to us through reports but they have undergone the pangs of misery shortages and all discomfitures of life. But the burning faith that they can rise up and take a place of pride among the comity of nations was never dim. The advance of science technology and conquest of time and space are still unable to minimise the need and importance of FAITH. Even in our own country the missionary institutions are quoted time and again for the persuasion of faith and the missionary zeal has become proverbial. Gilbert Highet says

"even the poverty of an entire society is not an insurmountable barrier to education IF PEOPLE ARE DETERMINED to learn and prepared to sacrifice

......Finland is one of the poorest countries in Europe but it has splendid schools and citizens far more cultivated than many a richer nation's. Scotland was never wealthy. Yet it has supported four universities ever since Renaissance". ¹

Personnel in charge of administration should have qualities of sincerity and impartiality. Whatever be the philosophy behind the reforms the objectives set up by them fail to be achieved when administrators lacking these stirling qualities are at the helm of affairs.

The criteria has to be set for any decision to be taken after much thought and discussion. But when once they are set up they have got to be adhered with a religious fervour. Violation of settled principles is perpetuated under the guise of 'special circumstances of the case or in the interests of certain special classes'. Education must be imparted by men of worth and no other consideration should come in the way of this. Again it is well to remember the contents of the latter of Sir Alexander Grant written to the Secretary 112 years ago. It deserves to be written in letters of gold. An awakening amongst the society must be generated to respect scholarship to respect intellectual integrity and it is always men at the top who should set examples by their deeds. Common man looks at the top for guidance and it is no use to complain that it is teachers who herald the change. Teachers can't live in vacuum.

Another and most important quality that is found in teaching fraternity is 'misplaced sympathy'. That the boy is poor or that the persons under training have undergone hardship should never be the pretexts for compromising with
shortcomings of persons under their charge. They can help them materially if God has placed them in favourable circumstances. They can coach them at special hours if his circumstances at home do not warrant study but at the altar of efficiency and accomplishments nothing but actual achievement should be the criterion.

They should do the work with religious fervour. Then and only then even an imperfect system can yield better results with a bank of dedicated workers than the perfect system in charge of mercenary people who work merely for bread and have no stake in life. No one worth his name should forget the old saying WHAT WE ARE IS GOD'S GIFT TO US WHAT WE BECOME IS OUR GIFT TO GOD.¹

¹ Robert Jones in article You won't play the piano any more appearing in Reader's Digest March 1978 Page 126.