

CHAPTER IV
ORGANISATION AND ADMINISTRATION
OF SECONDARY SCHOOL INSPECTORATES

Over a hundred years have gone by since the establishment of the administrative machinery for school inspection in India. It has not witnessed many changes although the objectives of school administration and inspection have undergone a radical change. The rapid growth of secondary schools in numbers of pupils and in the concept and scope of secondary education has brought in its train administrative and organisational problems which are the evidence of the need for an overhauling of the administration and organisation of school inspectorates. The present administration of school inspectorates faces the new challenges that the

freedom of the country has brought with it. Besides, the obsolete procedures and practices have made the machinery slack and stereotyped. " The administrative machinery in India ", says Saiyidain " has become so loose and creaking that a large majority of workers in it are often like the proverbial cat chasing its own tail."¹

Change in the administrative structure, however necessary in India, is very difficult to make since it produces dislocations in the administration and consequent annoyance and anguish. Those who profit from the present system seem most disinclined to change. Therefore, to produce a basic and deep-routed change in educational organisation, sometimes the determination and force of a new educational leader is necessary.

Organisation is the process of building things into proper relationships. Administration acts through organisation. In a good organisation things get done speedily and efficiently. Administration creates, shapes, employs and discards organisations as effort is

¹K.G.Saiyidain, "Problems of Educational Administration, Indian Journal of Educational Administration and Research, Summer 1960, p.3.

exerted toward the accomplishment of the ends for which organisations are brought into being.² So the administration of school inspectorates and its organisation need to be re-oriented and revised to make it suitable for the new requirements of a democratic set-up. The existing set-up has been examined in the preceding chapters from which it is evident that the present administration of school inspectorates in States in India has mainly the following defects:

- (1) Lack of inspecting officers of a high calibre;
- (2) absence of flexibility, simplicity and co-ordination in administration;
- (3) lack of democratic approach in inspection;
- (4) the inspectorate over-burdened with varied responsibilities and functions; and
- (5) inadequacy of inspecting staff.

The Inspecting Staff of a High Calibre

No administration could operate successfully in a democratic set-up unless it commands the

²Harlan L.Hagman and Alfred Schwartz, Administration in Profile for School Executive (New York: Harper & Brothers, 1955), p.74.

services of the administrators of the first class calibre. With the achievement of independence, the whole concept of educational administration has undergone a radical change in India; but corresponding changes in the inspectorates have not kept the pace. Authoritarian control over schools by the Department through its inspecting officers is now repudiated. In the democratic set-up of our country, strict and autocratic inspectors do not receive much appreciation from teachers. Mukerji rightly points out that " The autocratic or master-minded administrator is to-day becoming more and more obsolete. In an age of democracy, he is to work with the people and for the people."³

Merely the high academic qualifications or long experience of teaching and administration in secondary schools will not suffice for the selection of an inspecting officer. Besides these basic requirements, he must be a man of vision, integrity, loyalty and faith in democratic principles for the

³S.N.Mukerji, Secondary School Administration (Baroda: Acharya Book Depot 1959), p.52.

administration and inspection of schools. Such persons for the education service are not easy to be found. For this purpose the All-India Education Service needs to be revived. This point has been fully discussed in the later part of this Chapter. It is also interesting to note the warning given by the Central Advisory Board of Education regarding post-war educational reconstruction in India. It is worth considering even to-day. The Report of the C.A.B.E. says:

" No scheme of educational reconstruction will produce the desired result unless it is administered with vision and efficiency... whatever may be the precise form of the administrative arrangements which Provincial Governments may regard as essential in order that a national system of education may be established and controlled on efficient lines, it is obvious that its success must very largely depend on the calibre of the paid administrative service. Here as elsewhere drastic changes in the existing system will be necessary."⁴

⁴Post-war Educational Development in India, Report by the Central Advisory Board of Education, 1944. pp.90-91.

Thus, much depends upon the quality of the inspecting officers appointed by the Education Department. School reform will not be possible unless men with deep vision and creative imagination are given the responsibilities for school inspection. School inspection should not be mainly confined to administrative check-up by a band of government officials. Inspectors of industries or rail-roads need only technical skills but the inspectors of schools need both technical and intellectual skills. Hence, men of high calibre alone can fit themselves into the role of educational leadership in our developing country, where schools have to play a special role in the intellectual growth of the people.

Flexibility, Simplicity and Co-ordination in Administration

The present administrative machinery is subjected to strong criticism. If unnecessary routine is to be eliminated and economy of effort is to be brought about, administrators at various levels need to be trained so that they can exercise initiative and responsibility to reach decisions and implement them

quickly. An enquiry into the present system reveals that there is too much rigidity in all the aspects of educational administration.

At present, it is impossible not to see a fairly rigid pattern of work right from the top, i.e. the office of the directorate of education down to that of the inspectorate. There is little freedom and creativity in our educational administration. The schools are fettered by the prescribed curriculum, the routine methods of teaching, the rigid system of examinations and the stereotyped and inadequate inspections. To aggravate the deterioration in the education service of the country, the ignorant prejudices of the parents and community often hamper educational progress. What is, therefore, needed now is an effective leadership of the District Education Officer whose one of the most important functions should be to train the teachers and other workers in the educational field to exercise the responsibility of freedom intelligently. In fact,

he must involve them increasingly in the actual formation of plans and programmes for the provision of education in his area.

This approach should no doubt begin right at the top. The State Government should give up their rigid educational policies and adopt those which define the broad approach and principles, and leave a good deal of latitude for regional and local adaptations, instead of trying to impose a rigid uniformity on a variety of conditions and circumstances. Such practices are obtaining in the educational administration of advanced countries. This kind of change in the general policy would enable the inspecting officer to have his own marked sphere where he will apply his mind to his special problems and devise peculiarly appropriate ways of dealing with them. It is, of course, necessary to warn him that he has not to make them out of his own head entirely, as a spider weaves its web of its own inner self, but in consultation and conference with the deputy director in charge of

secondary education and also with his assistants who help him in his inspection work. It is, indeed here the spirit of comradeship with others become essential to creative work and through it education can be made responsive to social as well as to personal needs.

Furthermore, there is need for the elimination of red tapism in administration. In applying departmental rules and regulations, the inspector should use his own discretionary powers and not adhere to them rigidly. In this respect Mr.C.D.Deshmukh, Ex-Chairman, University Grants Commission, gave a very valuable suggestion to the Indian administrators in the following words:

A fairly long experience of public affairs has taught me that in the conduct of life, judgements have continuously to be formed on the basis of logic and reason and not of law and regulations. I hold that judgements on which the actions of public servants in particular and everyone in general are based, are not dependent on the Indian Evidence Act or arrived at by reference to tribunals or courts of law. If they are wrong, an individual suffers, and a public officer forfeits respect for his intelligence and confidence in his

administration.⁵

Therefore, in order to have flexibility and simplicity in administrative work, the District Education Inspector should also have in his office adequately trained clerical staff headed by a qualified and experienced office superintendent. The relations of the inspector and his office staff with the schools should be cordial and humane. They should not be based on superiority-inferiority complexes or superior-inferior positions. K.G. Saiyidain, the former Educational Adviser to the Government of India has strongly pleaded for humanizing educational administration in the following statement:

Hence my plea, in the name of New Education, for a new spirit in administration which will 'humanize' the relationship between children and teachers, and teachers and educational administrators. I use the term 'humanize' for what I have in mind, because I cannot think of any better description for the idea that, at all stages of educational work and in all its aspects, the approach should be essentially human-man to to man, individual to individual

⁵C.D.Deshmukh, Presidential Address at the XXXII All-India Education Conference, December 1957, p.12,

and not file to file, report to report,
superior officer to inferior employee.
This is not a minor issue but a major
problem, because it involves a reorientation
in the whole outlook of teachers, inspecting
officers and administration.⁶

Thus, significance of simplified and humanised
administration is now great because our country
has adopted democratic way of life. Besides,
education is now expected to play the role of a
nation-building agency and schools have to function
as centres of community living.

In the second place there is an urgent need
for a greater co-ordination in our administration.
While division of duties and responsibilities is
absolutely necessary for maintaining administrative
efficiency, it is not desirable that the different
inspecting officers develop a feeling of isolation.
It is, therefore, important that inspecting
officers of different districts of a region should
meet one another at regular intervals. Also the

⁶ K.G.Saiyidain, Problems of Educational
Reconstruction, (Bombay: Asia Publishing House, 1962),
p.226.

district education officer and the inspecting staff meet periodically. At such meetings, the items on the agenda could be suggested by them all. Sometimes the inspecting staff and headmasters and teachers in their district should meet together and share in the experiences of each. Meetings of this kind can do a great deal to encourage, co-ordinate and inspire the educational effort in the schools over a wide area.

Democratisation of the Organisation and Administration of Inspectorate

As it is already pointed out that the inspector is to work with the people and for the people, it is obvious that this requires a democratic type of administration. Under the democratic administration, the inspector has to regard it as his duty to serve as a leader among his co-workers, and not as their dictator. He is to be a 'partner' with teachers rather than their 'master.' He has, therefore, to adopt democratic principles and procedures of work. He should always carry others with him in his decisions and actions. His approach of inspection should be rational, open and group-oriented. How to democratize administrative machinery is out of the

province of this study. Still however, some useful principles of democratic school administration could be briefly mentioned. According to Thurstone and Roe, some of the principles that guide the democratisation of educational administration are as follows:

1. A democratic organisation will emphasise and continuously utilise in proper balance the four basic rules of administrative or educational activities: (a) planning, (b) execution, (c) appraisal, and (d) interpretation.
2. To determine policy, the administrator should consult those immediately concerned and those affected by the proposed policy within and without the organisational structure should have a part in shaping that policy.
3. Administration is to facilitate the accomplishment of the purposes of education.
4. The organisation of the department should be flexible and adaptable to newly arising needs. Its structure, policies and programme should be subject to continuous evaluation.⁷

⁷L.M.Thurstone and W.H.Roe, State School Administration, (New York:Harper & Bros.,1957), pp.85-87.

Mukerji writes, " the success of democratic administration depends on the acceptance of the following three fundamental principles: (1) dignity and worth of the individual (2) principle of participation, and (3) reliance on group process."⁸

So, in the new democratic set up, it is not possible for the inspector to adopt a policy of dictation. He should be able to understand the psychology and urges of those with whom he is concerned and carry them along with him to work out the measures adopted for their welfare. Where there exists a bureaucratic administration, there is always maintained the division between the bureaucracy and the people. Under the new conditions in India to-day, that is impossible and the inspector must develop a keen social sensitiveness so as to be able to win over teachers' confidence and good will. In brief, there must exist the relationship between inspecting officers and their subordinates as well as the public, placed on a more human and personal basis than it is at present.

⁸S.N.Mukerji, Secondary School Administration, (Baroda: Acharya Book Depot, 1963), p.135,

This calls for a consistent effort to build up the general morale of those officers who run the administrative machinery and to encourage what is good, having faith rather than suspicion in them. Whatever administrative machinery may be set up, if the right individuals are not chosen, the system will not work.

Reorientation of the Inspector's Duties and Functions

Inspector's duties and functions both academic and administrative are so multifarious that he is generally incapable of discharging his duties conscientiously and satisfactorily. This means a loss of efficiency in educational administration. At present the inspector has to perform duties pertaining to both administration and inspection. Now in practice the inspector is required to spend a considerable time in doing his administrative functions. As a result he is not able to find enough time for school inspection which is an integral part of an efficient and dynamic system

of education, as it helps to improve the teaching and learning processes. An isolated visit of an inspector lasting for a day or two, during which he takes a hurried round of classroom serves no useful purpose. The present system of inspection, therefore, needs re-organisation. To the writer it seems the inspector's two functions - administration and inspection of secondary schools should be separate, so as to bring about greater efficiency in both the functions. This suggestion needs to be examined in detail. An educational unit may, if necessary from the economic point of view, be a region consisting of several districts. Then a region should be placed in charge of a Regional Education Officer who will be responsible for the administration of secondary education in his region. He would decide with all the administrative aspects of secondary education: granting or withdrawing of recognition to secondary schools, approval of appointment and termination of employment of teachers in voluntary schools and in Government secondary schools, approving grants-in-aid to voluntary schools and

votes of money to the Government secondary schools, taking the necessary action on the administrative shortcomings of schools as pointed out by the Chief Inspector of his region, and so on. The Regional Education Officer may visit schools from mainly the administrative point of view. Under this proposed set-up, there will be one chief Inspector who will be the head of the regional inspectorate which should comprise, in addition to the Chief Inspector, subject specialist inspectors: an inspector of languages, an inspector of social studies and an inspector of sciences. For certain subjects such as Physical Education, Arts and Crafts there may be an inspector each for the entire State rather than for a region. The main duty of the inspectorate would be to inspect and supervise the secondary schools in the region. The writer feels that it is not necessary to inspect certain 'advanced' schools every year but periodically, whereas it is necessary to inspect certain 'backward' schools more frequently, possibly every year with a view to

improving their standards of teaching. When these two functions are separated care has to be taken to see that there is close co-ordination between the two at the regional level. That is, the Chief Inspector and the Regional Education Officer will work in full co-operation with each other.

This new idea may raise a question as to the financial implications; but the writer feels confident that this new set-up will not involve considerable finance because the present inspecting officers of secondary schools of a group of districts will form a regional inspectorate; they will, in a team, inspect schools of a region. In other words, the new set-up will require the State Government to employ additionally a few Regional Education Officers only for the entire State (3 or 4) in a small State and 6 or 8 in a big State), while the new set-up will no doubt afford many benefits, for example, each region will have a team of inspectors who can efficiently inspect different subjects of secondary schools; and the regional inspectorate can make thorough

inspection of schools, which will have better guidance from subject specialist inspectors for the improvement of their teaching standards.

So, for the improvement of secondary education in India, the new administrative set-up as outlined above is vitally important to introduce. As both functions - administration and inspection are often performed by the same person at present, neither is done efficiently. If administrative functions of the inspecting officers are absolutely few as we see this in many countries previously administered by Great Britain (East African countries and Central Africa at least), they would be able to perform their real work - academic - properly. Inspection should have as its main objective the professional growth of the teachers, leading to all-round improvement in the teaching and learning processes.

The above plan finds its support in the Report of the Tenth World Conference of the N.E.Fellowship held in India in 1959. It said :

We spent a lot of time discussing inspection. We felt it necessary in order to clear our minds to draw a distinction between administration and inspection even though the two functions are often performed by the same person. Throughout our discussions, we took inspection to mean work in the field, concerned with the evaluation of the work going on in the school, or with advice as to how it might be performed better. We excluded all administrative functions on which inspectors sometimes spend most of their time. We excluded from the function of inspector any aspects of audit, a necessary evil which is sometimes blown up out of all proportion with the result that Pounds are spent chasing Farthings. We regretted the fact that inspection and administration in the terms of our definition were so frequently performed by one and the same person invariably to the disadvantage of the former. We saw great virtue in the shape of a corps of inspection completely divorced from routine administration. Such a corps can probably be most effective if it is employed by a separate organisation to that engaged on the day to day administration of the schools, as for example Her Majesty's Inspectors in England. In this way, they cannot

become absorbed by administration and enjoy an independent status which attracts first rate people. In a federal state, such a body could for example, be employed by the federal Government or by constituent states if the organs of administration have been broken down into smaller units.⁹

If the proposed set-up is immediately not feasible mainly on account of State Governments' priority over other pressing educational needs of the States, it seems possible to eliminate some of the following duties of the district inspector of schools without depriving him of his powers partly by granting him greater authority in the case of certain responsibilities and partly by passing certain duties on to his assistants:

1. The inspector's responsibility of supervision of primary education in his area could be transferred to the deputy inspector.
2. For inspection, lower secondary schools could be placed in charge of the deputy inspector.

⁹Report of the Tenth World Conference of the New Fellowship held at Delhi, India, 1959-60, pp.30-31.

3. The district inspector should be asked to submit his confidential reports on his staff not annually but at an interval of at least three years.
4. The duty of approving grants-in-aid to schools for admissible items of expenditure could be given to the assistant inspector, for this is, a mere formality but involves an enormous checking of records.
5. The district inspector's certain responsibilities such as the inspection of primary teachers colleges, the conduct of public examinations for teachers certificates, arts and primary school leaving certificates should be taken over by the Deputy Director of the primary section of the Department.
6. The Department of Education should grant a greater measure of freedom to all 'first grade' secondary schools in respect of pupils' admission, promotion and examinations and courses of study so as to relieve the district inspector of his responsibility in this respect.
7. The district inspector should be granted by the Department certain powers with regard to the approval of recurring grants

to schools, appointments and transfers of teachers in government schools etc. So as to relieve him of his administrative correspondance in this respect with the Director of Education.

8. The district inspector should be able to find more time for the supervision of the newly opened secondary schools and for attending more serious problems of his area, when he has trained clerical staff. This is possible if some sort of training school is opened for clerical staff for district inspectorate.

Although some or all of the above duties may be eliminated, or it may be thought of employing two cadres of education officers, the need for strengthening district inspectorates to cope with the rapid expansion of education cannot be ignored.

Strength of Inspecting Staff

The inadequacy of the strength of school inspecting staff in the past and in the present is a traditional complaint, and records do reveal that the Provincial or State Governments have seldom paid sufficient attention to this sort of complaint.

Table II indicates the gradual increase in the inadequacy of inspecting staff in the country. In Table II, one has to study not only the number of schools per inspecting officer but also the number of pupils, for the enrolments of the schools have increased enormously. As a result, the larger the school, the longer the time the inspecting officer has to devote to the inspection of the schools. This opinion is fully shared in by retired officers. Many of whom themselves were inspectors. Every year hundreds of new secondary schools are established; but correspondingly inspecting staff is not strengthened, and whenever this problem was attended to, the measure that the Government took was invariably inadequate and far too short of the real need. Besides, responsibilities and functions of the inspectors, it has to be admitted, have increased beyond recognition. As a result, school inspection has become irregular, inadequate, hasty, and in a word has assumed the state of mockery. It is, of course, true that the inspectors have continued their administrative function, namely that of a watch-dog over the money spent by the

TABLE II

A Gradual Increase in the Inadequacy *
of Inspecting Staff in India:1881-1963 *

Year	Inspecting Officers	Secondary schools	Pupils	Average No of Sec. schools per Insp. officer. in round figure	Average no. of pupils per inspecting officer
1882	45	3916	0,214,077	89.2	4,757
1901	67	5124	0,590,129	76.5	8,807
1921	102	7530	1,106,803	73.8	10,851
1947	128	11907	2,681,981	93.0	20,953
1961	306	17226	7,507,174	56.3	24,533
1962-63 ⁺	409	21038	-	51.4	-

* Data collected from Various Reports on Progress of Education in India published by the Government of India.

+ Figures kindly supplied by DEPSE, Delhi (May, 1965).

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Government on education. But this alone would hardly do in a democratic set-up, and also if the nation wishes to catch up with the western countries with regard to the qualitative educational progress.

Since it is admitted unanimously that the academic standards of Indian Universities have fallen considerably, newly appointed graduate teachers need, no doubt, more help from the inspecting officers. At present the teachers seldom get real help and guidance from the inspecting officers, who are over-burdened with their administrative responsibilities. Therefore, this matter of strengthening the school inspectorate calls for an investigation. A closer look at three tables III, IV and V reveals the urgency of the problem and calls for considerable strengthening of the State Inspectorate.

TABLE III

Inspecting Staff and Their Workload of
Secondary School Inspection in the Year
1961

(Excluding Union Territories)*
and Nagaland

States	Inspecting officers	Secondary schools	Average number of secondary schools per inspecting officer	Remarks
Andhra	10	1222	122.2	
Assam	6	560	93.3	
Bihar	18	1525	84.7	
Gujarat	17	1099	64.6	
Jammu & Kashmir	16	250	15.6	
Kerala	17	882	51.9	
Madhya Pradesh	9	774	86.0	
Madras	24	1253	52.2	
Maharashtra	25	2198	87.9	
Mysore	36	778	21.6	
Orissa	7	450	65.0	
Punjab	6	1469	249.3	Full
Rajasthan	25	537	21.5	(in 3 yrs) inspection
Uttar Pradesh	55	1771	32.4	at an
West Bengal	32	1957	61.2	interval
	303	16725	55.2	of 3 years.

(* Figures collected from Education in the States, 1960-61
(Government of India, 1964).

TABLE IV
Average Number of Secondary Schools
per Inspecting Officer.* (year 1961)

No.	State	Average number of schools
1	Andhra	122.2
2	Assam	93.3
3	Bihar	84.7
4	Gujarat	64.6
5	Jammu & Kashmir	15.6
6	Kerala	51.9
7	Madhya Pradesh	86.0
8	Madras	52.2
9	Maharashtra	87.9
10	Mysore	21.6
11	Orissa	65.0
12	Punjab	249.3 - 3yr inspection
13	Rajasthan	21.5
14	Uttar Pradesh	32.4
15	West Bengal	61.2

* Figures collected from Education in States, 1960-61, pp.8-161, and A Review of Education in India, (1947-61), pp.153-689.

This is the important table. This area business doesn't mean anything in the H. teachers. Inspector inspect schools, but don't of teachers.

TABLE V
Average Number of Secondary
Teachers Per Inspecting Officer*
(year:1961)

No.	State	Teachers
1	Andhra	2492.5
2	Assam	1528.0
3	Bihar	973.9
4	Gujarat	835.7
5	Jammu & Kashmir	219.6
6	Kerala	1682.3
7	Madhya Pradesh	1547.8
8	Madras	1520.9
9	Maharashtra	1324.0
10	Mysore	294.4
11	Orissa	687.7
@ 12	Punjab	3661.5
13	Rajasthan	380.8
14	Uttar Pradesh	655.9
15	West Bengal	749.7

* Figures collected from Education in States, 1960-61 and A Review of Education in India, 1947-61.

@ Punjab: at an interval of 3 years full inspections are held. Therefore, the average number of teachers per inspecting officer is 1220.5.

1. Too large an Area per Inspecting Officer.- A look at Table VI, showing the average area in square miles each inspecting officer has to cover reveals that it is much larger than he should have. Though it is not possible to say exactly the square miles each inspecting officer covers, it can be assumed that a considerable amount of time is being spent in travelling by the District Education Officers. This is more clearly seen in the case of Rajasthan which is the most sparsely populated State. Again the inspecting officer in Assam are required to travel in hilly areas to visit and inspect schools.

2. Too large a Number of School per Inspecting Officer.- Besides too large an area, the second point that needs careful study is in ~~the~~ respect of most of the States, a large number of secondary schools in charge of an inspecting officer, though the allowance could be made for the fact that the difference in the number of inspectors among the States may be due to the difference in functions and duties.

TABLE VI
Average Area in Square Miles
per Inspecting Officer*
(1960)

State	Inspecting officers	Area in square miles	Average area in square miles
Andhra	10	106,000	106,00
Assam	6	47,000	7833.3
Bihar	18	67,200	3733.3
Gujarat	17	72,150	4244.1
Jammu & Kashmir	16	86,000	5375.0
Kerala	17	15,000	882.3
Madhya Pradesh	9	171,200	19022.2
Madras	24	50,130	2088.7
Maharashtra	25	118,890	4755.6
Mysore	36	74,120	2058.8
Orissa	7	60,160	8594.3
Punjab	6	47,090	7848.3
Rajasthan	25	132,150	5286.0
Uttar Pradesh	55	113,460	2062.9
West Bengal	32	33,930	1060.3

* Figures collected from Education in India 1959-60, Vol. I, Report, 1963.

The statistics from Table IV and V reveal that in States like Andhra, Assam, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa, Punjab and West Bengal, the State Governments should strengthen their school inspectorates. In case of Assam, Maharashtra and the Punjab their State Governments need to pay immediate attention to the strengthening of the inspectorate. Except Orissa it can be seen that all the other States are thickly populated and most of these States have large secondary schools. In a number of States, the inspector has three-fold problems: a large area to cover, a large number of schools to inspect and a large number of pupils and teachers to inspect. Again Table IV and V show the critical situation and call for considerable strengthening of inspectorate, particularly in case of numbers 1, 2, 3, 4, 7, 9 and 12.

To sum up, two major problems confront the school inspection:

- (a) Too large an area per inspecting officer.
- (b) Too large a number of schools per inspecting officer.

on what basis or criteria?

Both these problems are inter-related. Both call for a common remedy, namely strengthening of the district inspectorates. But this discovery is not a new fact; 'inadequacy of qualified inspecting staff' is an age-old complaint, and yet the State Governments have not strengthened inspectorates adequately. To substantiate this statement, two major documents of the present century may be briefly cited here. The Hartog Committee's Report reads: ".... if the system of public education in India is to be efficient, the inspecting staff in the provinces must be both enlarged and improved."¹⁰

Even 25 years after this report ~~was~~ happens to witness that school inspectorates' needs to be strengthened. The Secondary Education Commission's Report reads :

The administrative duties relate to the annual inspection of records, accounts, office routine etc. For this purpose he must have the assistance of a competent staff. With the increase in the number and types of schools, this duty will require a considerable amount of its

¹⁰ Review of the Growth of Education in British India, 1929, p. 306.

time if he is to discharge these functions properly and efficiently. The time needed for the purpose has necessarily restricted the scope of his activities on the academic side. Moreover, the multiplicity of the subjects taught in the school by specially qualified staff now makes it very difficult for any single officer, however, qualified, to inspect them thoroughly and to advise on all their problems. We, therefore, recommend that the academic work of the school should be thoroughly inspected by a panel of experts with the Inspector as Chairman.¹¹

What is the chief cause of ^{States} not strengthening inspectorates adequately with the duly qualified staff? Is it owing to other educational needs of the State that the State Government is not prepared to implement the recommendations of the Secondary Education Commission in this respect, or is it that the country has not realised sufficiently the need for adequacy of inspecting staff? Can one say that with the existing financial resources of the

¹¹Report of the Secondary Education Commission
(Government of India), 1953, pp.184 - 185.

country, it is not possible to strengthen the school inspectorates for several years to go ? It is hard to understand the reasons why this sort of affair continues even under the gigantic third five year plan of the nation.

However, the fact that school inspectorates in India lack strength cannot be denied. Then what may, under the circumstances, be the solution to have an adequate inspecting staff for the rapid expansion of secondary education in India ?

Alternative Suggestions for Strengthening of Inspectorates.- In addition to the departmental effort of strengthening the inspectorate, there are three main sources of supplementing school inspectorates.

They are :

1. The Teachers' Colleges;
2. The Headmasters' associations; and
3. The Teachers' associations.

The teachers colleges may be called upon to help the inspectors in their work. Training colleges are the centres where new ideas and ideals develop in teaching methods. These colleges could make valuable services

of their senior teaching staff available for inspecting work. But the difficulty is that sometimes the training colleges staffs complain of having too much work. Nevertheless, they can help the inspectors in their inspection work occasionally; for example the inspector's one of the important duties is to help the school to improve its teaching standards. Here the teachers' college staff can help the schools as they have 'teaching practice' for their trainees, in rural and urban secondary schools. Another agency through which schools could be evaluated and accepted for inspection by schools is the associations of the headmasters and teachers. These associations may be asked by the Department to appoint a team of specialists for the inspection of secondary schools within the specified areas.

Though these sources could supplement school inspectorate to some extent, it has to be remembered that all other arrangements, short of appointing assistant inspectors in a sufficient

number for each district or region, would remain far from satisfactory. So let it be reiterated that the State Governments should re-organise inspectorates on the lines suggested and must strengthen the inspectorates substantially if the public has to be guaranteed that the secondary schools in the country have good standards of education. Lastly, there is one more suggestion which needs consideration and trial: Mysore is perhaps the only State in India (excluding Madhya Pradesh) from which other States could conveniently take a leaf. Mysore has not only the divisional deputy directors but also the district education officers and now the Assistant Education Officers in charge of sub-divisions of districts.* In other words districts should ^{be} split up into smaller units. This will reduce the jurisdiction of a district education officer, when such, units are placed in charge of assistant education officers. In brief, the problem of strengthening of inspecting staff could be tackled in a number of ways: by separating officers for administration and inspection,

* Vide Chapter II

by splitting districts to reduce the jurisdiction, by appointing assistant education officers and by taking assistance of training college staff, headmasters' and teachers' associations etc.

Closely related to the problem of strength of inspectorate is the selection and training of inspecting officers, since the inspector of schools holds a key position in the educational administration in India. Furthermore, improvement in the quality of education provided in secondary schools largely depends upon his selection and training and his professional skills and techniques. As the direction and supervision of schools is becoming a skilled and specialised job, the inspector as an educational leader should have adequate preparation and training. In new India, the role of the inspector is rapidly changing. Now his old mission - the inspection of administrative aspects of schools is getting insignificant, though necessary. Thus 'inspection' gets new meaning:

It must act as a stimulus rather than as a constraint to schools.

Seen in this light, the inspection of schools takes on a new intellectual and human value. It will not do if the inspector is a dreaded officer who merely inspects and criticises schools and teachers. He has also to be their guide, to advise them and enrich them from the fund of his own experience; he should be able to be the teachers' teacher, and must be as capable of judging the content of lessons as their forms; he must, therefore, go on reading and learning and keeping in touch with new developments in his subjects; and just as in France, he should be ^{the} supporter and even the promoter of teachers, ensuring that they obtain justice and that they can exercise their professional ability with an independent mind. In these circumstances, it is easy to understand the significance of the choice of inspectors. The only factor that should be taken into account are academic abilities and personal qualities. The nature of all these demands may tempt us to look for the "ideal inspector;" but he is as much of a myth as the "ideal teacher." Whatever we regard

as the essential qualities in an inspector, our practical concern should always be to secure men and women with potentialities for the particular kind of leadership which guidance requires and to help them to prepare themselves for the actual job.

Selection and Training of Inspecting Officers.-

A close study of Table^{VII} reveals that some states notably Assam, Punjab and Rajasthan do not seem to attach much importance to the experience of teaching in secondary schools or professional qualifications. In these states some inspecting officers have a little higher academic qualifications but do not seem to possess any teaching qualifications. In some cases arts and science college lecturers are promoted to inspectorships because they are Government officers. They are neither appointed as an understudy as in England; nor is there any special examination for inspectorships as in France; nor is there any special arrangement for their special training. In some cases inspectors are recruited directly to inspectional posts and

TABLE VII

Qualifications and Emoluments of Inspecting Officers*
(1960-61)

No.	State	Officer	Qualifications	Emolument in Rs.
1.	Andhra	District Education Officer	Trained post- graduate for direct recruitment and trained graduate by promotion.	300-500
2.	Assam	Inspector of Schools	Post-graduate Degree (+special pay 150/-)	350-800
3.	Bihar	District Inspector of Schools	Trained Graduate	200-750
4.	Gujarat	District Inspector of Schools	Trained Graduate	220-650
5.	Jammu & Kashmir	(i) Dy. Director of Schools	Post Graduate Degree with foreign training in education	500-800
		(ii) Inspectress of schools	Trained Graduate	200-350
6.	Kerala	District Education Officer	Trained Graduate	250-400
7.	Madhya Pradesh	District Inspector of Schools	Trained Graduate	250-550

(Table VII continued)

No.	State	: Officer	: Qualifications	: Emolument in Rs.
8.	Madras	District Education Officer	Trained Post-graduate with 12 years' teaching experience for Grade I direct recruit and trained graduate for Grade II	300-800 230-500
9.	Maharashtra	District Inspector of schools	High academic qualifications with sufficient experience and preferably teaching experience	220-550
10.	Mysore	District Education Officer/Inspector of schools	Graduate with training	200-400 250-500
11.	Orissa	(i)Inspector of schools	Graduate with degree or post-graduate diploma in education and having teaching and administrative experience	300-860
12.		(ii)District Inspector of Schools	Trained graduate with teaching and inspecting experience for direct recruitment and 15 years experience in case of promotion	200-700

(Table VII continued)

No.	State	: Officer	: Qualifications	: Emolument in Rs.
12.	Punjab	(i) Divisional Inspector of Schools	Post-graduate degree with administrative experience	350-750
		(ii) District Inspector of Schools	Trained Graduate	350-750
13.	Rajasthan	Inspector of Schools	Post-graduate or trained graduate with 3 years administrative experience	300-700 (+ Rs.100 as special pay)
14.	Uttar Pradesh	District Inspector of schools	Trained Post- graduate	(i) 500-1200 (ii) 250-850
15.	West Bengal	District Inspector of Schools	Trained Post- graduate	250-750

* Figures collected from Education in the States 1960-61, and Education in India, 1959-60, Vol. II.

while certain academic qualifications are prescribed, experience and other relevant qualifications are not duly emphasised.

Just twenty years ago, the Bottomley Committee was appointed by the Central Board of Education to consider the question of the recruitment of education officers in India. The committee made it clear that the experience of Bengal was shared by practically all the other Provinces and that there was general agreement as to the urgent need of steps being taken to counteract the steady deterioration in the quality of the persons available for the senior posts particularly on the administrative side of the education service. Its recommendations, if carried out, would certainly have placed the system of recruitment of inspecting officers on a sound footing and secondary education would have not suffered deterioration. The Report of this Committee said:

The Committee are also able to state at once that the results of their enquiry give them no reason for difference from the

opinion set out above. From the information before them, they were satisfied that the drawbacks inherent in the present system, to which the Government of Bengal have called attention, are widespread and that the existing method of recruiting education officers, particularly on the administrative side, is not likely to produce men and women of the requisite calibre to enable an approved system of public education to be established and maintained. In view of the importance which ought to be attached to the Education service, the financial attractions offered to young men and women of outstanding ability to enter the education service are distinctly inferior to those offered by other services.¹²

Thus the main drawbacks in the present method of recruitment of inspecting officers are:

1. Special importance is not given to the basic requirements of the candidate for inspectorship.
2. Sufficient weightage is not given to the candidates' experience gained in secondary schools.
3. Particular stress is not laid on the candidates' professional qualifications.

¹²Report of the Bottomley Committee on the Recruitment of Education Officer, 1943, p.117.

4. There is no arrangement for the training of inspecting officers.
5. There are no attractive emoluments in the education service.

In general, possession of a bachelor degree and a teaching certificate is the basic requirements for entrance into the inspectorate of secondary schools in most of the States in India. Obviously the typical beginning school inspector is no better prepared to undertake the function of educational leadership than an ordinary teacher of a secondary school. Therefore the minimum basic education of an inspecting officer ought to be an M.A. degree, and a teaching qualification.

It is true that now there are trends in the selection of candidates for inspectorships, which take into account the basic requirements in the education of the inspector. These trends seem to indicate a growing recognition of the significance of an inspector's functions as an educational leader, and an effort to prepare him to undertake them. While such progress is gratifying, there are still certain

limitations in the inspector's preparation, which need to be remedied. Although specialists in education agree that preparation for educational leadership should occur at the graduate level, most beginning inspectors in India to-day enter their first position with no preparation beyond that for teaching. The result is that the inspector in large part acquires his professional preparation for his duties and functions while he is attempting to perform them. This situation does not seem to be defensible. Therefore, besides possession of the master's degree in one of the school teaching subjects and a teaching degree, the inspector should have several years of successful teaching, supervisory and administrative experience at the secondary school level.

The inspector's academic preparation for teaching should be ^{as} broad as possible not only because he must be prepared to have contacts with many activities in secondary schools but also because of the present trend toward the development of integrated and core curricula. No matter how broad education the inspector has received, as he as an educational leader will find it necessary to supplement his university education by reading

and study in order that he may keep abreast of the movements in many fields of modern life. Also his graduate academic preparation should include technical courses essential for teaching, such as educational psychology, methods of teaching and student guidance. It should also include abroad foundational courses, such as principles of secondary education, philosophy of education and educational sociology. These foundational courses are extremely important because they provide the prospective inspector with some understanding of the place of the school in society, the functions it would perform and the meaning of social movements for education.

From the standpoint of educational leadership this basic preparation is essential, which he should have as part of university education, and teaching experience provide him with an understanding of the nature and activities of the school which will make the preparation for his duties as an inspector, more meaningful. In order to perform his functions properly, the inspector must be a competent teacher understanding the duties, responsibilities and problems of the

teachers. Post-graduate professional training and experience of teaching, supervision and administration in secondary schools constitute the basis for preparations for educational leadership. Since the purpose of this professional training is to prepare the inspecting officer to perform his duties and functions, he should acquire this preparation before he undertakes them. For the inspector, to attempt to perform any of the functions of his office before he has had appropriate preparation is educationally unsound. To obtain the prospective inspecting officers who possess a good academic education and adequate preparation for teaching, our universities have to be asked to provide inter alia the courses as briefly referred to above.

At present, few inspecting officers possess a post-graduate degree (M.A. or M.Sc.) some of them even do not have any professional training. For such officers, in-service courses of intensive nature should be organised so that they may improve their professional preparation and such officers should be given generous study leave for a master's degree to

improve their academic qualifications. But the prospective inspector must possess a master's degree as a minimum academic preparation and a degree or diploma in education. Then the selected inspecting officer should be deputed to have a year of post-graduate study in a well-equipped college of education for his preparation for educational leadership.

At the college, the nature of the preparation the recruited inspector should acquire, should be determined by the two major functions which he must perform as an educational leader of his district. He must have courses which will broaden and deepen his understanding of social order and of functions of education so that he may participate as a leader in the improvement of the educational programme of his district. He must also have courses which will furnish him with the knowledge and skill which will enable him to supervise teaching in schools and to carry on the programme for improvement in schools in his charge.

To be an educational leader, the inspector should be well equipped with his academic and professional preparation. He must be able to understand the social, economic and political changes taking place in society and to interpret their meaning for the schools and the pupils who are attending them. He must be able to aid teachers to understand the changes which are occurring and to improve and adjust the educational programme in the light of these changes and their impact on pupils. In order to obtain these understandings, the inspector should have studied courses in educational sociology, philosophy of education, organisation and administration of education, comparative education, educational psychology including the psychology of learning and of adolescence. Courses in these subjects will contribute individually and as a group to enlarging and deepening his understandings of schools in their social setting and his ability as an educational leader in improving the academic standards of the schools in his area. Organisation

and administration of education should provide him with a fuller understanding of the place of secondary schools in the educational system and the issues and problems which need solution. Study in comparative education should furnish him with a background of knowledge of secondary education in other countries against which Indian educational institutions and practices may be evaluated. In brief, these above-mentioned courses should provide the inspector with concepts, understanding and a standard of values in education essential for educational leadership.

To acquire knowledge of methods of teaching, through which he may be of assistance to teachers, the inspector should have courses in supervision of teaching, foundations of methods in teaching and construction of courses and curricula. Likewise, he should acquire competency in measurement and evaluation so that he may assist schools in measuring the outcomes of their own teaching and of the educational programme so that they may determine the area in which improvement is needed and may also

evaluate the results of their efforts to improve. The chief purpose of systematic study in these more technical fields is to enable the inspector to develop the knowledge and understanding for carrying on the work of improvement in secondary schools. The inspector must be able to guide and assist the teachers to improve their teaching methods. He should use democratic methods in stimulating the teachers to evaluate the methods and practices of teaching, to develop a programme for improvement and to assist them in carrying it to a successful conclusion.

The inspector ought to remember that his own education is never completed but is continuing process. New methods and procedures of teaching school subjects are being developed and older techniques of teaching are being refined. A progressive inspector must supplement his university education by a continuous programme of reading and study. An inspector who fails to continue actively the study of his field finds after a few years

that the educational world has moved past him and he is out of touch with it. How many inspectors realise this simple fact to-day? A progressive inspector would always endeavour to improve his professional knowledge and keep informed of what is going on in the educational world.

Recruitment and Emoluments of Inspecting Officers

If the educational administration of the district has to be placed in charge of an officer who has general education, professional preparation, the education for the role of an educational leader in a democratic society and the specialised professional skills and techniques, there ought to be the All-India Education Service in addition to the State Education Service. Fortunately the climate has already been built in Parliament for the all-India education service. In fact this was needed long ago. This service is most essential for two reasons: national unity against too much parochial regionalism within the country; and the second - the more important of the two - for co-ordination of educational developments in the States.

In this connection, the view of the members of Parliament is of interest: while approving the Union Government's Bill for the creation of three new all-India services - engineering, medical and forest - Several members of the House of Commons demanded a fourth to look after education on a countrywide basis. The need for an All-India Education Service was stressed and it was pointed out that regional emphasis in the teaching of history posed a threat now to the integration of the country and might even contribute to its cultural fragmentation. The view of establishing the All-India education service has had full support in the States Reorganisation Commission's recommendations that 50 per cent of the posts in each State should be filled by the officers of the All-India Services. It is good that the Government of India seems keen to have an Education Service for the whole country.¹³

But the re-introduction of the All-India Education Service calls for careful consideration. Since 1921, education has been a state subject under the direct control of an Education Minister responsible to the

¹³News item in the Times of India, 15th August, 1963.

State legislature. The Constitution of free India has not deviated from that pattern. Thus the Central Government has neither any direct responsibility nor any legal or constitutional rights; but in practice the Central Government takes an increasing interest in almost every aspect of education. This makes it possible to ensure national uniformity in its aims, objects and standards of education. The Central Government extends its functions as an advisory and co-ordinating agency. The financial resources of almost all States are inadequate to support their educational programmes and they look to the Central Government for grants and subsidies for short as well as long terms projects. The Central Government is also a repository of information from all the States and often functions as a clearing house for all of them. Legally, however, the Central Government can only persuade and cannot compel. If a State Government is prepared to do without central financial aid, it can exercise its constitutional right to ignore its advice. But this sort of happening is checked by the fact that there is the Central

Advisory Board of Education. It is an advisory body as its name indicates but since, in addition to a number of experts, it also includes all State Education Ministers as members and has the Central Education Minister as its chairman, its deliberations have an almost binding force on both the Central and State Governments. The fact that its recommendations are almost invariably unanimous gives still greater authority.

So in order to ensure uniformity in aims, objectives and standards of education throughout the country, it is of the utmost importance to re-establish the All-India Education Service. This will also make the State Service of education more attractive and will raise its general standard, for the All-India Education Service would provide the education officers with greater opportunities for enlarging their chances of promotion and would minimise the risks of a too narrow regionalism. Until the All-India Education Service is instituted, there should be the interchange of education

officers between the Central and State Governments. This might be carried out with less difficulty than that between individual States; then this possibility should be further explored when the growth of the Central Ministry of Education has proceeded sufficiently far.

The All-India Education Service when established should be organised in such a way that the inspector has few or no administrative responsibilities. To this end, it is suggested that the State should be divided for the administrative purposes into the regions and each should be placed in charge of the Regional Education Officer (R.E.O.) under the All-India Education Service. Under the proposed reforms, the R.E.O. will be responsible for the educational administration of the whole region, and the regional inspectorate for the inspection of schools. It should consist of the chief inspector and specialist inspectors. If the Government of India bears a considerable part of financing of the All-India

Education Service, the above proposed reform is certainly feasible. A word is necessary to say in respect of the relationship that should exist between the Regional Education Officer and the Chief Inspector. Both have of course, to work in close co-operation, and though both have distinctly separate fields of work- administration and academic both have to work inter-dependently and co-operatively, under the control of the State Directorate.

Emoluments.- When new demands are made on the professional and administrative staff, society must see that they are well-paid and that the conditions of service are sufficiently attractive to the persons of a high calibre. A closer look at Table No.VII¹⁴ shows that the starting point of the inspectors' salary scale is not attractive at all particularly because during the post-independence period(1947-1964) there has been the phenomenal increase in the cost of living in India. The problem therefore requires urgent consideration. Though it is true that the State Governments have to attend simultaneously to a large

¹⁴Supra. P.No. 166.

number of other pressing problems, it is necessary to improve the inspecting staff's salaries, if education is to become a genuine nation building activity. If the State Governments are reluctant to improve substantially the present salary scales, the State Inspectorates will hardly be able to attract the right persons. The All-India Education Service when established should compare favourably with other All-India Services, as far as the salary structure of the staff is concerned. It must in no way be inferior to other All-India Services. In the same way the district inspector's emoluments need to be revised substantially. At present the inspector in Class I begins at Rs.300, whereas many headmasters of large secondary schools draw Rs.800 or more. How can the State Education Service attract a talented, experienced, professionally well-equipped headmaster or lecturer of a teachers' college to the inspectorate? The State Governments must, therefore, realise that the academic or administrative status unaccompanied by economic status will not induce the right men and women for inspectorships.

In addition to such general measures of improvement in salaries particularly at the initial stages, there must be some provision for study leave to be granted to inspectors.

Opportunities should be given to them to visit different schools and teachers colleges within the country and some of them, in higher position, may be given study leave on full pay to go abroad for periods ranging from six months to a year for higher education or to study educational work in foreign countries. The chief criterion for selection should be the extent to which the inspector will gain by his high^{er} study and experience for use on his return. Inspecting officers should also get financial aid to attend seminars, courses and conferences in education.

Conclusion

The democratic set-up of educational administration with the achievement of independence of the country has replaced the bureaucratic machinery of school inspection; but this has

necessitated the re-orientation of the organisation of the school inspectorates in India. From the evolution of the inspection system from 1854 to the present day in the first two chapters and the appraisal of the present secondary school inspection system in chapter three, the following defects have been discovered in the present set up. They are: the lack of the inspecting officers of high calibre; the absence of flexibility, simplicity and co-ordination, the want of democratic approach, too many activities, responsibilities and functions, the inadequacy of staff, and finally the want of a better system of selection and training of inspecting officers. These defects have been focussed again in the present chapter with a view to suggesting measures for the improvement of the system.

The following is a brief summary of the major suggestions for the reform of the organisation of school inspectorates:

1. To staff the inspectorate with the men of the first class calibre, their only high academic and professional qualifications will not do; they should also be men of vision, integrity, loyalty and faith in democratic principles. But it is feared such persons will not be tempted to the service unless there is the All-India Education Service, which has, for obvious reasons, its attractions.
2. To get rid of the red tapism and complexity, the State Department of Education should adopt those policies which define the broad approach and principles while leaving a good deal of freedom for regional and local adaptations. For a greater organisational flexibility in administration, inspecting officers of different districts of a region should meet at times; also periodical meetings of inspecting staff, headmasters and teachers should be arranged to enable them to share their common experiences. Meetings of this kind can do a great deal to encourage, co-ordinate and inspire the educational efforts over a wide area.

3. In the new set up, there is no place for dictation or domination as the inspector is to serve as a leader among his co-workers and as a partner with teachers. To have such a change accomplished soon is difficult; but to realise it, the administration needs to follow the basic principles of the democratic administration.
4. The inspector's mere auditing and examining of school records will not do. He has to be an educational leader, guide and adviser of the school. To meet with success this new challenge, the inspector must have either a few administrative duties besides inspection, or only inspection duties. For this, two cadres of officers can be considered, as is seen in many countries abroad, or there should be considerable elimination of the inspector's duties and functions.
5. In whatever way it is determined to relieve the inspector of some of his work, it is still necessary to strengthen the district inspectorates, for the dominating feature of the present inspectorate is: too large an area ^{and} / too large a number of schools

per inspecting officer. It is time for the Government to call upon certain agencies such as Teachers' Colleges, The Headmasters' Associations and the Teachers' Associations for their services in respect of school inspection, in addition to splitting up of districts into subdivisions and appointing assistant education Officers to be in charge of these smaller units.

6. To secure the services of the right men and women, the State Ministry of Education must attach special importance to (i) the general education of the candidates for inspectorship; (ii) their experience in secondary schools; and (iii) their fundamental professional preparation, which they should receive at the teachers' college and for which they should be deputed on full-pay.
7. For administrative purposes, States should be divided into regions and each of which should be placed in charge of an officer of the proposed All-India Education Service; the designation of an officer of the region may be the Regional Education Officer who will be responsible for the administration (and not inspection) of the education

of his entire region. This reform will help to relieve the inspectors of their administrative duties mainly relating to the grants-in-aid to schools and enable the inspectors to concentrate on their real work to help and guide the schools in order to improve the quality and standards of education in secondary schools.

8. To attract the men and women of scholarship, originality, vision, insight and versatility in the work of education, the State Governments must revise the inspector's emoluments substantially. Will it be realised that the headmaster of a large secondary school receives the salary as much as Rs.800, whereas the inspecting officer of Grade I receives Rs.300 as his starting salary? The salary scales of the inspecting officers must be raised at least at the initial stages. In addition, inspecting officers must have other facilities such as more liberal travelling allowances, study leave abroad etc.
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