

## CHAPTER II

SECONDARY SCHOOL INSPECTION  
SYSTEM IN FREE INDIA  
( 1947-1964 )

In 1947, when India became independent, education was a provincial subject and the Constitution of free India has not deviated from that pattern. Except in respect of University and technical education, education at all stages still remains to be a State subject. However, the national needs for co-ordination of facilities and the maintenance of educational standards have compelled the Central Government to take an increasing interest in almost every aspect of education, and now there exists a working partnership between the Centre and the States in the field of educational reconstruction. In this respect

Dr.K.L.Shrimali observes :

Considering the vastness of our country and its varied economic and social conditions, a decentralised system of education is best for us. It will lead to greater national solidarity if the initiative and leadership continues to remain at the State level. It is also a guarantee against regimentation in thinking and a most effective means of guaranteeing freedom of speech and discussion and of protecting schools against the propoganda of any political party which may be in power at the Centre. At the same time we must realise that there are great dangers involved in unco-ordinated development of a decentralised system of education. Therefore, the Central Government can hardly be indifferent towards them. The test of Indian statesmanship is whether a pattern of education can be evolved where a working partnership is established between the Central and State Governments, since both have responsibilities for the education of children.<sup>1</sup>

To fulfil the responsibilities, one of the most important steps that the Central Government had taken was the appointment of the Secondary Education Commission in 1953. The Report of this Commission has not proved merely a blue-print to be placed on a shelf,

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<sup>1</sup>K.L.Shrimali, Problems of Educational Reconstruction in India, ( Ministry of Education, Government of India, 1960), pp.4-5.

but has been given a careful attention with regard to the implementation of the Commission's recommendations on the reconstruction of secondary education in India. The Commission examined among other aspects of secondary education, the condition of school inspection, and commented in the following manner:

The present system of inspection of schools was subjected to criticism by several witnesses. 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 this time was taken up with routine work like checking accounts and looking into the administrative aspects of the school. There was not enough time devoted to the academic side, and contacts between the inspectors and teachers were casual. It was also stated that the number of schools entrusted to the care of an Inspector was too large and the range too wide for him to be able to acquaint himself with their work and appreciate their problems; nor was he in a position to advise and guide the teaching staff in improving the work of the school. It occasionally happened that the inspector instead of being "the friend, philosopher and guide" of the school, behaved in such a critical and unsympathetic way that his visit was looked

upon with some degree of apprehension, if not resentment.<sup>2</sup>

The Commission pointed out the glaring defects prevailing in the school inspection system in free India. These defects have perpetuated since long because as secondary education expanded in the past decades, the inspectorates with limited personnel and resources could not cope with the work. The bureaucratic form of administration increased in education and the main purpose of inspection to help schools to improve their standards of instructions was lost sight of. Mostly, inspectors attended to routine work and neglected the role of instructional leadership. They acted as watchdogs of Government finance, but not as advisers of schools. They did not play the expected role in the development of education in India. The Commission, therefore, stated that " in our view the true role of an inspector for whom we would prefer the term Educational Adviser - is to study the problems of each school, to take a comprehensive view of all its

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<sup>2</sup>Report of the Secondary Education Commission, 1953 ( fifth Reprint, 1962), p.149.

functions and to help the teacher to carry out his advice and recommendations."<sup>3</sup>

In the year 1954, the International Team appointed by the Ford Foundation confirmed the observations made by the Commission and agreed upon the new role that inspectors have to play in free India. The Team emphasized that changes and improvements in the machinery of administration cannot be effective unless the spirit of administration also undergoes a change. If the administrator does not look upon his work more as a matter of human relationships than as a mechanical application of rules and regulations, teachers will find it extremely difficult to do their job in transforming their schools. Hence, the inspector has an important role to play in this change-over.

According to this expert team, the school inspection system was not satisfactory owing mainly to the following reasons:

1. The role of the inspector is wrongly conceived in that he is regarded primarily as a person whose function is to judge rather than to advise and guide.
2. Most inspectors have no specific training for

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<sup>3</sup>Ibid.

their job, and some do not even have any professional training or experience.

3. Almost all inspectors to-day have to devote a considerable portion of their time to administrative duties.<sup>4</sup>

While it is true that both the Central and State Governments have made considerable endeavour in implementing some of the most important recommendations and carrying out some of the suggestions of this Commission and the International Team, they have so far paid little attention to the improvement of the school inspection system. This can be seen in the following section of this chapter.

#### INSPECTION SYSTEM IN VARIOUS STATES

A survey of the present inspection system of secondary schools of each State in full details has been based upon the comprehensive replies to the questionnaires received from the Directors of Education, Inspectors of Schools, Educationists, Headmasters and Teachers in each State and the authoritative sources referred to on the subject.  
( Vide Appendices )

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<sup>4</sup>Report of a Study by an International Team  
( New Delhi, Ford Foundation, 1954 ), p.106.

Andhra Pradesh

The Director of Public Instruction is the Head of the Department of Education. For inspection, he is helped by a number of officers ranging from deputy directors at the regional level to deputy inspectors at district level. He also has a number of special officers and inspectors to assist him. The district educational officer may be said to be the cornerstone of educational administration. There are 30 district educational officers, one in each educational district; and in addition there are 5 inspectresses to supervise girls' schools.

The minimum qualifications for the inspector of schools are a Bachelor's degree and a degree or diploma in teaching. The inspector has generally gained the experience of educational administration as a teacher or headmaster. His assignment and duties are, in general, the inspection and administration of secondary schools. The inspection work of secondary schools for boys in the State is done by the District education officers and by the regional deputy directors of Public Instruction with the help of

gazetted headmasters. Whereas the inspection of girls' schools is done by inspectresses of secondary schools for girls. The district education officers are not in charge of secondary schools only; they are also responsible for the entire education of their administrative unit ( district ). Now a team of subject inspectors inspect all secondary schools and higher secondary schools in the State. In this State there are no special inspecting officers for vocational schools or multipurpose schools.

There is a prescribed form for a secondary school inspector's report. The inspection of secondary schools is done annually. Although the length of inspection depends upon the strength of the school, it is generally found that each secondary school requires 3 to 4 days for its full inspection. The inspector, at the end of the inspection of a secondary school, holds a general meeting of the teachers and the headmasters of the school, and discusses with them the common points of interest. The inspector sometimes pays surprise visits to secondary schools to study the natural condition in which they function. Even with the expanded strength

of the inspectorate in recent years, district educational officers have found it hard to do justice to their manifold responsibilities that range all the way from the supervision of developmental work at the village level to the inspection of secondary and multipurpose schools designed to improve efficiency of teaching techniques. With the increasing programmes that the district officers have to direct and implement, they have little time to give to academic work in the thousand and odd secondary schools of the State. The recent creation of the posts of special inspectors assumes in this connection a special significance. It is hoped that the district officers and the special inspectors, between them, will be better able to attend to the academic needs of the secondary schools and that the new accession to the strength of the inspecting staff will go a long way to improving standards of inspection.

Among other measures of reform, the following need special mention: In order to make him mobile, each district officer has been given a jeep car. Steps have also been taken to improve the salary

scales of the inspecting officers. It has been now the policy of the Department of Education in Andhra Pradesh to provide for some measure of interchange between the inspecting and the teaching staff. This is why the posts of deputy inspectors and school masters have an equal status. At the district level, there is a combined cadre of district educational officers, lecturers in training colleges and headmasters of secondary and training schools; and finally, under the pressure of ever increasing programmes, antiquated rules and procedures governing financial and day to day administrative matters are being gradually simplified and brought up-to-date. Under the 'Panchayat' Samitis and Zilla Parishads Act, certain powers and functions have been assigned to these bodies on educational matters also. The smallest units of local administration which have now been made responsible for educational programmes were hitherto the exclusive concern of the district inspector.

#### Assam

In recent years the administrative and inspecting

staff of the Department of Education has been strengthened. At present, there are six posts of Assistant Directors of Public Instruction, who are in charge of different forms of education. There are six circle inspectors, six assistant inspectors and two special officers concerned with the inspection of secondary schools in the State.

The minimum academic qualification of the inspector in this state is a Master's degree and that of his assistants helping him in the inspection of secondary schools is a Bachelor's degree. But the inspecting officers have no special qualifications in educational administration. Inspectors and assistant inspectors visit and inspect high schools and deputy inspectors of schools inspect middle English and middle Vernacular schools. The inspectors are in charge of entire pre-University education of their administrative unit, i.e. a division. There are no special inspectors for secondary schools or for vocational and multipurpose schools.

Unlike many other States, this State has no prescribed form for the report of the secondary

school inspector. The general procedure of class inspection is as follows: The inspectors of schools have to submit the inspection report showing the following particulars which are indispensable:

- (i) Name of the school, date of visit;
- (ii) Classwise enrolment, with average daily attendance;
- (iii) Percentage of pass in final examinations for three previous years;
- (iv) Staff with qualifications, designations, pay and length of service;
- (v) Financial position;
  - (i) Income,
  - (ii) Sources,
  - (iii) Total Income,
  - (iv) Expenditure(itemwise),
- (vi) General condition of the size of the school, building materials, etc. with sanitary arrangements, if any, remarks;
- (vii) General progress of the schools with class inspection and remarks;
- (viii) Discipline, organisation, administration etc.,
- (ix) Standard of instruction;
- (x) Remarks of inspecting officer.

Generally, the inspecting officer visits individual classes and watches discipline among pupils. He puts different questions to different pupils in order to measure their learning and knowledge and notes the answers in his personal note-book. If

not satisfied with the answers of the pupils, the inspector instructs the teachers to adopt necessary measures to improve the standard of teaching and mode of answering questions. The principal duties of an inspecting officer are to improve the standard of instruction in the schools in his charge and to see that the regulations of the Education Department are followed in these schools. Each school is provided with an inspection book which is intended primarily to contain systematic criticism and advice written by inspecting officers for the benefit of the staff and managers of the school.

All secondary schools are inspected once a year at least. The average length of inspection is two to three days. At the end of the inspection of a secondary school the inspector holds a general meeting of the teachers and the headmaster of the school and discusses with them the points of common interest. In this connection the following remarks made by the Director of Education in his replies to the questionnaire are of special interest: " A defect of continuity or persistence of purpose is common to inspection

throughout the State. A perusal of almost any inspection book will show that stark and corrigible faults have been in existence for ten years in schools which have been inspected in that period some twenty or thirty times. Intermittent notes neglect them. Seldom or never is any continuity or persistence manifest save a general and unfocussed purpose of improvement. In the results, I find schools have totally disregarded ten years' good advice."

The inspectorate has been strengthened recently: now there are six inspectors of schools with three assistant inspectors to help him. " In appointing the new inspecting officers," says the Director of Education, " care should be taken so that a balance is maintained between arts and science." He continues: " Another reform that is likely to come up in the near future is the appointment of subject specialists giving instructions in higher secondary schools. It is too early to say whether the subject specialists could be full-time inspectors or teachers and professors appointed temporarily to form a panel under

the chairmanship of the inspector of schools."

The greatest problem, in the opinion of the Director of Education that faces the inspectorate is the increase in the volume of work relating to the administration and organisation of the development schemes. A considerable portion, he declares, of the time of the inspector of schools is spent on organisation and routine administrative matters leaving very little time for actual educational supervision and guidance. The traditional system of one officer supervising teaching of all the subjects, he points out, is now wanting as the higher secondary schools are supposed to provide specialist teaching to some extent in the top classes. If the purposes of inspection, he suggests, are to help and guide the teachers, the number of schools per officer should not exceed 50 at the most. Besides routine inspection there should be some machinery devised to ensure supervision of the teaching of diversified courses by subject specialists. It is also necessary that the inspecting officers are not too much occupied with works relating to checking of accounts etc. This work may be done by a qualified accounts officer

attached to the inspector of schools. Seminars and refresher courses for inspecting officers are also considered necessary. Owing to the very large increase of secondary schools and growing problems of secondary education, a separate inspectorate for secondary schools is necessary for efficient inspection and implementation of various schemes in progress.

#### Bihar

The secondary schools in the State fall into two categories: Government and private. Government secondary schools are controlled and administered by the State Government through its administrative officers. Private secondary schools which far outnumber Government secondary schools are managed by their own managing committees, the constitution of which is regulated by the Board of Secondary Education. The State Government exercises control over schools by granting or withholding recognition, grant-in-aid and inspection by its own officers.

The minimum qualifications of the inspector of secondary schools is a B.A. or B.Sc. degree with a teaching degree or diploma and several years' teaching

experience. Whenever an appointment is made by direct recruitment, the recruit is put through his paces by being required in the first instance to work as an understudy to a selected officer for a specified length of time. All secondary schools are open to inspection by inspecting officers. They submit their inspection report of private schools to the Board of Education to acquaint that body with the progress and condition of secondary schools in the State, and the Board takes suitable action on the basis of these inspection reports. The administrative and inspecting officers for secondary schools are the regional deputy directors of education, district education officers and the sub-divisional officers. The post of the divisional inspector of schools has been converted into that of the regional deputy director of education, who is in overall charge of education in the division. Likewise, the district education officer is the officer in charge of the district. His duties include the supervision and inspection of secondary schools in his district;

he has to see that the schools maintain reasonable efficiency in teaching and discipline and the records and accounts are well maintained.

As the number of secondary schools has increased considerably in recent years, the sub-divisional education officers have been given charge of the private secondary schools in their subdivisions. They submit their inspection reports to the District Education Officer, and deal with the routine matters of administration in connection with these schools.

#### Gujarat

There are chiefly three agencies through which secondary schools are managed - Government, private agencies and local bodies. By far and large, secondary education is managed by voluntary agencies. The Director of Education ( D.E. ) is aided in his administration by Educational Inspectors of various districts. The D.E. controls secondary schools by the grant-in-aid code. For the purpose of inspection and supervision of secondary schools, each district is placed under the control of an Educational Inspector

who is the head of the educational administration of the district. So he exercises general supervision over primary education and social education, and is concerned with numerous administrative responsibilities connected with the all-round progress of education in the district.

The educational inspector is a class one gazetted officer; he is appointed by the Public Service Commission. The minimum qualification for the post is a graduate, plus considerable experience of teaching or administration in the college or school. He is assisted by the assistant and deputy inspectors in the inspection of secondary schools, primary schools, primary training colleges, etc. The new administrative set up at the district level is of recent introduction. Educational administration was, until 1953, mainly on the basis of educational divisions in charge of divisional inspectors.

Although under the old system the divisional inspector was assisted by a fairly large inspecting staff, it was difficult for him to maintain the necessary personal contact with the heads of secondary

schools in his division and consequently he had generally to deal with the problems concerning secondary schools in rural areas in the light of the reports submitted by his subordinate staff. This arrangement involved obviously a considerable amount of time in the disposal of work. But under the new administrative set up, the divisional inspectors were replaced by district inspectors with the object of efficient inspection and administration of education at the district level. The result of this change is that the constant and closer contact of the department with the educational problems of each district has been rendered possible. The new set up has ensured, to a considerable extent, more effective co-ordination and supervision of the work of the administrative officer and deputy inspectors and in the quality and frequency of inspection. The new set up has also envisaged the necessity of central inspection, supervision, control over, and guidance to, the district inspectors; with this end in view, two additional posts of deputy Directors of Education in the Bombay Education Service, Class I, were created

in 1953.<sup>5</sup>

In connection with the reorganisation of the administrative branch, Mr. S.S. Bhandarkar, the then Director of Education of the former Bombay State, remarked that " the idea underlying the new scheme is that the district staff should work as a team in close co-operation with each other inspired by a proper team spirit and outlook. Although it is too early to assess the impact of this new scheme on the educational institutions and, in particular, the secondary schools in each district, there is no doubt that the opportunities <sup>for</sup> ~~are~~ more frequent visits under the new scheme, have enabled the inspector to establish closer contact with the schools and teachers in the district. It is hoped that it will be possible for the inspector and his staff to pay more advisory visits to schools, and hold meetings with teachers to enable a free and frank exchange of views on important questions and to maintain greater personal contact than in the past."<sup>6</sup>

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<sup>5</sup>Education in the State of Bombay for the year 1953-54 ( Government Publication, Poona, 1956) p.23,

<sup>6</sup>Ibid.

Jammu and Kashmir

The State is divided into two Provinces - Jammu and Kashmir, each of which is in charge of a deputy Director. The Provinces are divided into districts - four in Kashmir and five in Jammu. Each district is in charge of a district inspector who is in charge of boys' schools - primary and secondary. A deputy directress is responsible for girls' education in each Province, and under her there are eight inspectresses of schools ( 3 for Kashmir and 5 for Jammu ). The D.E. is the co-ordinating link of the administration of boys' and girls' education. The headquarters of the Department of Education are at Srinagar in summer and at Jammu in Winter. The administrative unit for the inspection of schools is arranged as follows: The Tehsil Education Officer for each Tehsil; the district inspector for each district; the deputy Director for each Province; and the Director of Education for both the Provinces combined.

The minimum qualification of the inspector is a trained graduate. The deputy Director holds M.A. and B.T. degrees, while his assistants are at least trained

graduates. But these inspecting officers do not have any special qualifications of educational administration. There are no special inspecting officers for vocational or multipurpose schools in the State. The general procedure of class inspection is: the inspecting officers are required to look into the written work of pupils and see the teaching condition and to give practical demonstrations to teachers in the new techniques of teaching. The inspecting officer holds a general meeting of the teachers and the headmasters of the school and discusses the points of common interest with them. There is no prescribed form for the inspection report of the school.

#### Kerala

For educational administration the entire State has been divided into 17 Districts and 119 sub-districts, Each district is under a district educational officer, and each sub-district under an assistant education officer. The inspector of secondary schools is known in this State as the District Educational Officer.

The minimum qualifications of the district educational officer are a degree in Arts or Science and a degree in teaching. The most senior headmaster is preferred for appointment as a district educational officer. The same qualifications are expected of his assistants. In respect of assignments and duties, the district education officers inspect high schools and their assistants middle schools. District Educational Officers are responsible for the entire education of the district and similarly assistant education officers are responsible for the entire education of the sub-district. Under each district education officer there are a number of assistant education officers. There are no special inspectors for secondary schools; nor are there any special inspecting officers for vocational and multipurpose schools.

For inspection, a seven days' notice is given by the education officer to the headmaster of the school concerned with the intimation that work in the school should be carried on in accordance with the usual routine on the day of inspection, so that the education officer may have an opportunity to see how the school

is managed, the work of the teachers conducted and the discipline maintained. The examination of pupils ( during the inspection ) consists of testing the pupils so as to see whether teaching and discipline are such as to exert a right influence on the manner, the conduct and character of pupils and further to see whether faults detected by failures in examinations have been or are being corrected.

With regard to the average length and frequency of inspection of secondary schools, all arrangements for inspection of schools are based on the principle that each school should be inspected thoroughly at least once in each school year and visited at other times as frequently as circumstances permit. " It is the duty of the inspecting officer, " says the Director of Education in his replies to the questionnaire on the procedure of inspection, " to discuss with the headmasters and teachers and managers ( in the case of private schools ) their difficulties and problems and to help them in finding satisfactory solutions." The education officer himself prepares the inspection report. At least once in a year

surprise visits are paid to schools by the education officers, but they are so overburdened with their administrative work that they have little time for full academic inspection. Inspectors are expected to organise conferences of headmasters of secondary schools at district level and also sometimes at State level.

#### Madhya Pradesh

The State is divided for educational administration into four regions each of which is under a deputy Director of Public Instruction. They are known as Divisional Officers; next in the status are the District Inspectors of schools. Until April, 1960, there was a separate department for the education of girls' in the State. Now the two branches, boys' education and girls' education, have been merged, and the Class I posts of inspectresses of schools have been abolished. The District Superintendent of Education (D.S.E.) is now in charge of both boys' and girls' schools in this division.

As the formation of the State has brought a number of departments of education to this State, there is no uniformity with regard to the inspectors' qualifications and their work. However, inspectors of Grade I hold a degree and considerable experience of teaching and administration of secondary schools. The Grade I officers are, in general, appointed by the Public Service Commission; and they are known as gazetted officers. There does not still seem uniformity of procedure of inspection for the reorganisation of States brought several problems to this State. The Department of Education had to integrate several departments of education of the regions then merged into the State Madras

The inspecting staff includes divisional inspectors, district education officers, inspectors of schools and deputy inspectors. The district education officer is in charge of the entire elementary and secondary education of his district. The Department of Education has special inspecting officers for audio-visual inspection, a special inspector for Anglo-Indian

secondary schools, and a special technical education officer. Generally, the qualifications of the district education officers are a B.A. or B.Sc. degree and a teaching degree or diploma. Experienced teachers and headmasters are selected for the posts of inspecting officers.

The inspector is required to follow the inspection code prescribed by the Department of Education. The general procedure of class inspection is: looking into practical work, teaching aids and notes of lessons; watching lessons and giving suggestions to the staff. Usually the inspector takes two days to carry out the full inspection of a secondary schools, which he does once a year while occasionally he visits the secondary schools in his charge. His assistants who help him in his inspection work submit their reports which he studies and finally prepares his report.

#### Maharashtra

The State is divided, for administrative purposes, into four regions each of which is in charge of a Deputy Director of Education. In Western Maharashtra,

each district is in charge of an inspector in Class I who is assisted by a deputy educational inspector in Class II. In Marathawada, the old administrative pattern has been abolished and a system similar to that in Western Maharashtra has been introduced; but in Vidarbha, the old pattern still continues substantially. In Nagpur, there are four Divisional Superintendents of Education for secondary schools; and the district inspectors inspect lower secondary schools ( middle schools ). The question of introducing an integrated administrative pattern for the entire State is now under consideration. Another problem that faces the Department of Education in Maharashtra is that some of the district educational inspectors have each to inspect and visit as many as 100 secondary schools. The number runs over 271 for the inspector of Greater Bombay; while others have as few as one, twelve, fifteen or seventeen secondary schools.

Generally the inspecting officers hold a B.A. or M.A. degree and/or a teaching degree or diploma. Now more emphasis is placed on higher academic and

professional qualifications as well as on personal qualities of the candidates for the posts of inspecting officers. Appointments of Class I and II inspectors are made by the Public Service Commission.

The general procedure of secondary school inspection in both the States - Maharashtra and Gujarat - is more or less the same as these States have been bifurcated recently from the former State of Bombay. Intimation regarding inspection is given generally a week before and the particulars are asked to be kept ready. Generally, inspection lasts for a day, but in the case of a very large school, two days. The inspector sees whether teaching is methodical, the matter presented to the pupils is correct, whether blackboard work is satisfactory and the class is interested in learning. He may also be looking for personality and expression of a teacher. The inspector holds a meeting of the teachers and the head-masters and discusses with them the points of common interest. There is a prescribed form for the inspection report.

#### Mysore

The State is divided into five divisions for

educational purposes. Each division has a deputy director who exercises administrative control and supervision over all grades of schools within his jurisdiction. He inspects all the offices of the District Educational Officers, primary teachers' colleges and 25 percent of the secondary schools in his division. Next to the Deputy Director is the District Educational Officer in charge of a district. He inspects 75 per cent of the secondary schools in his district. He exercises general control and supervision over secondary schools. There is one assistant educational officer in each district to assist the district educational officer. It is also proposed to have two or three assistant educational officers in each district and to place them in charge of a sub-division of each district. They will be in direct charge of middle schools in the district. District Education Officers and Inspectors of schools hold a degree in arts or science <sup>and</sup> ~~and~~ have a degree or diploma in education. Their appointments are made both by promotion and direct recruitment.

The aim of secondary school inspection according to the State policy is to improve instruction in the classroom, to help removing the difficulties experienced by teachers and recommend ways and means of providing increased facilities for the better working of the school. There is a prescribed form for the inspection report. The inspector generally bears in mind the following points when he inspects the school: to watch the instruction; to gauge the progress of schools and pupils; and to find out any special difficulties that face the school. The average duration of inspection of a school is two to three days in the case of a large secondary school, and one day for a small secondary school. Schools are inspected annually. According to the time-table of the school, the inspector observes the teachers' work in the classes. He goes through records, including financial statements of the school. He holds a conference of the staff at the end of the inspection of the school. When he prepares his report to be submitted to the D.P.I. he takes into account the

reports of his assistants submitted to him.

With the object of giving educational guidance to the classroom teachers, a number of subject inspectors have been appointed. They are specialists in English, Kannada, Science and Mathematics, Social Studies and Physical Education. Each division has five such subject inspectors. They assist the deputy director of public instruction and the district educational officers in the actual inspection of high schools. It is reported that inspection of secondary schools in Mysore has become more efficient and systematic after the appointment of these subject inspectors. Their programme of inspection is prepared under the supervision of the Deputy Director of Public Instruction.

#### Orissa

The secondary school inspectorate comprises 7 divisional inspectors and 16 district inspectors.

The State is divided into seven divisions for the purpose of educational administration, each division is in charge of a divisional inspector; these divisions are divided into districts and their

educational officers are known as district inspectors of schools. It is the duty of each inspector to see that the regulations of the Department prescribed for the secondary schools are strictly followed, accounts are properly kept and discipline is maintained in schools. He is responsible for the administration of grants to all recognised private schools. He recommends appointments and dismissals of teachers of private schools. He inspects all boys' schools except those attached to Government colleges, and supervises the work of all district inspectors of schools. Schools attached to Government colleges are inspected by principals of the respective colleges. There are assistant inspectors working under inspectors in those circles where the number of schools is large.

There are thirteen districts in the State and each district has a district inspector of schools, who inspects middle schools, primary training schools and supervises the work of deputy inspectors, sub-inspectors and assistant sub-inspectors of schools. He also acts as the educational adviser to the Chairman of the District Board.

In respect of girls' education, the deputy Directress of Public Instruction inspects all high schools for girls within the State. She has several assistant inspectresses who are in charge of a group of three or four districts each. They inspect lower secondary and primary schools for girls in their respective areas.

The minimum qualifications of the divisional inspectors and his assistants are a degree in arts or science and teaching and administrative experience. Their appointments are made both by promotion and direct recruitment. The methods of inspection of schools in Orissa closely resemble those in Bihar with which it had long been associated.

#### Punjab

Divisional inspectors inspect secondary schools ( high schools ) whereas the inspection of lower secondary schools ( middle schools ) is assigned to district inspectors. The divisional inspector is in charge of the entire education of his division. However, the State had a Deputy Inspecting Officer for agricultural secondary schools, the Assistant Inspecting

officer for Domestic Science and Physical Education, but there are no special inspecting officers for vocational schools.

The minimum qualifications of a secondary school inspector is a graduate with a teaching degree, and at least ten years of teaching experience in a high school. The appointment of an assistant inspector also requires the candidate to have the same qualifications and experience as an inspector has. But an inspector or an assistant inspector does not necessarily have any special qualifications in educational administration.

In the Punjab, secondary schools have full inspection once in three years, but annual visits to secondary schools are a common feature. The average length of the inspection of secondary schools is three days. There is no prescribed form for an inspection report. The inspector frames the general picture of the school on the completion of the inspection; he and his assistants sit together and pull the impressions together, and also on the basis of reports submitted to him by his assistants after the inspection of the classes. Sometimes the inspector makes a surprise visit to schools to study the natural conditions

in which they function.

### Rajasthan

For the purpose of administration of secondary education, the State is divided into five divisions, each in charge of deputy director of education who is responsible for the administration and organisation of primary and secondary education. Each division is further divided into three districts, and each of which is in charge of an inspector. He is assisted by deputy inspectors and sub-deputy inspectors.

The minimum qualifications of the inspector is a trained graduate with at least 10 years' experience as headmasters of a high school or a post-graduate degree with five years' experience of administrative work. Secondary schools are inspected by the district inspector of schools, and middle or lower secondary schools are inspected by the deputy inspectors, who are also responsible for the inspection of primary schools. There are no special inspectors for secondary schools.

There is a prescribed form for the secondary school inspection report. The general procedure of class inspection is as follows: the classes are inspected with

a view to finding out how far teachers are following methods taught in teachers' colleges; and how far pupils are benefitted by teaching. High schools require at least three days each for their annual inspection. Each middle school is inspected by the deputy inspector once a year and its inspection requires one or two days. The district inspectors inspect all middle schools once in three years.

#### Uttar Pradesh

The State is divided for educational administration into eight regions, with a deputy director for each region. The director of education has delegated a part of his responsibility to the Regional Deputy Directors. This includes the administration of the grant-in-aid, arbitration of disputes between teachers and managements, hearing of appeals against inspectors etc. Each region is further divided into districts ( there are 54 districts in all ), with a district inspector of schools for each district. He is responsible for the efficient administration of the schools in his jurisdiction. High schools are inspected by the district inspectors and middle schools generally by an assistant inspector.

District inspectors of schools are generally trained post-graduates and their appointment is done by promotion and recruitment. The regional deputy directors, district inspectors and inspectors inspect secondary schools annually. They inspect class teaching examine pupils' class work and check other administrative aspects of the schools. They accumulate the other particulars of the school through the inspection form.

#### West Bengal

The most important steps taken in the field of secondary education in recent years are: the introduction of the new grant-in-aid system by which high schools are controlled and inspected; and the establishment of the Board of Secondary Education for the regulation, control and development of secondary education in West Bengal. The Board has no inspectors of its own; the departmental inspectors, therefore, supervise and inspect the work of secondary schools. The Board gives them recognition and grants on the recommendations of the inspectors.

The Chief Inspector of Secondary Schools holds charge under the D.P.I. in all matters relating to

secondary education in the State. He is assisted by a deputy chief inspector of schools. The Director keeps himself in close touch with the inspectorate through the Chief inspector. The Education Minister sometimes addresses the inspectors in their conferences.

The District Inspectors are the inspecting authorities for all secondary schools for boys except Government secondary schools, which are inspected by the Chief Inspector of Secondary Education or his deputy. In the case of girls' it is the Chief Inspectress who visits Government schools and the district inspectress inspect other secondary schools. The assistant inspector visits junior secondary schools and primary training schools and helps the district inspector in supervising the work of sub-inspectors. In West Bengal the inspectorate consists of two branches: men's branch and women's branch. The minimum qualification for the post of the Chief Inspector of schools ( for secondary education ) is the first class graduate degree with teaching and inspection experience. The same qualification is

prescribed for the inspector of secondary schools. As regards women inspecting officers, they have the same qualifications as their male colleagues, but district inspectresses have a post-graduate degree and a teaching qualifications. The Inspector, in West Bengal, aims at disseminating new ideas gathered from his visits to schools of various backgrounds and traditions. He advises the schools on academic and administrative matters. He sees that in schools the standard of education is properly maintained, pupils are disciplined, adequate books and implements of teaching are made available, the teachers have training qualifications, the school rooms are comfortable, and without over-crowding, the attendance of both pupils and teachers is regular, the expenditure of money is not extravagant and follows closely the budget. He also sees if any extra-curricular activities are done in the school and advises the school authority to this end. Finally he does not fail to see if the rooms and school premises are kept neat and tidy. The inspector is generally required to see the books and accounts, to go to

classes and to check the quality of teaching by asking questions to the pupils. He is also required to see if curricula are too heavy for the pupils. Then, he would report the matter to the higher authorities. At the end of his inspection of the school, he writes out a report. A copy is sent to the Director of Public Instruction. In the reports, he gives his opinion in cases of recognition of new schools or renewal of recognition.

#### GENERAL OBSERVATIONS ON THE INSPECTION SYSTEM IN THE STATES

The Indian Union comprises 15 states<sup>\*</sup> and certain Union territories. Each State is free to evolve its own educational system. However, there is still a working partnership between the Centre and the States in the field of educational reconstruction. The re-organisation of States following the merger of princely states and the general reorganisation of states has affected the States to re-organise their Education Departments especially their school inspectorates. In doing so the State had to face a series of educational problems, for example in Madhya Pradesh the Department of Education had to be

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<sup>\*</sup> Nagaland is now a sixteenth State.

built up between 1947 and 1956 by the integration of the inspecting staffs of several education departments of the erstwhile princely states which had merged into them. Scarcely had this process been over, when another process of integration began in 1956 immediately after the creation of the present State. Mysore was another state which had to face on its formation in 1956 two major educational problems: the development of the less advanced Hyderabad-Karnatak region and the creation of an integrated system of education out of the five<sup>7</sup> different systems that were brought together as a result of re-organisation.

Despite difficulties, states have made considerable progress in the field of secondary education, and have given careful attention to the implementation of the recommendations of the Mudaliar Commission of Secondary Education (1953). But on account of a rapid expansion of secondary education, the State inspectorates, though from time to time strengthened, have not been able to cope with the tasks they had to perform

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<sup>7</sup>Review of Education in India:1947-61,First Year Book of Education, Ministry of Education,New Delhi,p.474,

particularly in maintaining and improving the academic standards of the schools.

Now almost all the State Departments of Education have nearly completed the work of their reorganisation. The State is divided for educational administration into units which may be regions or circles or divisions. These units have in most States been further divided into smaller units generally known as districts, and the present trend is to organise school inspection at the district level for it takes into account the fact that the smaller the area, the better the inspection work can be done. Andhra, Bihar, Gujarat, Kerala, Rajasthan and West Bengal have districts as their educational units. Assam, Jammu and Kashmir, Madras, Mysore, Orissa and Punjab have divisions as their units but divisions are further divided into districts. Madhya Pradesh, Maharashtra and Uttar Pradesh have regions as their educational units: these are sub-divided into districts. The names of units and the designations of inspecting officers vary with the State. One fact needs to be emphasized that in no State, truly speaking, are

there two distinct types of inspectorate - one for primary and the other for secondary education. Generally the inspector who is the head of the educational unit ( district, division etc. ) has the responsibility of all forms of education except that of collegiate education. In some States such as Mysore there are special inspecting officers for different subjects; in some other States such as Gujarat, Maharashtra, Punjab and Orissa, there are special inspectors for commercial, agricultural, vocational or multipurpose secondary schools.

Strengthening of inspecting staff in different States has continued throughout the post-independence period ( 1947-1964 ): Andhra Pradesh has its directorate and inspectorate considerably strengthened. For the inspection of secondary schools, the Director is helped by a number of officers ranging from Deputy Directors at the regional level to inspectors at the district level. He has also a number of special inspectors to assist him, and yet the inadequacy of the inspecting staff in Andhra Pradesh is felt. " Even with the expanded strength," A Review of Education in India ( 1947-1961 ) states, " of the inspectorate in recent

years, district educational officers have found it hard to do justice to their manifold responsibilities that range all the way from the supervision of developmental work at the village level to the inspection of secondary and multipurpose schools designed to improve efficiency of teaching technique."<sup>8</sup> In Bihar, besides strengthening the inspectorate certain measures have been taken to improve the efficiency of the administrative and inspecting staff by organising seminars, camps, conferences and short refresher courses. In Orissa, what is specially noteworthy is the interchangeability of the inspecting with the teaching staff, which has been accepted as a principle of sound educational administration. Accordingly, transfers take place in Orissa from time to time from the teaching to inspectorate branch and vice versa.<sup>9</sup> West Bengal draws our attention to its inadequacy of the inspecting staff. " The present staffing, says A Review of Education in India, " of the

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<sup>8</sup> Ibid.p.175

<sup>9</sup> Ibid.p.532

Directorate and the Inspectorate is obviously quite inadequate for the increased responsibilities of the Department. " And the Review warns: " if its efficiency is not to suffer, the Department will have to be considerably strengthened during the Third Plan.<sup>10</sup>

In a word, virtually all the states have begun to re-organise their State Departments of Education, owing mainly to the merger of princely States, reorganisation of the States in India and a rapid expansion of secondary education. Some progressive states, among which Mysore is a leading one have smaller units for educational administration and school inspection. Other changes such as more appointments by recruitment, a new recruit to work as an understudy etc. have also been introduced in certain states such as Bihar. Despite all these minor changes, there have been no major reforms envisaged as yet by any progressive state in India.

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<sup>10</sup>Ibid.p.677.