

**STUDY GROUP
ON THE
TRAINING
OF
DISTRICT EDUCATION OFFICERS**

REPORT

**NATIONAL STAFF COLLEGE
FOR EDUCATIONAL PLANNERS AND ADMINISTRATORS
NEW DELHI**

1972

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FOREWORD

The District Education Officer occupies a key position in the educational administrative set-up in the States. His roles and functions have been undergoing a radical change since Independence. The National Seminar on the Role, Function, Recruitment and Training of District Education Officers organised by the Asian Institute of Educational Planning and Administration in 1970 spelled out the roles and functions of DEOs in the light of the tasks and challenges of the day, and recommended *inter alia* that a Study Group be set up to identify the training needs of DEOs and to specify the objectives, types, duration and content of the courses to be organised for them, to suggest methods of training and to recommend institutional arrangements for this purpose at the State and Central levels. The Government of India accepted this recommendation and constituted a Study Group on the Training of District Education Officers.

With a view to identifying the training needs of DEOs realistically, the Study Group conducted a quick opinion survey on a stratified sample basis. The sample consisted of 4 officers from each State—one DEO of 3-4 years standing, one Deputy Director of Education of 3-4 years standing, one Principal/Headmaster of Higher Secondary School and one Deputy Inspector of Schools on the verge of promotion to the post of DEO in about a year's time. 64 State Education Officers from 17 States responded to the questionnaire. The Study Group had also the benefit of personal discussions with 41 of them representing 15 States. These discussions proved very realistic and useful.

We are grateful to the State Departments of Education and Directors of Education/Public Instruction for extending their fullest cooperation and help in conducting the opinion survey. I would like to take this opportunity to thank all the State Education Officers who responded to the questionnaire and took the trouble of coming to Delhi to participate in group discussions.

The Study Group recognised that the training needs of DEOs were also to be looked at with reference to the senior positions that they may occupy during the course of their professional career.

Our recommendations represent the combined thinking of the Group which happily included members with experience and expertise from various levels of education, general administration and management. I am deeply indebted to my colleagues for giving so much of their valuable time to the deliberations of the Group.

It is hoped that the recommendations of the Study Group would receive due consideration of the Central and State Governments and the National Staff College, and necessary steps would be initiated to implement them as expeditiously as possible.

I wish to express my warm appreciation of Dr. S. N. Mehrotra, Co-ordinator of Studies, Asian Institute and the Member-Secretary of the Study Group for his valuable contribution in our work and for cheerfully bearing the main burden of drafting the Report.

M. V. MATHUR

Director

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CHAPTER I

Introduction

Background

1. A National Seminar on the Role, Function, Recruitment and Training of District Education Officers* was organised by the Asian Institute at New Delhi from February 11-13, 1970. It recommended, *inter alia*, the setting up of a Study Group for detailed specification of the objectives, types, duration and content of the courses to be organised for the training of District Education Officers, as well as to make suggestions regarding the methodology of training and the institutional arrangements for these courses at the State and Central levels.

2. In pursuance of the above recommendation, which was accepted by the Government of India, the Ministry of Education and Youth Services set up a Study Group on the Training of District Education Officers under the Chairmanship of Prof. M. V. Mathur, Director of the Asian Institute of Educational Planning and Administration, New Delhi. The Ministry's letter No. F. 29-29/70-UU dated April 23, 1970 on the subject is given in Annex I.

Terms of Reference

3. The terms of reference of the Group were as under :
- (1) To identify the training needs of District Education Officers keeping in view their long-range career planning and management.
 - (2) To specify the type and duration of courses needed for different types of entrants, namely, direct recruits, lateral entrants and promotees, keeping in view the recommendation of the National Seminar on recruitment policy.
 - (3) To indicate the objectives of these courses and suggest their content as well as the methods most appropriate for such training.
 - (4) To recommend the necessary institutional and departmental arrangements at the Central and State levels for organising training courses and programmes.
 - (5) To suggest a suitable machinery for coordinating various types of training programmes for District Education Officers all over the country and for periodical review and revision of courses.

*Report of the National Seminar on the Role, Function, Recruitment and Training of District Education Officers. Asian Institute of Educational Planning and Administration, New Delhi, 1970.

National Staff College

4. The first meeting of the Study Group was convened on September 15, 1970, but had to be postponed as, in the meantime, it was decided to treat this as a Study Group of the National Staff College for Educational Planners and Administrators and to convene the meeting after the Staff College had been registered. It was considered necessary to do so because the training programmes are to be conducted by the National Staff College itself. The National Staff College was registered as an autonomous organisation on December 31, 1970 and came into effect from March 1, 1971.* However, in the absence of the requisite staff, the study was conducted by the Asian Institute on behalf of the National Staff College.

Composition of the Study Group

5. During the intervening period, some changes took place in the positions held by some of the members of the Study Group. The composition of the re-constituted Study Group was as follows :

Chairman

Prof. M.V. Mathur,
Director,
Asian Institute of Educational
Planning and Administration, and
Director, National Staff College
for Educational Planners and Administrators,
New Delhi.

Members

Shri J.P. Naik,
Adviser,
Ministry of Education and Social Welfare,
New Delhi.

Shri T.N. Chaturvedi,
Chief Secretary,
Delhi Administration,
Delhi.

Prof. Girjapati Mukharji,
Director,
Indian Institute of Public Administration,
New Delhi.

* *National Staff College for Educational Planners and Administrators — General Information.*
New Delhi, 1971.

Dr. G.R. Dalvi,
Executive Director,
National Productivity Council,
38, Golf Links,
New Delhi.

Dr. M.B. Buch,
Head,
Centre of Advanced Studies in Education,
M.S. University of Baroda,
Baroda.

Shri A.P. Saxena,
Deputy Director (Training),
Department of Personnel,
Cabinet Secretariat,
New Delhi.

Shri D.P. Nayar,
Senior Specialist,
Education Division,
Planning Commission,
New Delhi.

Shri N.D.J. Rao,
Education Commissioner,
Bihar, Patna.

Shri K.R. Ramachandran,
Divisional Commissioner,
Belgaum Division,
Belgaum (Mysore).

Shri M.V. Rajagopal,
Educational Adviser and
(Ex-officio) Secretary to Government,
Andhra Pradesh,
Hyderabad.

Dr. C.M. Bhatia,
Vice-Chancellor,
Allahabad University,
Allahabad.

Shri C.G. Sahasrabudhe,
Director of Education,
Maharashtra, Poona.

Shri S.V. Chittibabu,
Director of School Education,
Tamil Nadu,
Madras.

Member-Secretary

Dr. S.N. Mehrotra,
Coordinator of Studies,
Asian Institute of Educational
Planning and Administration,
New Delhi.

Opinion Survey

6. The first meeting of the re-constituted Study Group took place on June 16, 1971. In this meeting the Group decided that in order to identify realistically the training needs of DEOs, a quick opinion survey on a stratified sample basis may be conducted immediately. The sample may consist of four officers from each State—one DEO of 3-4 years standing, one Deputy Director of Education of 3-4 years standing, one Principal/Headmaster of a Higher Secondary School and one Deputy Inspector of Schools on the verge of promotion to the post of DEO in about a year's time. It was further decided that these officers may answer a Questionnaire to be issued by the Asian Institute and attend a meeting for a day each at Delhi for group discussion with the members of the Study Group.

7. Accordingly, a questionnaire (Annex II) was issued on July 5, 1971 to all State Education Secretaries and Directors of Education with the request that they may identify four officers of the above description from their State and so arrange that the respondents mail their replies to the questionnaire by August 1, 1971.

8. In its meeting held on June 16, 1971, the Study Group also decided to seek the expert opinion and advice of some management specialists, educationists and administrators in regard to matters contained in its terms of reference. The Group was fortunate to receive comments from seven of them, namely, Dr. Malcolm S. Adiseshiah, ex-Deputy Director General of Unesco, and now Director, Madras Institute of Development Studies, Madras; Dr. K.S. Basu, Director, Jamnalal Bajaj Institute of Management Studies, Bombay; Shri R.N. Haldipur, Dean, National Institute of Community Development, Hyderabad; Prof. Udai Pareek, Director, School of Basic Sciences and Humanities, Udaipur; Prof. Besant C. Raj, Member of Faculty, Administrative Staff College of India, Hyderabad; Shri Ram Singh, Director, H.C. Mathur State Institute of Public Administration, Jaipur; and Shri P.K. Umasankar, Secretary (School Education), Government

of Kerala, Trivandrum. We would like to express our gratefulness to these experts for their valuable suggestions and advice.

9. The replies to the questionnaire, however, took much longer than was anticipated. It was only by the first week of November, 1971 that the replies from practically all the State Education Officers were received. The responses of 64 State Education Officers from 17 States were then analysed, and a detailed note on that basis prepared. The State Officers' Opinion Survey is set out in Annex III. While recognising the statistical limitations of this survey arising from the smallness of the sample and its not being perfectly representative in character, the Study Group found it useful to base its conclusions on this opinion survey supplemented by group discussions with the responding State Education Officers.

Group Discussions

10. Copies of the Opinion Survey were sent to the State Education Officers, who had responded to the questionnaire, inviting them for group discussions at Delhi on December 28/29/30, 1971. However, these had to be postponed because of the declaration of National Emergency and the Indo-Pakistan conflict. The group discussions were finally held at Delhi on February 18, 19 and 21, 1972 according to the schedule given below :

- Friday, February 18, 1972 — Assam, West Bengal, Haryana, Punjab, Orissa and Himachal Pradesh
- Saturday, February 19, 1972 — Kerala, Madhya Pradesh, Bihar, Orissa and Jammu and Kashmir
- Monday, February 21, 1972 — Andhra Pradesh, Mysore, Maharashtra, Gujarat, Rajasthan and Uttar Pradesh

11. In all, 41 Education Officers from 15 States participated in these discussions and gave the Study Group the benefit of their advice and experience. The list of State Education Officers who responded to the questionnaire is given in Annex IV. The names of those officers who also participated in group discussions have been marked with an asterisk.

12. The second and final meeting of the Study Group took place on February 18-22, 1972. On February 18, 19 and 21, the members of the Study Group held group discussions with State Education Officers from different States. These discussions proved to be extremely realistic and most useful. On February 22, the Study Group deliberated over these discussions and other matters and finalised its conclusions and recommendations.

Drafting Committee

13. For drafting the report, the Study Group constituted a small committee consisting of Prof. M.V. Mathur (Chairman), Shri T.N. Chaturvedi, Shri A.P. Saxena and Dr. S.N. Mehrotra (Member-Secretary). Later on, Dr. G.R. Dalvi also very kindly joined the Committee. The Drafting Committee met on May 1 and 5, 1972 and finalised the report for circulation amongst the members of the Study Group.

CHAPTER II

Training Needs

14. The training needs of DEOs would obviously depend upon the position and responsibility they hold, the roles and functions they are required to perform and the problems and difficulties they to have face. A clear appreciation of these, in the persepective of changing situation and future developments, is the *sine qua non* for designing any programme of training.

Position and Responsibility

15. It was noted that in all States except Kerala, Tamil Nadu and Orissa, the educational district is co-extensive with the revenue district. The DEO in charge of the educational district in Kerala and Tamil Nadu looks after primary and secondary education and his functions are in many ways similar to those of DEOs in other States in charge of the revenue district. In Orissa, the District Inspector of Schools in charge of the educational district is responsible for primary and middle schools only. In Madhya Pradesh also the DEO is in charge of primary and middle schools only but his jurisdiction extends over the revenue district.

16. It was found that the DEOs in all the States, whether in charge of the educational district or the revenue district, belong to the State Educational Service (though the scales of pay and the class of Service differ) and perform, to a large extent, more or less similar functions.

17. It was also recognised that the trend towards decentralization and delegation of powers would confer, during seventies, more and more responsibilities upon the DEOs, even upon those in charge of educational districts, and make the coordination and planning functions more and more important in their case.

18. The group discussions with State Education Officers revealed clearly the need of having an over-all Education Officer at the District level (designations may differ) in charge of school education for the revenue district for purposes of proper coordination and planning. This has become urgently necessary in view of the unprecedented expansion of education which calls for planned and coordinated development. Also, since the revenue

district is the unit of development planning and is going to play an increasingly important role in the seventies, it is only proper that, as in other departments, there should be an overall District Education Officer in charge of school education also, who can effectively help in integrating educational planning with overall development planning in the district.

19. Keeping in view all these factors and recognising the variety of situations, positions and practices in different States, the Study Group came to the conclusion that for purposes of training, the catchment area of the National Staff College and State-level training institutions should include :

- (a) All officers belonging to the State Educational Service ;
- (b) All officers functioning as DEOs or potential DEOs ; and
- (c) Such other officers for whom the State Government may like to organise similar training programmes.

20. We recommend that the National Staff College may prepare a comprehensive monograph on the organisation of State Educational Service in different States of India, giving upto date information regarding its strength, mode of recruitment and promotion, qualifications, status, jurisdiction, functions and responsibilities, etc. Such a document, we feel, would be very useful in organising the training programmes at the State and National levels.

Roles and Functions

21. While recognising that the precise role of the DEO will vary from State to State in the light of the overall administrative organisation and the pattern of Panchayati Raj institutions in the State, the National Seminar identified the following major roles for the DEO in the changing context : (a) as an administrator, (b) as a supervisor and inspector, (c) as a professional leader and innovator, (d) as a developmental generalist and planner, and (e) as a bridge-builder between the school and the community. It also enumerated certain important functions which the DEO is required to perform in each of the above roles.

22. With a view to determining the relative importance attached by State Education Officers to different roles played by the DEO, they were required to assign a rank in order of importance to eight different roles. An analysis of the mean rank score values assigned by different categories of officers to different roles is given in Table I.

TABLE I
Mean rank score values assigned by different categories of officers to
different roles played by the DEO

Role as	DEOs N=21	Dy. Directors N=16	Dy. Inspectors N=13	Princi- pals N=11	Overall mean rank score values N=61	Rank
Administrator	6.00	5.90	6.70	6.40	6.17	1
Supervisor	6.00	6.20	5.39	5.17	5.73	2
Inspector	4.65	4.75	4.92	4.46	4.71	5
Model Teacher	3.77	3.50	3.50	4.19	3.68	6
Professional Leader	5.39	5.83	5.16	5.37	5.45	3
Educational Planner	5.69	5.19	5.16	5.55	5.41	4
Bridge-builder between the school and the community	3.24	3.32	2.77	3.19	3.15	7
Government Agent	3.24	2.63	2.62	1.91	2.69	8

23. It will be seen from Table I that the perceptions of different categories of officers in regard to different roles are not very different from each other. In terms of overall mean rank score values, the eight roles arrange themselves in order of importance as : administrator, supervisor, professional leader, educational planner, inspector, model teacher, bridge-builder between the school and the community and government agent. This confirms the opinion expressed by the National Seminar and lends weight to it.

24. It is significant to note that besides placing premium upon the traditionally well recognised roles of the DEO as an administrator and supervisor, the field officers have attached high importance to the new roles of the DEO as educational planner and professional leader. This was fully confirmed in group discussions also. The need for training the DEO to play these new roles effectively cannot be over-emphasised.

25. In order to determine the relative importance of the various functions of the DEO, as perceived by different categories of State Education officers, they were asked to give a rating in respect of each function on a five-point scale. On this scale, 1 meant not important, 2 meant slightly important, 3 meant important, 4 meant very important and 5 meant most important.

26. The Opinion Survey revealed that most of the overall mean ratings for different functions were in 4's and 3's and only a few in 2's. In terms of importance attached to various functions, they arrange themselves in descending order as given below with mean ratings indicated against each of them in Table II.

TABLE II
MEAN OVERALL RATINGS OF DIFFERENT FUNCTIONS ARRANGED
IN DESCENDING ORDER OF IMPORTANCE

Function	Overall Mean Rating
Providing academic leadership and technical advice	4.70
Performance appraisal of teaching and inspecting staff	4.42
Formulating, implementing and evaluating educational plans at the district level	4.31
Guiding and promoting programmes of institutional planning	4.25
Dissemination of new ideas and popularisation of tested good practices	4.17
Securing community participation for improving and developing educational institutions	4.13
Conducting inspections	4.12
Disciplinary control of teaching, non-teaching and inspecting staff	4.03
Encouraging experiments and innovations	4.02
Organising orientation programmes, refresher courses and in-service training programmes	3.92
Cooperating and collaborating with other developmental departments in the overall planning of the district	3.85
Fostering public relations	3.69
Inspection of subordinate offices under his administrative control	3.61
Appointment, promotion and transfer of teaching and non-teaching staff	3.34
Surprise visits	3.34
Sanctioning and disbursement of grant-in-aid	3.09
Dealing with disputes between teachers and management	3.00
Dealing with local bodies and Panchayati Raj institutions	2.95
Disbursement of teachers' salaries	2.64
Audit and inspection of accounts	2.61
Performing quasi-judicial functions	2.50

27. While generally endorsing the findings of the Opinion Survey in regard to the relative importance attached to various functions of the DEO, as reflected in Table II above, it emerged during group discussions that certain functions which may not have obtained a high mean rating from the sample as a whole, may have a high rating in respect of certain States. For example, officers from Assam pointed out that 'Disbursement of teachers' salaries', which has obtained a rather low overall rating of 2.64, is considered a very important function of the DEO in a State with a large percentage of privately managed institutions. On the other hand, in a State with a large percentage of Government institutions, personnel administration becomes one of the most important functions of the DEO. In States in which the Panchayati Raj system is in operation, the functions of the DEO in regard to the Zila Parishad have a peculiar significance of their own. The importance of tailoring the training programme to meet the special requirements of a State in terms of its training needs must, therefore, be fully recognised.

28. During group discussions, some participants wondered if it is realistically possible for a single person to combine both the administrative and pedagogic functions. They advocated the need of separating administration from supervision and drawing up separate training programmes for the two wings. The consensus of opinion, however, favoured the retention of the DEO as a coordinating head at the district level supported by adequate strength of administrative and inspecting staff to assist him in the discharge of his administrative and academic functions.

29. It was repeatedly emphasised by the State Education Officers that to enable the DEO to devote his energies usefully to academic and professional work and to play his role effectively, he must be considerably relieved of the non-academic and para-academic work which eats up at present most of his time. While admitting the importance of urgency of this administrative reform* it was recognised that proper training would not only help significantly in dealing with these routine but necessary functions efficiently, but also create the climate for bringing about the much needed administrative change and quicken its pace.

Problems and Difficulties

30. One of the approaches to identification of training needs of the DEO is to analyse his perception of the problems and difficulties that confront him. Accordingly, the State Education Officers were asked to mention briefly two major problems and difficulties faced by the DEO in ten different areas of his dealings with schools, teachers, managements, local bodies and Panchayati Raj institutions, other Government departments, teachers' organisations, public, superiors, juniors and his own office. The salient problems and difficulties have been highlighted in para 24 of the Opinion Survey (Annex III).

*This has been dealt with in detail in the *Report of the Study Group on Supervision and Inspection*, National Council of Educational Research and Training, New Delhi, 1969.

31. In order to get a wider perspective of the problems and difficulties in the field of educational administration, the State Education Officers were also asked to list three problems which, they thought, would become more acute during seventies. The analysis of these responses revealed that the following problems and difficulties, according to perception of the group as a whole, would become more acute during seventies :

- increase in social demand for education at all the three levels
- constraints of financial resources
- acute shortage of plant and facilities
- deterioration in quality of education and fall of standards
- educated unemployment will get augmented
- increase in student and staff indiscipline
- militancy of teachers' organisations (some members felt that the term 'militancy' was too strong)
- increasing political interference in administrative matters.

Future Development

32. For determining the emerging training needs of DEOs, State Education Officers were required to project into the future and list three new problems in educational administration likely to emerge during seventies, which, they thought, would affect the work of the DEO. An analysis of the responses is given in para 26 of the Opinion Survey (Annex III). The group discussions highlighted the following :

- modernization of educational administration and adoption of new systems and techniques
- innovations in curricula, methodology and technology
- vocationalization of education
- emphasis on district and institutional planning
- appointment of subject specialists for academic supervision

The importance of building these elements into the training programme was unanimously recognised and emphasised during discussions.

33. The perceptions of State Officers in regard to problems and difficulties currently being faced by the DEOs, those likely to become more acute during seventies, and the new

problems likely to emerge during this decade provide a broad framework of felt needs which any programme of training must realistically take into account. The responses of State Officers reveal unmistakably that there is an urgent need for modernization of educational administration and for introduction of modern management techniques and other innovations in educational technology and methodology. While the training may not specifically solve all the practical problems, particularly those arising from external forces, it should certainly aim at cultivating a proper attitude of mind to approach the problems rationally and realistically.

CHAPTER III

Mode of Recruitment and Nature of Training

Mode of Recruitment

34. The nature of training is intimately connected with the mode of recruitment. With regard to the method of recruitment to the cadre of District Education Officers, the National Seminar identified the following three types of selection :

- (a) Direct recruitment of young post-graduates through a competitive examination;
- (b) Lateral recruitment from amongst teachers, headmasters, inspectors, teacher-educators, principals and university/college teachers; and
- (c) Promotion from amongst college teachers, headmasters and inspecting officers at the lower level.

35. It was noted that the system of direct recruitment is in vogue, to a limited extent, in only four States of India, namely, Bihar, Maharashtra, Tamil Nadu and Uttar Pradesh. The system of lateral recruitment, which they call direct recruitment, exists in a number of States, namely, Andhra Pradesh, Gujarat, Haryana, Mysore, Tamil Nadu and West Bengal. The system of recruitment by departmental promotion is of course found in all the States.

36. After careful consideration of the whole matter, the National Seminar expressed the view that a judicious blend of promotion and direct recruitment of first-rate young talent should be the basic policy in regard to the recruitment of DEOs. It recommended that the proportion of direct and lateral recruits to promotees should be about 50:50. It also suggested that the recruitment rules of the cadre should be periodically reviewed to determine the proportion according to the needs and requirements of the situation.

37. The recommendations of the National Seminar are amply corroborated by the findings of the Opinion Survey (paras 28-30 of Annex III). The consensus of group discussions favoured the view that direct recruits, lateral entrants and promotees should be in the ratio of 25:25:50. We support this view and recommend that the State Governments may adopt it as part of their recruitment policy. The need and importance of inducting fresh blood into educational administration for raising its standard cannot be over-emphasised.

38. Regarding the method of direct recruitment, whether it should be through written test and interview or by interview only, an over-whelming majority of State

Education Officers, 51 out of 62, expressed themselves in favour of written test and interview by the Public Service Commission. The direct recruitment, it was suggested, should be through the combined State Services Competition to the State Educational Service rather than to the post of DEO as such. Such a procedure, it was noted, already exists in Maharashtra and Uttar Pradesh.

39. In regard to lateral recruitment, it was noted that the minimum teaching, inspecting or administrative experience prescribed for candidates varies from State to State. It is 3 years in Andhra Pradesh and West Bengal, 7 years in Gujarat, 8 years in Haryana, 10 years in Mysore and 12 years in Tamil Nadu. In most of the States, B.Ed. is an essential pre-requisite; some States, however, do not make it obligatory. Some States indicate B. Ed. as a preferential qualification. The selection is invariably made by the Public Service Commission on the basis of the interview only without any written test.

40. Regarding criteria for departmental promotion — whether it should be merit-cum-seniority or seniority only, the State Education Officers expressed themselves emphatically in favour of merit-cum-seniority. However, it was felt that this could be feasible only if a scientific system of merit rating, based on objective criteria, was introduced first.

Need for Training

41. Training is an investment in human resources. The need for giving training to administrative personnel has received growing recognition in recent years. The Five Year Plans* have attached considerable importance to training. The value and importance of training as a means for an overall development of administration has been greatly emphasised by the Administrative Reforms Commission†. Most of the State Administrative Reforms Committees‡ have also made valuable comments in the area of training and have stressed the need for proper and planned training as an instrument for promoting efficiency in government. The establishment in 1967 of the Training Division in the Ministry of Home Affairs is an indication of the recognition of the need of training.

42. The urgency and importance of training educational administrators has been highlighted by the Education Commission.** The need for training the DEOs was repeatedly stressed in the State Seminars on Educational Planning and Administration.††

**Five Year Plans and Training*. Training Monograph No. 1, Training Division, Ministry of Home Affairs, Government of India, New Delhi, June 1969.

†*Administrative Reforms Commission on Training*. Training Monograph No. 2, Training Division, Ministry of Home Affairs, Government of India, New Delhi, June 1969.

‡*State Administrative Reforms Committees on Training*. Training Monograph No. 7, Training Division, Ministry of Home Affairs, Government of India, New Delhi, May 1970.

***Report of the Education Commission (1964-66)*, Ministry of Education, New Delhi, 1966.

††During September 1969 and January 1971, a series of State Seminars on Educational Planning and Administration was organised under the Indian Programme of the Asian Institute, in collaboration with the State Governments for 14 States of India, namely, Orissa, Mysore, Gujarat, West Bengal, Bihar, Rajasthan, Punjab, Kerala, Haryana, Jammu and Kashmir, Nagaland, Andhra Pradesh, Uttar Pradesh and Tamil Nadu. The reports of Bihar, Gujarat, Kerala, Mysore, Orissa, Rajasthan and West Bengal State Seminars have since been published and are available on request.

The present opinion survey and group discussions with State Education Officers have emphatically confirmed the same. The establishment of the National Staff College is therefore a step in the right direction.

Existing Training Facilities

43. According to the available information, existing arrangements for the training of DEOs in some of the States, where such facilities exist, may be summarised as given below :

Andhra Pradesh : The lateral entrant has to undergo pre-service training for a period not exceeding six months in such a manner as may be prescribed by the Director of Public Instruction. During the period of probation, he is required to pass three tests, namely, Education Department Test for Gazetted Officers, Special Language Test for Officers of Education Department, and Accounts Test for Executive Officers.

Gujarat : Four weeks general administrative training has recently been instituted for the lateral entrants at the Administrative Training School, Ahmedabad.

Maharashtra : The direct recruits to Maharashtra Educational Service Class I and Class II posts (Administrative Branch) are required to undergo a pre-service training of 9 months for B. Ed. course, if they had not undergone such training before their recruitment. They are given further in-service training of 3 months duration before they are actually posted as Education Officers. The in-service training for the 1972-batch is proposed to be arranged as under :

(i) The trainees will be attached to the Office of the Education Officer, Zilla Parishad for a period of one month for on-the-spot training in the field work ;

(ii) They will be attached to the office of the Deputy Director of Education of a region for 15 days and they will be attached to the Directorate of Education for 15 days for studying the working of these offices. While they are attached to the offices of the Deputy Director of Education and Director of Education, they will be given reading assignments by the State Institute of Education ;

(iii) They will undergo a training course at the State Institute of Education for a period of 15 to 20 days. The programme of training will be mainly under the following heads : (a) talks and discussions on educational administration and development, departmental rules, inspection and supervision, educational planning, etc. (b) visits to various types of institutions, and (c) practical training and internship; and

(iv) They will be attached to the Asian Institute of Educational Planning and Administration and the National Council of Educational Research and Training, New Delhi for a period of 10 to 14 days for in-service education.

The Staff Training College of the State Government of Maharashtra also gives short in-service training to officers of Education Department along with officers of other Departments.

Mysore : The lateral entrants are posted as Additional DEOs under the guidance of the senior DEOs. They are also given 15 days training in such topics as study of departmental rules, inspection, community relationship, professional improvement, disciplinary questions, recruitment of teachers, school administration, grant-in-aid code, buildings, examinations, preparation of institutional and district plans.

Orissa : The State Institute of Education arranges short in-service training at intervals.

Rajasthan : Occasional short in-service training is organised for the DEOs. They are also sent for Middle Management training to the State Institute of Public Administration.

Tamil Nadu : Fifteen months training in case of the direct recruits — 9 months in a Teachers Training College for B. Ed. and 6 months administrative training (2 months in the Deputy Inspector's office, 1 month in a secondary school, 2 months in the office of the District Education Officer and 1 month in a training school). During the period of training, the trainee is required to acquaint himself with the general organisation of the office, departmental rules and regulations and other instructions issued from time to time relating to the policies and administration of the Department. During the period of probation, the candidate is required to pass three tests, namely, Accounts Test for Executive Officers, District Office Manual Test and Special Language Test.

Uttar Pradesh : The directly recruited candidates are required to undergo a training, which varies from 3-12 months for the different type of candidates as under :

- (a) *Candidates having training qualifications and teaching experience* are required to undergo departmental training under a senior District Inspector of Schools for 3 months with a view to acquiring first-hand knowledge of the duties and functions of the District Inspector of Schools and to familiarise themselves with the work of inspection of schools and local bodies.
- (b) *Candidates having teaching experience but no training qualifications* are required to undergo a training for 9 months : (i) five months training in theory and practice of teaching in the Government Pedagogical Institute, Allahabad; (ii) one month's training in Bureau of Psychology, Allahabad; Government Basic Training College, Varanasi; Government Constructive Training College, Lucknow; Directorate of Education, Uttar Pradesh; and Secretariat in order to familiarise themselves with the working of these institutions and offices; and (iii) three months training as for the candidates under category (a) above.
- (c) *Candidates having neither teaching experience nor training qualifications* are required to undergo 12 months training as prescribed for the candidates under category (b) above and 3 months training under the Head of an institution, viz., Principal, Government Inter College for getting themselves acquainted with the functions and duties of the Head of an institution.

During the period of probation, the trainees are required to pass the departmental examinations in (i) Rules and Regulations, (ii) Finance, (iii) Organisation, Administration and Inspection, and (iv) Special institutions of the Department and their working.

44. It will thus be seen from the foregoing paragraph that there is no provision for pre-promotion training for promotion in any State of India. The little training that exists for lateral recruits is clearly very limited. The training of direct recruits in Maharashtra, Tamil Nadu and Uttar Pradesh is a pointer in the right direction, though it needs to be considerably extended, upgraded and modernised. On the whole, the existing facilities and arrangements, for the training of DEOs and other senior educational administrators are either completely non-existent or utterly inadequate. This is particularly surprising because the efficiency of training is the basic assumption in education. The need for evolving a suitable pattern of systematic training for DEOs, keeping in view their long-range career planning and management, is so obvious that it cannot be over-emphasised.

Sandwich Pattern

45. Among the various patterns of training for direct recruits to administrative services, the sandwich pattern has been found very useful in some countries, particularly in France. The Administrative Reforms Commission in their report on Personnel Administration also recommended the sandwich type of training for direct recruits to the IAS (and even other Services). This type of training has been introduced for the IAS probationers from July, 1969. Earlier, the training of the IAS probationers at the National Academy of Administration, Mussoorie used to be for a period of one year at a stretch. Under the revised pattern, this has been bifurcated into two periods of 8 months and 4 months, intervened by practical training in States for a period of about one year. The first 8 months are devoted to foundational course; the last 4 months concentrate on problem-oriented training, based on experience and observation of the trainee in the States. It has been found that the sandwich pattern helps in integrating the education at the Academy with training in the States. It not only creates much wider administrative awareness among probationers, but also helps to impart significant relevance and realism to the entire training programme.

46. We recommend that the sandwich pattern of training be adopted for the State Educational Service probationers also. It may consist of a 9-month foundational course at a university, followed by 6 months practical training in the Department, culminating in a 3-month course for educational planners and administrators at the National Staff College.

Foundational Course

47. The main objectives of providing the foundational course are : (a) to give the trainees a broad understanding of the aims and objectives of education, its theory and practice, its methodology and technology, and its problems and challenges; (b) to enable them to acquire some practical insight into the psychology of teaching and learning; and (c) to develop proper professional awareness and attitudes amongst them.

48. The easiest and the most convenient way of providing the foundational course, it has been suggested, is to put the direct recruits through the regular B.Ed. training programme, as is the practice, in Maharashtra and Tamil Nadu. The possession of a B.Ed. degree by the DEO is considered desirable as, it is believed, it would confer upon him ready professional acceptability by the teaching community. This point was emphasised in the National Seminar and has again been stressed before us in group discussions by the State Education Officers. We see some force in this argument and recommend that the direct recruits should undergo a foundational course leading to at least the degree of B.Ed., if not M.A./M. Phil. in Education.

49. The Study Group noted that, of late, the University Grants Commission has been assisting some universities in introducing M.A./M. Phil. courses in Education for those already possessing a Master's degree. The duration of this course is one academic year, i.e. 9-10 months. Keeping in view the superior calibre of the selected direct recruits to the State Educational Service and their special needs and requirements, we feel that it would be infinitely better and distinctly more advantageous to put them through M.A./M. Phil. in Education rather than the traditional B.Ed. course. An added advantage of this would be that the DEO with M.A./M. Phil. in Education could, in his subsequent career, pursue research leading to Doctorate in Education. This would be useful not only for him but also for the profession. We, therefore, recommend that direct recruits should preferably be put through M.A./M. Phil. in Education. The State Governments may arrange for this course in selected universities in their areas.

50. Regarding the contents of the Foundational Course, leading to the degree of M.A./M. Phil. in Education, the opinion survey and group discussions revealed that it should cover broadly the following areas: Philosophy, Sociology and Economics of education, Psychology of education, Comparative education, Educational methodology and technology, Statistics of education and essentials of educational research, and Principles of educational organisation, planning and administration. Practical class-room teaching of about 30 supervised lessons should be an integral part of the M.A./M. Phil. course in Education. This will give the direct recruits some idea of the problems and difficulties faced by class-room teachers and enable them, later on, to guide and supervise their work with sympathy and understanding.

Practical Training

51. The main objectives of practical training in the case of probationary DEOs—direct recruits and lateral entrants—are : (a) to give them an overall, integrated perspective of the functioning of the departmental organisation at different levels in all its inter-related aspects, (b) to make them familiar with Educational Acts and statutes, rules and regulations and other executive instructions relating to policies and administration of the Department, (c) to enable them to gain some insight and acquire skills in office procedure, public dealings, communication, decision-making, leadership and supervision in a practical setting,

and (d) to help them develop an adequate role perception of the functions of the DEO in terms of knowledge, skills and attitudes commensurate with expectations and responsibilities that these functions involve.

52. The practical training, which will be for a period of six months, may be arranged as under :

(a) Training in Departmental Organisation and Rules and Regulations at the State Institute of Education ... 1 month

(i) For acquiring an understanding into the working of the departmental organisation in all its aspects, including the working of statutory and advisory boards, committees and corporations

(ii) For visits to various types of educational, training and research institutions within the Department and to similar institutions in allied Departments, such as the State Institute of Public Administration and Community Development and Panchayati Raj training institutions

(iii) For training in Educational Acts, statutes and important rules and regulations

(b) In the office of the Zila Parishad or the Deputy Inspector of Schools ... 1 month
For on-the-spot training in field work relating to elementary education and social education

(c) In the office of the District Education Officer ... 3 months
For supervised internship under a senior DEO with special reference to field work relating to secondary education, teacher education and other developmental programmes in the district

(d) In the office of Regional Deputy Director of Education (1 week), Director of Education (2 weeks) and the Secretariat (1 week) ... 1 month
For getting acquainted with procedures, practices, and mechanism in the Directorate and the Secretariat with special reference to educational planning, budget, legislative business, disciplinary proceedings, etc.

53. We feel it is neither necessary nor desirable to spell out the practical training programme outlined above into further specific details. These would obviously vary from State to State, depending upon their organisational set-up, special training needs and priorities. We would, however, like to make it clear that, from the operational point of view, we attach the highest importance to practical training and would like to stress that it should be organised with utmost care and thoroughness. We recommend that the probationers should systematically maintain a diary of their work and submit a detailed report at the conclusion of the practical training. Such a practice, we understand, is already in vogue in training of administrative personnel.

54. In this connection it may be worthwhile to reiterate the oft-expressed view, and also mentioned by the Administrative Reforms Commission in regard to IAS probationers, that during their training the probationers should be assigned to carefully chosen officers "who are known for their interest in training and whose methods of work are considered worthy of emulation". It should be impressed upon the officers with whom the probationer is posted for training that he has to make an officer of the probationer. The temperament and the ethical and social outlook of the probationer must be watched with care and sympathy and moulded with tact and firmness. It should always be remembered that the probationer has to take his place fittingly in a Service with a great tradition.

55. But all this usually does not happen in practice. It is, therefore, essential that there should be a Programme Coordinator in each State who should remain constantly in touch with the probationers throughout the period of training. The system of supervised readings during the period of training would be a step in the right direction. A little personal interest on the part of the Programme Coordinator can enliven the whole training programme and contribute significantly towards its success.

Course in Educational Planning and Administration

56. After completing the practical training and having got some realistic experience of the problems in the field, the probationers would be in a better position to benefit from the 3-month professional course in educational planning and administration at the National Staff College. This is essentially a practical course designed specifically for probationary DEOs — direct recruits and lateral entrants. It aims at achieving the following objectives: (a) to acquaint the participants with concepts fundamental to educational planning and administration, (b) to give them a grounding in basic skills and techniques essential to their functioning as educational planners and administrators, (c) to develop their decision-making ability and stimulate their critical and innovative thinking, and (d) to help them foster proper attitudes conducive to development.

57. The scope of this 3-month course and its broad contents are set out in Annex V. It is envisaged that the entire training programme will be developed around a practical exercise in educational planning and administration. The exercise will consist of simulating, as closely as possible to real-world situation, all steps from the processing and analysis of data to the final formulation and implementation of an educational plan. The geographical, demographic, economic, sociological, political and educational data to be used in the exercise will be hypothetical but will bear a fairly close resemblance to typical situations in the States of India. Wherever feasible, actual data will also be used for illustration of certain aspects of educational planning and administration. The lecture discussions and seminars will cover the educational, sociological, statistical, demographic and economic concepts and techniques fundamental to educational planning and administration. The participants would also be introduced to principles and techniques of educational management—comprising the evolution of modern management concepts, the management process and modern management techniques.

58. We would like to make it clear that the above course in educational planning and administration is only suggestive in nature. In drafting it, we have specifically kept in view the emerging profile of the DEO as educational planner and developmental generalist, as supervisor and professional leader and as administrator and manager. In doing so, we have also benefited generally from a review of similar courses in other parts of the world* and particularly from the 5-month training course for educational planners and administrators from the Asian region that the Unesco-sponsored Asian Institute of Educational Planning and Administration, New Delhi has successfully evolved, after experimentation and trial, over the last decade. The personal association and intimate involvement of some of the members of the Study Group with the formulation of this course and its actual implementation, including their assessment of its applicability in respect of Indian participants in the last 12 courses from 1962-1972, have assured us of its face validity for our probationary DEOs. In view of the superior intellectual calibre and linguistic ability of our selected probationers, coupled with a fair measure of homogeneity in their task and outlook, we feel confident that the adaptation of the Asian Institute's 5-month course, which is presented in Annex V can be reasonably completed in three months.

Refresher Course for Promotees

59. In view of the existing recruitment policy in most of the States, the bulk of trainees, it is obvious, would be the promotees with considerable experience to their credit (age range 40-55 years). They would not only be intimately familiar with the functioning of the Department and its rules and regulations, but would also have had some practical experience in educational planning and administration at the district and institutional levels. The main purpose of training in their case would be to broaden their horizons, acquaint them with new dimensions of administrative tasks and sharpen their conceptual skills as can adequately emerge from their previous service background and administrative experience. It should, therefore, suffice to put them through a short, specially designed pre-promotion course of 4-6 weeks duration. This course, we feel, can be best organised by the National Staff College in collaboration with the State Institutes of Education. Further, it would be administratively feasible and pedagogically desirable to organise this pre-promotion course for promotees along with a similar in-service refresher course for the serving DEOs, as suggested in para 77 ahead. We, therefore, recommend that a common refresher course of 4-6 weeks duration be organised for promotees as well as serving DEOs by the National Staff College in collaboration with the State Institutes of Education. Such courses may be organised on zonal or regional basis.

Duration of Training

60. We have given careful thought to the question regarding duration of training, for time is the essence of planning. Taking into account the totality of factors, we consider

**Report of the Seminar of Experts on University Teaching in Educational Planning, Parts I-III.*
Asian Institute of Educational Planning and Administration, New Delhi, 1969.

the period of 18 months as the minimum essential in case of direct recruits (9 months foundational course, 6-months practical training and a 3-month course in educational planning and administration). In the case of lateral entrants, the foundational course may not be necessary ; the duration of the practical training may be suitably adjusted depending upon their background and experience ; the 3-month course in educational planning and administration is a must. In the case of promotees, who would generally possess considerable practical experience of the field, a short refresher course of 4-5 weeks duration may be sufficient. The promotees from the college side, who lack experience of school education, may undergo additional practical training for a period of 2-3 months, which may be adjusted according to their special needs and requirements.

61. We would like to emphasise that to save time on training is to lose it. In our opinion, training is one of the finest investments the society can make for development of human resources. Any substantial reduction in the duration of training, we are afraid, is bound to result in superficiality and poor economy in the long run.

CHAPTER IV

Career Management and Training

62. The completion of probationary training by the direct recruit marks the beginning of his career. In course of time, he will work in different capacities and rise to positions of higher responsibility as Assistant Director, Deputy Director, Joint Director and, in some cases, even Director of Education. It is, therefore, necessary to plan his career development and inservice education as carefully as his recruitment and probationary training. All this comes under the comprehensive concept of career management.

Career Management

63. Broadly conceived, "career management is concerned with policies, procedures and practices which enable a Government organisation to meet its requirements of manpower for different services or career fields. It includes assessment of manpower needs and resources of different categories, evolution of suitable criteria, policies and procedures for recruiting personnel of the right type and calibre, their actual recruitment, working out appropriate career patterns, and training and placement of personnel in a manner best suited to their fuller development and utilisation of the individual skills and potentialities."*

64. It is thus clear that career management programmes involve long range, systematic projections both of needs and resources of manpower skills. An important constituent of career management is career development by which is understood experiences, such as training, work assignments, and allied activities, which prepare employees for anticipated needs as well as for work which is being currently performed. Again, "management development", i.e., development of managerial skills, constitutes a basic element in career management. A programme of career management would thus include not only career development and management development but also certain aspects of recruitment, of functions and duties at different levels and in different jobs, and assessment of the existing and projected needs as well as of resources of manpower skills.

Collection of Personal Data

65. The first and the foremost step in the direction of career management is to collect, in detail, personal data regarding the organisation's functionaries. The easiest way to start the collection is through a questionnaire which may be something like a Personal History Sheet with the understanding that it will be treated as a confidential document as far as the individual is concerned. The purpose of such personal data collection is to

*Kumar, V. *Career Management*. The Indian Journal of Public Administration, XIV, 4.1968, P. 849

appropriately visualise the professional content of the individual *vis-a-vis* his placement and job requirements in the organisation. Obviously, therefore, details regarding academic qualifications, professional qualifications, training already undergone, experience and other background will be necessary. These should, as far as possible, be directly related to the possible future design of training that may be visualised for the organisation.

Identification of Training Gaps

66. The analysis of the personal data sheets would throw up the strengths and weaknesses of the employees. It would also help in identifying the specific training gaps (a) in certain distinct functional areas, (b) in terms of the functional areas as noticed in certain individuals, (c) in the three distinct categories of functionaries at the senior, middle and junior levels, and (d) in the organisation as whole generally, and in terms of the functional areas, in particular. This would provide a realistic basis for proper management development through a comprehensive programme of inservice education for employees all along the line.

Career Management Division

67. It was noted that the Government of India have in the recent past launched upon an extensive programme of career management of the higher civil servants. The creation of the Central Career Management Division in the Department of Personnel and Career Management Cells in each Central Ministry/Department is an encouraging step in this direction.

68. Keeping all these considerations in view, we make the following recommendations :

- (a) A Career Management Cell be created in each Directorate of Education ;
- (b) The National Staff College should design a suitable Personal History Sheet for collecting the personal data in respect of each Education Officer (as defined in para 19 above) in the States, in the Union Territories and at the Centre ;
- (c) The data in respect of each Education Officer be maintained in such a manner as may facilitate its quick processing for career management and planning ;
and
- (d) The National Staff College may immediately launch a project to study the career patterns of a select but representative group of DEOs from each State.

Placement and Career Planning

69. One of the well recognised methods of developing personnel for higher responsibilities is to give them different assignments from time to time in the early part of their career, so that they can be given appropriately varied experience and sufficient challenges to promote

growth. In higher ranks, selective and directed placement is even more essential. If the placement is carefully planned, keeping in view the officer's interest and aptitude consistent with the organisation's needs and requirements, it can truly become an efficient instrument of career development.

70. During group discussions with State Education Officers, it was impressed upon us that it would be very desirable if the direct recruit to the State Educational Service, after completing the probationary training, acquires some on-the-job experience for about 2 years in teaching/training institutions and for about 3 years in some inspecting/administrative position before assuming charge of the office of the DEO. We fully endorse this suggestion and recommend that the State Departments of Education may put it into practice, if it is not already in vogue.

71. From the point of view of career management, cross-fertilisation of administrative and supervisory experience with teaching-training-research experience is the essence of the matter. We would, therefore, like to recommend that before the DEO is promoted to the position of Deputy Director of Education, he should be given a variety of experience in different comparable positions in the Department including those in the State Institute of Education and similar other institutions as well as in the Directorate of Education. The same principle should apply in case of higher promotions.

Need for Inservice Training

72. Proper placement and on-the job experience are very important inputs in the career management system but they are not enough. They need to be supplemented by a systematic programme of continuous inservice education. In this respect it is useful to bear in mind that the rapid pace at which knowledge in diverse fields expands as well as the constant changes which are being made in every human organisation on the basis of such knowledge would not permit any one to be trained to handle a particular function for too long a time.

73. The value and importance of continuous training is best recognised in the Armed Forces where successful training at the preceding stage is a necessary condition for promotion to the next higher stage. Emphasising the need of similar inservice training in civil service, a senior civil servant once observed that "when an Army officer became a Lt. Colonel or a Colonel after putting in an average service of 17 years, the best among them had already spent some 7 years in various kinds of training. On the civil side, for a proportionate length of service, there might be nothing to show by way of training except the first year or so of initial post-entraining...This ratio of 7 : 1 ought to be changed radically, by increasing the total period of training in the civil service."* What is true for defence and civil service should, in our opinion, be even more true for educational service. Taking the systems approach of the long range career planing and management, we are convinced that continuous inservice education is necessary not only for DEOs but also for other senior educational officers and administrators.

* Extracted from the Foreword in the *Training Newsletter*, Volume II, No. 4, October-December 1971. Training Division, Department of Personnel, Cabinet Secretariat, Government of India, New Delhi.

74. We are glad to report that the opinion survey and group discussions revealed clearly that field officers in the Education Department fully appreciate the need of inservice education and attach the highest importance to it. This is a welcome trend.

Objectives of Inservice Training

75. Broadly conceived, the main objectives of inservice training for educational officers are (a) to update their knowledge, develop their conceptual ability and sharpen their sensitivity about current educational problems and challenges, (b) to broaden their horizons by acquainting them with new dimensions of administrative tasks, (c) to enable them to gain new insights and skills pertaining to management of change, (d) to analyse, understand and develop their own managerial styles and values, and (e) to facilitate professionalisation of educational administrative service.

Duration and Frequency of Inservice Training for DEOs

76. The consensus of opinion in group discussions with State Education Officers was that the duration of inservice training for DEOs should be about 4-6 weeks, and that it should be repeated once in every 3-5 years. While generally agreeing with this view, we would like to recommend that the exact duration and frequency of inservice training for DEOs may be determined by each State keeping in view the age range of the DEOs and the special needs and requirements of the Department. It is suggested that while the duration of the first inservice training course should be 4-6 weeks, it may suffice to organise subsequent refresher courses of a shorter duration, say about a week, at an interval of 5 years each. If this is accomplished, we are sure, it would bring about a significant improvement in the situation.

Contents of the Refresher Course

77. As recommended earlier in para 59 above, it would be desirable to organise a common refresher course of 4-6 weeks duration for promotees as well as for serving DEOs at the State Institute of Education on State basis or zonal basis as may be considered necessary. The opinion survey and group discussions revealed that the areas in which the State Education Officers perceived the need of pre-promotion and inservice training related mainly to planning and administration with special reference to overall development planning, educational planning, district planning, institutional planning, project formulation, human relations, personnel administration, financial administration, modern management techniques, modern educational methodology and technology, and techniques of academic supervision. We generally endorse this view and recommend that a special course in educational planning and administration of 4-6 weeks duration be organised by the National Staff College in collaboration with the State Institute of Education, keeping in view the background of the DEOs and the special needs and requirements of the Department. This programme, we suggest, should be problem-oriented with its focus on modernisation of educational administration. The practical exercise in educational

planning and administration should, as far as possible, be related to the real data pertaining to the State itself.

Special Seminars for Senior Educational Administrators

78. For senior educational administrators like Deputy Directors, Joint Directors, Additional Directors, Directors of Education and Deputy Secretaries, it would be desirable to organise short intensive training programmes in special functional areas, such as management of human resources, management by objectives, personnel administration, financial administration, educational legislation, project formulation and appraisal, PERT (Programme Evaluation and Review Technique), CPM (Critical Path Method), PPBS (Planning, Programming, Budgeting System), systems analysis, operations research, etc. The association of senior educational administrators from the Centre and senior faculty from the State Institutes of Education as well as from the University Departments of Education would be desirable and useful for all concerned, pedagogically as well as administratively. Accordingly, we recommend that short-term, intensive training programmes in specific functional areas, of 1-4 weeks duration be organised by the National Staff College for senior educational administrators from the States, Union Territories and the Centre, including senior faculty from the State Institutes of Education and University Departments of Education. Such programmes may be organised at the Central or Regional level as might be considered feasible.

Programme for Secretaries

79. With a view to promoting a climate conducive to acceptance of innovative ideas, techniques and practices for modernisation of educational administration, it is very desirable that the State Education Secretaries are exposed to such innovations and get an opportunity to discuss these with experts and specialists in the areas concerned. It would also be worthwhile if top level State administrators like Education Secretaries, Finance Secretaries and Planning Secretaries get together and approach these innovations collectively. Such meetings can go a long way in creating proper appreciation of each other's point of view and facilitating the acceptance, adoption and implementation of these innovations. We accordingly recommend that the National Staff College may organise short programmes and joint seminars/conferences of 3-4 days duration on new educational policy issues and innovative ideas, techniques and practices in the field of educational planning and administration for top level administrators from the Departments of Education, Finance and Planning and such other Departments as may be relevant for the purpose.

Two to Three Tier Approach

80. In regard to strategy of organising various training programmes, the Study Group felt that two to three tier approach for bringing together departmental officers with the seniors coming in for a short while would be useful. The association of senior decision-making officers and ministers with the training programme, we believe, would significantly help in enthusing the field officers to change, innovate and experiment with proper

appreciation from their seniors. This mingling might also help to set up administrative norms of work and conduct for those commencing their career.

Training and Self-development

81. It has been rightly observed that one of the greatest successes of a training programme, probationary or inservice, is to implant in the trainee an appreciation of the fact that learning is a continuous life-long process and to create a keenness to participate in that process himself. As Shri R.N. Mirdha, Minister, Department of Personnel, Government of India put it in his inaugural address at the Third Annual Training Conference : "Training is not something that can be injected into an employee. It is not something that others do to him, but something which requires his active participation. The desire, the effort and the obligation should spring in the trainee's mind. It is not a mere truism that only the learner can do the learning. All that organised training programmes can do is to stimulate a desire for growth and development and to provide a stimulus for further self-development."*

Study Leave and Fellowships

82. Programmes of self-development have a great potential for widening the knowledge and outlook of senior administrators. These programmes can be pursued on study leave or on special fellowships awarded by professional institutions, universities or educational foundations. Attachment to an institution confers the advantage of access to a library, interaction with scholars and facilities for desk study as well as for field work.

83. We consider the provision of study leave to be an essential element in the career management system and recommend that the Study Leave Rules be liberalised to induce educational officers and administrators to take advantage of them. On this point, we would like to reiterate the recommendation made by the Education Commission which runs thus : "It will be desirable to revive the old practice of giving three months leave on full pay for every five years of service for undertaking special studies in educational problems. Preferably still, the idea of a sabbatical year of leave should be extended to senior posts in administration. He should also have the option to add to this his unutilized privilege leave (which now more or less lapses), if he desires. The only condition attached to this leave should be that the officer should submit a report on his studies at the end of the leave period."†

84. The research and studies conducted by educational administrators, during study leave or fellowship, can be of immense professional value not only to them but also to the Department for improving and reforming its administrative procedures and for purposes of designing changes and innovations. The experiences of mature executives can also enrich the sorely needed teaching material for educational management training.

* Mirdha, R.N. Inaugural Address delivered at the *Third Annual Training Conference on Training in Government—Challenges of the 70s. Background Paper, Volume II.* Training Division, Department of Personnel, Cabinet Secretariat, New Delhi, November 1970, Pp. 7-8.

† *Report of the Education Commission.* Ministry of Education, Government of India, New Delhi, 1966. P. 461.

CHAPTER V

Methods and Techniques of Training

85. Having discussed the objectives and contents of the probationary and in-service training for DEOs and other senior educational administrators, we may now turn to methods and techniques of training. An interesting variety of these has been developed and put into use. An attempt is made in the following paragraphs to enumerate the more important of these and touch upon their significant features.

Lecture Method and Guest Speakers

86. The lecture method is a classical teaching technique. It is a simple, comprehensive and the least expensive device. It is more suitable when a sizeable amount of substantial knowledge is to be communicated to a large group. But it may be the least effective for executive development programmes, for the participants have only a passive role to play. Except for learning of new techniques, e.g., operations research, systems management, etc., the lecture method is hardly suited to institutional training of senior administrators who already possess some first-hand, worth-while experience of administration. But it cannot obviously be dispensed with in the case of probationers.

87. An instructional device frequently used in institutional training programmes for administration is visiting or guest lecturers. The right choice of the guest speaker, his briefing before the lecture, and meetings with trainees in small groups for discussion after the lecture can make this technique really effective for purpose of training.

Group Discussion

88. A group discussion is a planned and purposive inter-change of ideas and feelings under supervision of the discussion leader. It is a participative method in which each member of the group gets an opportunity to express his views. Its advantages are that learners acquire new knowledge and change attitudes through involvement, development of insights and qualities of leadership. Its disadvantages are that discussions may meander, result in sharing of ignorance, lead to serious inter-personal conflict and fail to achieve the general objective of integrated learning. The discussion leader should therefore see that the group does not wander from point to point but there is a purposive inter-change of ideas or that constructive well-informed suggestions or solutions emerge from the discussion.

Seminar

89. The Seminar method is more formal than a group discussion. The seminar enables a study in depth to be made in specific areas under the guidance of experts. In a

seminar, discussion papers prepared by the participants on the basis of their study and research are presented, and discussion is based primarily on these papers. The seminar is generally considered to be the most useful tool of training for senior administrators. It provides an excellent opportunity to establish contacts with eminent scholars and practitioners and for exchange of ideas. If the working papers are of high quality and are circulated in time for promoting fruitful discussion, the seminar technique can be very rewarding, otherwise it may degenerate into a mere social get-together.

Workshop

90. A workshop is a group which is assigned a task with a practical bias to develop specific skills among learners with the help of experts in a specific area of interest, e.g., programme planning, evaluation techniques in administration, PERT, PPBS, etc.

Syndicate Method

91. This method basically consists of dividing up the trainees into a number of groups to work on different subjects. The groups are called syndicates. Generally each syndicate has a brief and background papers carefully prepared by the instructor. The syndicate works on its own, with only minimum guidance from the training staff, makes its own library studies, collects data, exchanges views and experiences, avails itself of the facility of consulting specialists in the field, and finally prepares the report on the assignment. The participants contribute their knowledge and practical experience in evolving the solution. The report of each syndicate is presented before the entire group. Each syndicate has a Chairman and a Secretary and the participants hold these offices by rotation.

92. The syndicate method is a participative method which develops the decision-making and problem-solving skills of the participants. It also encourages respect and consideration of the views of others. It gives the participants concentrated practice in handling techniques and procedures which an executive has to use in his day-to-day work. This improves his skill in communicating with and understanding his colleagues. He develops a better understanding of people around him and acquires a greater ability to utilize other people's ideas and efforts.

93. There is a manifest trend to use the syndicate method in programmes of executive development for senior administrators all over the world. This method is generally associated with the Administrative Staff College at Henley-on-Thames. It is being used with conspicuous success by the Administrative Staff College at Hyderabad. It is also used in the short-term courses in executive development conducted by the Indian Institute of Public Administration, but as supplementary to the group discussion method. The experience of using the syndicate method in some other institutions, however, has not been very encouraging mainly because of the lack of practical and diverse experience on the part of participants. Persons familiar with the syndicate method are of the view that this

method is particularly suitable for senior administrators who have gathered expertise in their professional specialisation and are able to contribute to the discussion something from their personal experience.

Case Method

94. A case is a description of a real situation of something that actually happened, of what people actually said, felt and did in a specific situation. The description of the situation does not contain all the facts (no administrator ever has all the facts), but it contains facts as perceived by the relevant persons involved in the situation. A case has therefore often been described as a "chunk of reality" brought into the class-room for detailed observation, analysis and decision.

95. In the case study method of training, a written case is presented to the participants in a programme for careful study and examination of all facts, so as to enable them to exercise their analytical, synthetical and decision-making powers. As there is no single infallible solution to a problem, different solutions will be evolved and, in the course of the evaluation of these solutions, participants are enabled to appreciate the viewpoints of others and also see the lacunae in their own thinking and analysis. The case method is thus a participative method in which the trainees are fully involved in the learning process. It is generally agreed that this is one of the most effective methods in building up decision-making and problem-solving competence of administrators.

96. The use of case studies as an aid to instruction is being made in an increasing measure. The Administrative Staff College of India follows the case method along with other teaching methods. The Indian Institute of Public Administration has made a beginning with the use of case studies in its executive development courses. The Indian Institute of Management in Ahmedabad uses the case method extensively. The faculty members are expected to collect cases for their own courses. Every faculty member is given an annual budget for case collection. Some other training institutions also use the case method for foundational and refresher courses.

Simulation

97. A simulation is a situation in which problems, constraints and resources of everyday work environment are simulated or created in imitation and the learner is placed in the midst of the situation to find his way to the goal. The great advantage of simulation is that participants can learn from experience without paying the price of wrong decisions made in real life. Time can be compressed : a sequence of real-life events that would require months can be simulated in minutes or hours thus accelerating learning. The learner is active throughout, participating and interacting with other learners and the learning process operates at a much higher level of efficiency. As there is a high degree of active involvement, each participant has an excellent opportunity to develop his human relations and skills, i.e. his ability to perceive the needs and interests of others and to reckon with these effectively.

98. With the advent of computers, simulation has been developed into a highly sophisticated method. It has proved to be extremely successful in the training of industrial and commercial executives. It is recognised to be the most effective method of teaching management practice to a large number of trainees. In most cases, it is the only substitute available for supervised internship. The experience of the Asian Institute of Educational Planning and Administration with the Garudaland Planning Exercise*, using the technique of simulation and role-playing, bears ample testimony to the effectiveness of this method of training.

In-basket Method

99. This method puts an administrator in a live day-to-day administrative situation. The participant is handed a packet of varied papers like letters, memoranda, notes, reports, etc. for his examination and disposal. He is to deal with these papers within a specified time. His method of disposal, giving of priorities and decisions are discussed later by the entire group and appropriate lessons are drawn.

Sensitivity Training

100. This type of training is variously referred to as T-group, L-group, or sensitivity training. T and L stand for 'training' and 'learning' respectively. There are many variations on this theme, but most generally the purpose is to provide the trainee insights about his own behaviour, about inter-personal relationships and groups, and about organisational processes. It helps the trainee achieve a deeper understanding of oneself as well as increased sensitivity to others thereby leading to an improvement in behavioural skills. A qualified trainer is needed to guide the group but he always remains in the background. No specific assignment is given to the group but the participants, in the course of discussion amongst themselves, throw up problems involving, say, aggressive leadership traits in some members or other characteristics like frustration or peevishness in others, with the result that the group gets emotionally involved and gains insight into behavioural patterns and human relations.

101. At present, the T-group technique is used as a training aid for executives by the Indian Institutes of Management at Ahmedabad and Calcutta and S.I.E.T. at Hyderabad. Ad hoc programmes are offered by other institutions depending upon the facilities available. Although at one stage there were a large number of experts who were greatly impressed with this method, the pure T-group method is not in as much favour now and has to be used with circumspection.

Brain-Storming

102. In this technique, a small group of knowledgeable persons is given a problem and asked to produce as many solutions as possible within a given period. It is used to encourage spontaneous out-pouring of ideas. Non-conformist and unconventional solutions are allowed to be put forward in an imaginative and creative manner. When a

*Garudaland is an imaginary Asian country whose education is to be planned by the participants.

large number of suggestions are made, the group is asked to reflect on the various suggestions and evaluate their merits and demerits. A reasonably small number of worthwhile final solutions may emerge from this evaluation.

Programmed Instruction

103. In this method, the trainee is given instructions in a subject in a series of well-planned sequences proceeding gradually from the simple to the complex. At appropriate stages, the trainee communicates his understanding of the subject-matter in response to well designed questionnaires and further learning takes place only at a pace indicated by the participant's response. Thus the trainee progresses with his learning at a rate suitable for himself and not at a forced pace decided upon by the supervisor. This method, which is like a correspondence course, enables a large number of employees to understand and gain knowledge of a particular subject without undergoing formal institutional programmes. The National Institute of Bank Management at Bombay has made use of this method in developing some of its programmes.

Study Tours and Field Visits

104. Study tours and field visits are useful tools of training for administrators. They may be used as part of institutional training or to meet the needs of individual training. The value of 'Bharat Darshan' in the case of the All-India and Central Services probationers is well-recognised. The programme of field visits to study the successful educational experiments in different States of India, which was organised under the Indian Programme of the Asian Institute during 1970-71, has generally been commended.* We recommend the use of study tours and field visits on a regular, systematic and planned basis as part and parcel of the training programme for educational administrators.

Conclusion

105. Some of the conclusions which emerge from the preceding survey and analysis of the training methods and techniques may be briefly summarised thus :

(a) There is an entire range of teaching methods available with advantages and disadvantages in each of them. It is difficult to establish clearly whether one method is superior to another in every respect. Each method has its own use in a training programme. However, it may be said in general that training methods which invite participation by the trainees in the learning process are better than those which limit their participation.

(b) The utility of a particular training method or technique will depend upon the objectives and contents of training to be imparted, and upon the local conditions of a State or organisation.

* The main objective of these field visits is to break the isolation in which educational trainers and administrators in each State generally work by providing them an opportunity to observe at first hand how good ideas are born and how they bear fruit, the difficulties they face and the modifications they undergo. Nine such field visits were organised, during 1970-71, to the States of Gujarat, Bihar, Tamil Nadu, Kerala, Punjab, Mysore, Rajasthan, Maharashtra and Uttar Pradesh. Usually, one senior officer from each State participated in each field visit. A report on these visits is in the press.

(c) In regard to the choice of techniques, it may be necessary for a trainer to select his own appropriate blend of techniques which may be of optimum use to a particular group of trainees and at a particular stage of their career. In our situation with diversified training needs, it is obvious that no single method will suffice.

106. It is suggested that our approach in regard to the choice of training methods and techniques for a programme of teaching ought to be experimental. The use of right methods and techniques of training is an area in which the National Staff College must take a lead and provide useful assistance. It should arrange for appropriate research on various training methods and experimentation in techniques so as to modify and adapt them to our administrative environment and cultural milieu.

Training Material

107. One of the major handicaps of training is the lack of training material. We have to depend largely on textbooks published in foreign countries. The foreign text books are good and provide sound principles on the theory but practices differ. We should, therefore, construct our own material for purposes of training. Building up of appropriate training material with indigenous base and contemporary relevance is a matter which, in our opinion, should deserve the utmost attention by the National Staff College, especially in coordination with other training institutions, as resource personnel and the requisite expertise are limited. Collaborative endeavour in preparation of training material with differing local colour would be a welcome feature. It is accordingly recommended that the National Staff College should promote an extensive programme of development of appropriate and adequate training materials in collaboration with other institutions and professional organisations.

108. The paucity of indigenous cases, in particular, is at present a great handicap in deriving full advantage of discussions in syndicates, seminars and conferences. The use of cases helps lend realism and correctness to such discussions. It is, therefore, urgently necessary that preparation of suitable case studies, in large numbers and on different aspects of educational administration, be given the highest priority if training in educational administration and management is to be really effective.

109. It would be quite a task to collect and prepare purposeful case studies relevant to and of interest to probationers and educational administrators of various categories and at different levels. A systematic programme of preparation of case studies will be called for. Areas of special relevance will have to be identified and access to relevant material arranged. Assistance of Union Government, State Governments, Local Bodies and other organisations would be essential for access to files and material. Since the use of case studies is in itself a technique requiring broad parameters of administrative knowledge, experience and perspective, senior educational administrators and management experts should be jointly involved in this programme. We recommend that the National Staff College should take up the preparation of case studies as a substantive part of its work and organise it in collaboration with other training institutions which have practical experience of preparing cases and using the case method of training.

110. It would be very useful indeed if each State prepares a training manual for the SES probationers indicating the nature of educational administration in the State and guidelines for the trainees so that the probationers may know what exactly they are supposed to learn. The National Staff College should assist the States in drawing up of these manuals. It is recommended that a cooperative project may be developed for the purpose.

111. A programme of depth studies of State level problems of administration, supervision and planning may be undertaken by the National Staff College. The reports of such studies would provide excellent material for training of educational administrators. We are glad to learn that two such studies regarding contours of educational administration in Mysore and Tamil Nadu will soon be finalised by the Administrative Staff College of India, on behalf of the National Staff College, with support and cooperation from the Ministry of Education and the two State Governments concerned.

112. The appropriateness of the training programmes of the National Staff College and the effectiveness of its extension services will essentially depend upon research. It is therefore, recommended that a strong Research Division be developed in the National Staff College. Most of the problems to be studied, it is suggested, should be identified in collaboration with the State Departments of Education and other agencies concerned.

113. The National Staff College should bring out a quarterly Journal on Educational Planning and Administration. It should also publish, from time to time, other instructional materials in the form of abstracts, monographs, annotated bibliographies, etc. This, we feel, will be the best way of providing continuing education for the rank and file of educational administrators all over the country and enabling them to function more effectively.

114. To place the training programme on a sound footing, it is essential that the National Staff College should develop a strong documentation centre, containing references on education in general and educational planning and administration in particular. It should lay special emphasis on educational administration in different States and Territories of the Indian Union and in the countries of the Asian region. It would be desirable if the National Staff College is made the repository for all Unesco publications. We attach great importance to this work and would like to urge that it should be attended to with utmost promptitude.

115. We recommend that the National Staff College should act as a clearing house for teaching materials available at various institutions in the country as well as abroad.

CHAPTER VI

Coordination of Training Programmes and Facilities

Need for Cooperation

116. The various types of training programmes proposed by us—the sandwich pattern for the probationers, refresher course for the promotees and serving DEOs, and special seminars and conferences for senior educational administrators—are all grounded in the basic assumption that the Centre-State cooperation in this regard would be readily forthcoming. Because of the federal nature of our Constitution and the vast area of the country as well as variegated problems of the States, it is possible to organise these programmes only if there is proper appreciation of the significance of these courses and mutual coordination among the Union Ministry of Education, the States and the National Staff College.

Organisation of Training Courses

117. In regard to the organisation of training courses by different institutions, the opinion survey revealed clearly (paras 41-43 of Annex III) that the foundation course can best be dealt with by a University Department of Education; educational legislation and departmental rules and regulations by the State Institute of Education and the State Institute of Public Administration; educational planning mainly by the National Staff College and to some extent by the State Institute of Education; and principles and techniques of management by the National Staff College and State Institute of Public Administration. The practical training, it was felt, can best be organised by the State Institute of Education. In regard to short intensive courses in specific functional areas, the State Education Officers identified, besides the National Staff College, some other training institutions, like the Administrative Staff College, Indian Institutes of Management, National Institute of Community Development and National Council of Educational Research and Training, whose facilities can also be utilised for organisation of training courses.

118. We endorse the views expressed in the preceding paragraph and recommend that the foundational course for probationers be conducted by the University Department of Education, the practical training be organised by the Department of Education and the course in educational planning and administration be conducted by the National Staff College. The refresher course for promotees and serving DEOs can best be conducted by the National Staff College in collaboration with the State Institute of Education on State or zonal basis as may be considered administratively feasible. The short special seminars in specific functional areas for senior educational administrators and brief programmes for top level administration may be organised by the National Staff College. In

conducting all these training courses, cooperation and help from other training institutions at the State and Central levels should be solicited in the form of resource persons and other training facilities.

Programme Advisory Committees

119. For the development of various training programmes, it would be necessary to constitute appropriate programme advisory committees. The rules of the National Staff College envisage setting up of two such committees—one under the Chairmanship of the Union Secretary of Education for programmes relating to school education and the other under the Chairmanship of the Chairman, University Grants Commission for programmes relating to higher education. In order that full advantage is taken by the States of the facilities and the training courses offered by the National Staff College, it is important that State Education Secretaries and Directors of Education are actively involved in preparing the programmes. The Universities and other training institutions and professional organisations should also be represented on these committees.

Programme Coordinators

120. For securing close and continuous contact and interest of the State Governments in the training programme and their proper supervision and coordination at the State level, it is essential that there should be a Programme Coordinator for each State. It must be clearly recognised that, in principle, the training of the SES probationers is and ought to be the concern of the Director of Education. The National Staff College should, therefore, liaise with Directors of Education in each State. However, keeping in view the multifarious duties of the Director of Education, it is recommended that a senior educational administrator, preferably the Director of the State Institute of Education, may be nominated as the Programme Coordinator for each State.

Collaboration with other Institutions

121. With a view to optimising the use of training resources, materials and facilities, the National Staff College should collaborate with other interested institutions and organisations in all possible ways including programmes of training, research and studies, development of teaching material and exchange of faculty. In particular, it should strive to build close working relationships with organisations and institutions which possess the necessary experience and expertise in the field of training. We hope that the organisation of refresher, appreciation and orientation courses will open a fruitful vista of cooperative intellectual endeavour between the National Staff College and other institutions of higher learning and research as well as professional organisations.

Strengthening of SIEs

122. It is clear from the trend of our discussions and proposals that the bulk of training will have to be organised by the States at the State level. It is also evident that this responsibility will have to be shouldered by the State Institutes of Education. At present there

are 17 State Institutes of Education in different States and Territories of the Indian Union, namely, Andhra Pradesh, Assam, Bihar, Delhi, Gujarat, Haryana, Jammu and Kashmir, Kerala, Madhya Pradesh, Maharashtra, Mysore, Orissa, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal. Seven of them were established in 1963-64, nine in 1964-65 and one in 1969. The main purpose of these SIEs is to promote qualitative improvement in the field of school education in general and teacher training in particular. Some of them have also been conducting short inservice training programmes for Principals, Supervisors and Inspectors. Though it is only a modest beginning, the SIEs do provide an institutional base and a potential nucleus for organising systematic training programmes for DEOs and other educational officers.

23. In order to enable the State Institutes of Education to take up a comprehensive programme of training for DEOs and other educational officers, it is essential that they should be adequately strengthened and competently staffed. It is accordingly recommended that an Educational Planning and Administration Wing, comprising of carefully chosen faculty, be developed in each SIE.

124. The plant and facilities at the State Institutes of Education will also need to be adequately strengthened. For efficient organisation of training courses, we consider good hostel facilities an essential requisite. It is accordingly recommended that such facilities be provided at the SIEs where they do not exist and brought upto the mark where necessary.

125. Since training in educational planning and administration is inter-disciplinary in character, the SIEs would need to develop close links with University Departments of Education and other Social Sciences, such as, Economics, Sociology, Public Administration, Statistics, Demography, etc. for programmes of training, research and studies. They would also establish close collaboration with State and Central training institutes in their areas.

Training of Trainers

126. The success of any training programme ultimately depends upon the quality of the trainer. He has to reflect a synthesis of academic knowledge and field experience. It is also necessary that he should have adequate familiarity, apart from lecture and group discussion methods, with the recent training techniques and methods such as the case study method, syndicate method, role playing and simulation techniques, in-basket method, sensitivity training, etc. But this is not enough. The trainer ought to develop an ability to modify and adapt these techniques to local conditions and evolve appropriate blends of these for particular groups of trainees. He should also be able to create and develop teaching material with indigenous character and applicability as well as relevance to live administrative situations. All this requires that he must himself undergo requisite training in an appropriate institution.

127. It is accordingly recommended that the National Staff College should organise a training course of about 4-6 weeks duration for senior faculty members from each SIE. It would be useful if at least two faculty members from each SIE are deputed at a time

so that they may develop mutually supporting training programmes at their Institute and conduct them on team basis. Wherever possible, a faculty member from the University Department of Education concerned with foundational course may also be drawn in this programme. Such training programmes be organised on central or regional basis, as may be considered feasible. The collaboration of other training institutions in the training of trainers would enrich its quality and impart to it the much needed inter-disciplinary quality.

128. Efforts should also be made to depute the trainers at the SIEs and the National Staff College to some of the regular training programmes in selected institutes of administration and management within the country. The faculty members should also be encouraged to visit and deliver lectures in their specialised fields in other training institutions on a reciprocal basis.

129. A few selected trainers from the State Institutes of Education and the National Staff College might also be sent abroad to selected universities and institutions like the International Institute of Educational Planning at Paris. The assistance from UNDP and other international agencies could be advantageously used for this purpose. Individuals who are sent for training programmes abroad must be retained in the training field at least for three years after completion of their training programmes.

130. Since the success of the training programmes would very largely depend upon the quality of the trainers and their training, we recommend that a phased programme of training of trainers be drawn up by the Union Ministry of Education, State Governments and the National Staff College. It is important that selection of officers for serving in the training institutions should be done carefully. Persons with academic bent of mind and with special aptitude for training only should be selected to serve on faculty of the training institutions. Such officers should normally serve for a period of 5 years. Incentives should be provided for attracting and retaining competent and suitable officers to serve in the training institutions.

Training Policy

131. If the comprehensive programme of training for educational administrators as envisaged by us is to be properly planned and effectively implemented, it is strongly recommended that the State Governments should enunciate their training policy as soon as possible. We understand that the Central Government is already working on a policy resolution on training which is expected to be released shortly. Besides compulsory probationary training, refresher training should be made a mandatory aspect of the career development of DEOs and other educational administrators. Such a policy statement will provide not only direction and meaning to the training programme but also make it an effective instrument of career management.

Training Reserve

132. It is recommended that a training reserve should be created in every cadre of educational service and training should be conducted with the cadre reserve available

for training. A similar recommendation was made by the First Conference on Training sponsored by the Training Division of the Ministry of Home Affairs in June 1969.

Financial Cooperation

133. All officers deputed to training courses should be treated as on duty. They should be given TA and DA that they are entitled to under the rules of the respective State Governments. Besides this, the National Staff College must provide free lodging and boarding for all courses conducted by it. The direct recruits and lateral entrants should also be given a suitable book allowance. In regard to refresher courses conducted on the zonal/regional basis, the expenditure on TA and DA of the State Officers should be borne by the State Governments concerned. We recommend that these principles should be accepted on policy basis and applied automatically to individual cases without any further reference to higher authorities.

Implementation

134. With a view to implementing the proposals and recommendations made in this report, we would like to suggest that these be discussed in a conference of Education Secretaries and Directors of Education. This should be followed by a seminar of Directors of SIEs which may formulate concrete projects and programmes of training for DEOs and other educational officers.

Review and Evaluation

135. The training needs of DEOs, as perceived and identified in this study, are not static. In a dynamic society, they are bound to undergo change. It is therefore necessary that these must be reviewed from time to time and the training programmes be suitably geared to meet the changing needs. The review, revision and evaluation of training programmes, courses and techniques should therefore be systematically looked into by the National Staff College.

CHAPTER VII

Summary of Recommendations

136. For convenience of reference, the main recommendations made by the Study Group are summarised below :

- (1) There should be an overall District Education Officer in charge of school education for the revenue district for purposes of proper coordination and planning.

(Para 18)

- (2) The catchment area of the National Staff College and State level training institutions should include : (a) all officers belonging to the State Educational Service; (b) all officers functioning as DEOs or potential DEOs; and (c) such other officers for whom the State Government may like to organise similar training programmes.

(Para 19)

- (3) The National Staff College should prepare a comprehensive monograph on the organisation of the State Educational Service in different States of India, giving upto-date information regarding its strength, mode of recruitment and promotion, qualifications, status, jurisdiction, functions and responsibilities, etc. Such a document would be very useful in organising the training programmes at the State and National levels.

(Para 20)

- (4) Besides performing the traditionally well-recognised roles as administrator and supervisor, the DEO must be trained to play the new roles as educational planner and professional leader.

(Para 24)

- (5) The importance of tailoring the training programme to meet the special needs and requirements of each State must be fully recognised.

(Para 27)

- (6) A judicious blend of promotion and direct recruitment of first-rate young talent should be the basic policy in regard to recruitment of DEOs. The direct recruits, lateral entrants and promotees should be in the ratio of 25:25:50. The State Governments may adopt this as their recruitment policy.

(Paras 36 and 37)

- (7) The direct recruitment should be through the combined State Services Competition to the State Educational Service rather than to the post of DEO as such.
(Para 38)
- (8) The sandwich pattern of training be adopted for the State Educational Service probationers. It may consist of a 9-month foundational course at a university, followed by 6 months practical training in the Department, culminating in a 3-month course for educational planners and administrators at the National Staff College.
(Para 46)
- (9) The direct recruits should acquire the B.Ed. degree, preferably M.A./M. Phil. in Education.
(Paras 48 and 49)
- (10) The practical training for direct recruits which will be for a period of six months, may be arranged as under :
- | | |
|---------------------------------------------------------------------------------------------------------------------------------------|--------------|
| (a) Training in departmental organisation and rules and regulations at the State Institute of Education | ... 1 month |
| (b) In the office of the Zila Parishad or the Deputy Inspector of Schools | ... 1 month |
| (c) In the office of the District Education Officer | ... 3 months |
| (d) In the office of the Regional Deputy Director of Education (1 week), Director of Education (2 weeks) and the Secretariat (1 week) | ... 1 month |
- (Para 52)
- (11) During practical training, the probationers should systematically maintain a diary of their work and submit a detailed report at its conclusion.
(Para 53)
- (12) During internship, the probationers should be assigned to carefully chosen officers who are known for their interest in training and whose methods of work are considered worthy of emulation.
(Para 54)
- (13) The 3-month course in educational planning and administration for probationary DEOs be organised by the National Staff College on the lines suggested in Annex V.
(Para 57)
- (14) A common refresher course of 4-6 weeks duration be organised for promotees as well as for serving DEOs by the National Staff College in collaboration with the

State Institutes of Education. Such courses may be organised on zonal or regional basis.

(Para 59)

- (15) In the case of lateral entrants, the foundational course may not be necessary; the duration of the practical training may be suitably adjusted depending upon their background and experience; the three-month course in educational planning and administration is a must.

(Para 60)

- (16) A Career Management Cell be created in each Directorate of Education.

(Para 68)

- (17) The National Staff College should design a suitable Personal History Sheet for collecting the personal data in respect of each Education Officer of the level of the DEO and above in the States/Union Territories and at the Centre.

(Para 68)

- (18) The data in respect of each Education Officer be maintained in such a manner as may facilitate its quick processing for career management and planning.

(Para 68)

- (19) The National Staff College may immediately launch a project to study the career patterns of a select but representative group of DEOs from each State.

(Para 68)

- (20) It would be very desirable if the direct recruit to the State Educational Service, after completing the probationary training, acquires some on-the-job experience for about 2 years in teaching/training institutions and for about 3 years in some inspecting/administrative position before assuming charge of the office of the DEO.

(Para 70)

- (21) From the point of view of career management, cross-fertilisation of the administrative and supervisory experience with teaching-training-research experience should be encouraged. Before the DEO is promoted to the position of Deputy Director of Education, he should be given a variety of experience in different comparable positions in the Department, including those in the State Institute of Education and similar other institutions as well as in the Directorate of Education. The same principle should apply in case of higher promotions.

(Para 71)

- (22) Taking the systems approach of the long range career planning and management, continuous inservice education is necessary not only for DEOs but also for other senior educational officers and administrators.

(Para 73)

- (23) The exact duration and frequency of inservice training for DEOs may be determined by each State keeping in view the age range of the DEOs and the special needs and requirements of the Department. It is suggested that while the duration of the first inservice training course should be 4-6 weeks, it may suffice to organise subsequent refresher courses of about a week's duration at an interval of 5 years each.
- (Para 76)
- (24) Short-term, intensive training programmes in specific functional areas of 1-2 weeks duration be organised by the National Staff College for senior educational administrators from the States, Union Territories and the Centre, including the senior faculty from the State Institutes of the Education and University Departments of Education. Such programmes may be organised at the Central or Regional level as might be considered feasible.
- (Para 78)
- (25) The National Staff College may periodically arrange short orientation programmes and joint seminars/conferences of 3-4 days duration on new educational policy issues and innovative ideas, techniques and practices in educational planning and administration for top level administrators from the Departments of Education, Finance and Planning and such other departments as may be relevant for the purpose.
- (Para 79)
- (26) The provision of study leave should be an essential element in the career management system. The study leave rules be liberalised to induce educational officers and administrators to take advantage of them. The old practice of giving three months leave on full pay for every five years of service for undertaking special studies in educational problems should be revived. Preferably still, the idea of a sabbatical year of leave should be extended to senior posts in administration. He should also have the option to add to this his unutilized privilege leave, if he desires. The only condition attached to this leave should be that the officer should submit a report on his studies at the end of the leave period.
- (Para 83)
- (27) Study tours and field visits on a regular, systematic and planned basis should be an integral part of the training programme for educational administrators.
- (Para 104)
- (28) The National Staff College should arrange for appropriate research on various training methods and experimentation in training techniques so as to modify and adapt them to our administrative environment and cultural milieu.
- (Para 106)

- (29) The National Staff College should promote an extensive programme of development of appropriate and adequate training materials in collaboration with other institutions and professional organisations. (Para 107)
- (30) The National Staff College should take up the preparation of case studies as a substantive part of its work and organise it in collaboration with such training institutions as have practical experience of preparing cases and using the case method of training. (Para 109)
- (31) Each State should prepare a training manual for the SES probationers indicating the nature of educational administration in the State and guidelines for the trainees. The National Staff College should assist the States in drawing up of these manuals. A cooperative project may be developed for the purpose. (Para 110)
- (32) A programme of depth studies of State level problems of administration, supervision and planning should be undertaken by the National Staff College. (Para 111)
- (33) A strong Research Division be developed in the National Staff College. Most of the problems to be studied should be identified in collaboration with the State Departments of Education and other agencies concerned. (Para 112)
- (34) The National Staff College should bring out a quarterly Journal on Educational Planning and Administration. It should also publish, from time to time, other instructional materials in the form of abstracts, monographs, annotated bibliographies, etc. (Para 113)
- (35) The National Staff College should develop a strong documentation centre, containing references on education in general and educational planning and administration in particular. It should lay special emphasis on educational administration in different States and Territories of the Indian Union and in the countries of the Asian region. It would be desirable if the National Staff College is made the repository for all Unesco publications. (Para 114)
- (36) The National Staff College should act as a clearing house for teaching materials available at various institutions in the country as well as abroad. (Para 115)
- (37) The foundational course for probationers be conducted by the University Department of Education, the practical training be organised by the Department of Education and the course in educational planning and administration be conducted by the National Staff College. The refresher course for promotees and serving DEOs can best be conducted by the National Staff College in collaboration with the State Institutes of Education on State or zonal basis

as may be considered administratively feasible. The short special seminars in specific functional areas for senior educational administrators and brief programmes for top-level administrators may be organised by the National Staff College. In conducting all these training courses, cooperation and help from other training institutions at the State and Central levels should be solicited in the form of resource persons and other training facilities.

(Para 118)

- (38) For the development of various training programmes, the National Staff College may constitute appropriate programme advisory committees. Due representation should be given to Education Secretaries and Directors of Education on the programme advisory committees. The Universities and other institutions and professional organisations should also be represented on these committees.

(Para 119)

- (39) A senior educational administrator, preferably the Director of the State Institute of Education, be nominated as the Programme Coordinator for each State.

(Para 120)

- (40) The National Staff College should collaborate with other interested institutions and organisations in all possible ways including programmes of training, research and studies, development of teaching materials and exchange of faculty.

(Para 121)

- (41) An educational planning and administration wing, comprising of carefully chosen faculty, be developed in each State Institute of Education.

(Para 123)

- (42) The plant and facilities at the State Institutes of Education be adequately strengthened. Provision of good hostel facilities should be considered an essential requisite for efficient organisation of training courses.

(Para 124)

- (43) The National Staff College should organise a training course of about 4-6 weeks duration for senior faculty of the State Institutes of Education. Wherever possible, a faculty member from the University Department of Education concerned with the foundational course should also be drawn in this programme.

(Para 127)

- (44) Efforts should be made to depute the trainers at the SIEs and the National Staff College to some of the regular programmes in selected Institutes of administration and management within the country.

(Para 128)

- (45) A few selected trainers from the State Institutes of Education and the National Staff College might also be sent abroad to selected universities and institutions like the International Institute of Educational Planning at Paris.

The assistance from UNDP and other international agencies should be advantageously used for this purpose.

(Para 129)

- (46) Selection of officers for serving in the training institutions should be done carefully. Persons with academic bent of mind and with special aptitude for training should only be selected to serve on the faculty of the training institutions. Such officers should normally serve for a period of 5 years. Incentives should also be provided for attracting and retaining competent and suitable officers to serve in the training institutions.

(Para 130)

- (47) The State Government should enunciate their training policy as soon as possible. Besides compulsory probationary training, refresher training should be made a mandatory aspect of the career development of DEOs and other educational administrators.

(Para 131)

- (48) A training reserve should be created in each cadre of educational service and training should be conducted with the cadre reserve available for training.

(Para 132)

- (49) All officers deputed to training courses should be treated as on duty. They should be given the TA and DA that they are entitled to under the rules of the respective State Governments. Besides this, the National Staff College must provide free lodging and boarding for all courses conducted by it. The direct recruits and lateral entrants should also be given a suitable book allowance. In regard to refresher courses conducted at the zonal/regional basis, the expenditure on TA and DA of State officers should be borne by the State Governments concerned. These principles should be accepted on policy basis and applied automatically to individual cases without any further reference to higher authorities.

(Para 133)

- (50) The above proposals and recommendations be discussed in a conference of Education Secretaries and Directors of Education. This should be followed by a seminar of Directors of SIEs which may formulate concrete projects and programmes of training for DEOs and other educational officers.

(Para 134)

- (51) The review, revision and evaluation of training programmes, courses and techniques should be systematically looked into by the National Staff College.

(Para 135)

137. We wish to take this opportunity to thank the State Departments of Education and the Directorates of Education for extending their fullest cooperation and help in conducting the opinion survey. We are specially grateful to the State Education Officers who responded to the questionnaire and took all the trouble to come to Delhi to participate in group discussions and give the Study Group the benefit of their experience, advice and valuable suggestions. The assistance received from Dr. K.J. Joseph, Research Officer of the National Staff College in framing the questionnaire and from Shri A.I.P. Singh, ex-Statistical Assistant of the Asian Institute in tabulation and analysis of the responses is gratefully acknowledged.

138. Before we conclude our report, it is our pleasant duty to place on record our deep appreciation for the very able and useful assistance we have received from our Member-Secretary, Dr. S.N. Mehrotra. With his intimate knowledge of the working of Education Department in the field and at the Secretariat spread over many years and his active involvement in the training of educational planners and administrators at the Asian Institute, he made valuable contribution in our deliberations and cheerfully bore the main burden of drafting this report.

S.N. Mehrotra
Member-Secretary

M.V. Mathur
Chairman

May 12, 1972.

No. F. 29-29/70-UU
Government of India
Ministry of Education and Youth Services

New Delhi, the April 23, 1970.

To

The Director
Asian Institute of Educational Planning
and Administration
Indraprastha Estate
New Delhi.

Subject : Setting up a Study Group

Sir,

I am directed to refer to your letter No. F.89-3/69-AI dated the 3rd April, 1970 and to convey the sanction of the Government to the setting up of a Study Group for detailed specification of the objective, types, duration and content of the courses to be organised for the training of District Education Officers as well as to make suggestions regarding the methodology of training and the institutional arrangements for those courses at the State and Central levels.

2. The group will, subject to the concurrence of individual concerned, consist of the following :

1. Prof. M.V. Mathur, ... Chairman
Director,
Asian Institute of Educational
Planning and Administration,
New Delhi.
2. Shri J.P. Naik, ... Member
Adviser,
Ministry of Education & Youth Services,
New Delhi.
3. Shri T. N. Chaturvedi, ..
Joint Director,
National Academy of Administration,
Mussoorie.

- | | | |
|-----|-----------------------------------------------------------------------------------------------------|--------|
| 4. | Prof. J.N. Khosla,
Director,
Indian Institute of Public
Administration,
New Delhi. | Member |
| 5. | Dr. G.R. Dalvi,
Executive Director,
All India Management Association,
New Delhi. | ” |
| 6. | Dr. M.B. Buch,
Head,
Centre of Advanced Studies in Education,
M.S. University,
Baroda. | ” |
| 7. | Shri A.P. Saxena,
Deputy Director (Training),
Ministry of Home Affairs,
New Delhi. | ” |
| 8. | Shri D.P. Nayar,
Senior Specialist,
Education Division,
Planning Commission,
New Delhi. | ” |
| 9. | Shri N.P. Sinha,
Education Commissioner, Bihar,
Patna. | ” |
| 10. | Shri K.R. Ramachandran,
Education Secretary, Mysore,
Bangalore. | ” |
| 11. | Shri M.V. Rajagopal,
Joint Secretary,
Education Department,
Andhra Pradesh, Hyderabad. | ” |
| 12. | Dr. C.M. Bhatia,
Director of Education,
Uttar Pradesh, Lucknow. | ” |

13. Shri C.G. Sahasrabudhe, Member
Director of Education,
Maharashtra, Poona.
14. Shri S.V. Chittibabu, ”
Director of School Education,
Tamil Nadu, Madras.
15. Dr. S.N. Mehrotra, Member-Secretary
Specialist,
Asian Institute of Educational
Planning and Administration,
New Delhi.

3. The terms of reference of the group will be as under :

- (1) To identify the training needs of District Education Officers keeping in view their long-range career planning and management.
- (2) To specify the type and duration of courses needed for different types of entrants, namely, direct recruits, lateral entrants and promotees, keeping in view the recommendation of the National Seminar on recruitment policy.
- (3) To indicate the objectives of these courses and suggest their content as well as the methods most as appropriate for such training.
- (4) To recommend the necessary institutional and departmental arrangements at the Central and State levels for organising training courses and programmes.
- (5) To suggest a suitable machinery for coordinating various types of training programmes for District Education Officers all over the country and for periodical review and revision of courses.

4. The expenditure on TA/DA of the Members of the Study Group and other incidental expenditure will be met from the budget provision for the Indian Programme of the Institute.

5. The Study Group will submit its report within 3 months of the date of its first meeting.

Yours faithfully,
Sd/-
(C. S. Nayar)
Under Secretary

Training Needs of District Education Officers Questionnaire

The Ministry of Education and Social Welfare has constituted a Study Group on the Training of District Education Officers under the chairmanship of Prof. M.V. Mathur, Director of the Asian Institute. The terms of reference of the Study Group are reproduced below:—

- (1) To identify the training needs of District Education Officers keeping in view their long-range career planning and management.
- (2) To specify the type and duration of courses needed for different types of entrants, namely, direct recruits, lateral entrants and promotes, keeping in view the recommendation of the National Seminar on recruitment policy.
- (3) To indicate the objectives of these courses and suggest their content as well as the methods most appropriate for such training.
- (4) To recommend the necessary institutional and departmental arrangements at the Central and State levels for organising training courses and programmes.
- (5) To suggest a suitable machinery for coordinating various types of training programmes for District Educational Officers all over the country and for periodical review and revision of courses.

The Study Group has been set up in pursuance of the recommendation of the National Seminar on the Role, Function, Recruitment and Training of District Education Officers which the Asian Institute had organised earlier from February 11-13, 1970. A copy of the report of the Seminar is attached for your perusal.

The Study Group had its first meeting on June 16, 1971. It decided *inter alia* that in order to identify realistically the training needs of District Education Officers, a quick opinion survey on a sample basis may be conducted immediately. It also decided that for this study the term District Education Officer (DEO) is meant to denote an educational officer in charge of school education (primary and secondary) for the *revenue* district.

Accordingly, a questionnaire has been prepared to elicit your views on this subject. Kindly fill in the enclosed questionnaire and mail two copies to the undersigned by

1st August 1971. One copy may be sent to your Directorate if so desired by them. One copy may be retained with you for future use.

After analysing the replies received from respondents, the Study Group proposes to organise group discussions with the respondents in the last week of August 1971. The exact date and time of the meeting, which will be held in Delhi, will be intimated to you in due course after your reply to the questionnaire has been received.

Dr. S.N. Mehrotra
Member-Secretary
Coordinator of Studies,
Asian Institute of Educational
Planning and Administration,
Indraprastha Estate,
New Delhi.

QUESTIONNAIRE

1.0 Background Data

1.1 Name

1.2 Designation

1.3 Address

1.4 State

1.5 Date of birth

1.6 Age on 1.1.71 Years----- Months-----

1.7 Qualifications

(Indicate the degrees
and diplomas obtained)

(a) Academic

(b) Professional

1.8 Scale of pay of the present post
(Give full details with EB's)

1.9 List, in chronological order, the positions held by you in the Education Department indicating the method of recruitment in regard to each post held by you :

Position held	Period		Method of Recruitment
	From	To	(Direct Selection/Departmental Promotion)

2.0 Roles and Functions of DEOs

The DEO has to play a variety of roles and perform multifarious functions—academic para-academic and non-academic. Below are listed some of the major roles and functions. Put down against each item one number—1, 2, 3, 4 or 5—on a five-point scale according to the importance you attach to that item from the point of view of efficiency and effective functioning of the DEO. 1 means not important, 2 means slightly important, 3 means important, 4 means very important and 5 means most important.

2.1 Role as an administrator

- 2.11 Appointment, promotion and transfer of teaching and non-teaching staff ()
- 2.12 Performance appraisal of teaching and inspecting staff ()
- 2.13 Disciplinary control of teaching, non-teaching and inspecting staff ()
- 2.14 Inspection of subordinate offices under his administrative control ()
- 2.15 Sanctioning and disbursement of grant-in-aid ()
- 2.16 Disbursement of teachers' salaries ()
- 2.17 Audit and inspection of accounts ()
- 2.18 Dealing with disputes between teachers and managements ()
- 2.19 Performing quasi-judicial functions ()
- 2.20 Dealing with local bodies and Panchayati Raj institutions ()

2.2 Role as a supervisor and inspector

- 2.21 Providing academic leadership and technical advice ()
- 2.22 Conducting inspections ()
- 2.23 Surprise visits ()

2.3 Role as a professional leader and innovator

- 2.31 Organising orientation programmes, refresher courses and inservice training programmes ()

2.32 Dissemination of new ideas and popularisation of tested good practices ()

2.33 Encouraging experiments and innovations ()

2.4 Role as a developmental generalist and planner

2.41 Cooperating and collaborating with other developmental departments in the overall planning of a district ()

2.42 Formulating, implementing and evaluating educational plans at the district level ()

2.43 Guiding and promoting programmes of institutional planning ()

2.5 Role as a bridge-builder between the school and community

2.51 Fostering public relations ()

2.52 Securing community participation for improving and developing educational institutions ()

2.6 What relative importance do you attach to the following roles played by the DEO? Put 1 against the role which you consider most important, 2 against the one next in order of importance...8 against the one which you consider relatively least important.

<i>Role as</i>	<i>Ranking</i>
Administrator	()
Supervisor	()
Inspector	()
Model Teacher	()
Professional Leader	()
Educational Planner	()
Bridge-builder between the school and community	()
Government Agent	()

3.0 Problems and Difficulties

3.1 Mention briefly two major problems or difficulties a DEO faces in each of the following areas :-

3.11 Dealing with schools

- (1)
- (2)

3.12 Supervision of teaching

- (1)
- (2)

3.13 Dealing with private managements

- (1)
- (2)

3.14 Dealing with Local Bodies and Panchayati Raj institutions

(1)

(2)

3.15 Dealing with other Government departments (PWD, Planning, Agriculture, etc.)

(1)

(2)

3.16 Dealing with teachers' organisations and associations

(1)

(2)

3.17 Dealing with public

(1)

(2)

3.18 Dealing with superiors

(1)

(2)

3.19 Dealing with juniors

(1)

(2)

3.20 Dealing with his own office

(1)

(2)

3.21 Of the problems and difficulties in educational administration, which do you think will become more acute during 70's? List three of these in order of acuteness :

(1)

(2)

(3)

3.22 List three new problems in educational administration likely to emerge during 70's which you think would affect the work of the DEO.

(1)

(2)

(3)

4.0 Recruitment

For recruitment to the post of DEO, the following methods are in vogue :-

- (a) direct recruitment of fresh graduates/post-graduates;
- (b) lateral recruitment from amongst teachers, headmasters, inspectors, teacher-educators, principals and university/college teachers; and
- (c) promotion from amongst teachers, headmasters and inspecting officers at the lower level.

- 4.1 In your opinion, what should be the percentage of direct recruits to lateral entrants and promotees?
- 4.2 In your opinion, what should be the method of recruitment — through written tests and interview by Public Service Commission or by interview only?
- 4.3 In your opinion, what should be the criteria for promotion — merit-cum-seniority or seniority only?

5.0 Training

- 5.1 List the training courses—pre-service, pre-promotion and in-service—you have attended, including the teacher training course and rate their usefulness for the work of the DEO by mentioning against each course whether it was most useful, very useful, slightly useful or not useful.

<i>Training Course attended</i>	<i>Duration</i>	<i>Year</i>	<i>Rating</i>
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6.0 Content of Training

Below are listed some major content areas for training of DEOs. Put down the rating 1 (not important), 2 (slightly important), 3 (important), 4 (very important) or 5 (most important) against each item under each of the four columns—A (Direct recruitment), B (Lateral entry), C (Pre-promotion) and D (In-service).

	<i>A (Direct recruitment)</i>	<i>B (Lateral entry)</i>	<i>C (Pre-promotion)</i>	<i>D (In-service)</i>
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6.1 Foundation Courses

6.11 Philosophy of education	()	()	()	()
6.12 Psychology of education	()	()	()	()

	<i>A</i> (Direct Recruitment)	<i>B</i> (Lateral Entrants)	<i>C</i> (Pre-promotion)	<i>D</i> (In-service)
6.13 Sociology of education	()	()	()	()
6.14 Economics of education	()	()	()	()
6.15 Statistics of education	()	()	()	()
6.16 Educational methodology	()	()	()	()
6.17 Educational technology	()	()	()	()
6.18 Essentials of educational research	()	()	()	()
<i>6.2 Educational Legislation and Departmental Rules</i>				
6.21 Educational legislation	()	()	()	()
6.22 Fundamental Rules	()	()	()	()
6.23 Budget Manual	()	()	()	()
6.24 Grant-in-aid Code	()	()	()	()
6.25 Govt. Servants Conduct Rules	()	()	()	()
<i>6.3 Inspection and Supervision</i>				
6.31 Methods and techniques of inspection	()	()	()	()
6.32 Preparation of inspection reports	()	()	()	()

	<i>A</i> (Direct Recruitment)	<i>B</i> (Lateral Entrants)	<i>C</i> (Pre-promotion)	<i>D</i> (In-serice)
6.33 Techniques of supervision	()	()	()	()
<i>6.4 Educational Planning</i>				
6.41 Concepts and techniques of educational planning	()	()	()	()
6.42 District educational planning	()	()	()	()
6.43 Institutional planning	()	()	()	()
<i>6.5 Principles and Techniques of Management</i>				
6.51 Human relations	()	()	()	()
6.52 Public relations	()	()	()	()
6.53 Organisation and Methods	()	()	()	()
6.54 Institutional Management	()	()	()	()
6.55 Personnel Administration	()	()	()	()
6.56 Modern Management Techniques	()	()	()	()
<i>6.6 Practical Training</i>				
6.61 Supervised internship under experienced senior officers	()	()	()	()
6.62 On-the-job training	()	()	()	()

7.0 Duration of Training

7.1 In your opinion what should be the duration of training for each of the following types of courses :—

- | | | |
|------|-------------------------------------------------|-----------------|
| 7.11 | Probationary training
(for direct recruits) | .. months |
| 7.12 | Probationary training
(for lateral entrants) | ...months |
| 7.13 | Pre-promotion training | ...months/weeks |
| 7.14 | In-service training | .. months/weeks |
| 7.15 | Frequency of in-service
training | |

8.0 Organisation of Training Courses

Indicate which of the content areas listed in Section 6.0 can best be dealt with by the institutions mentioned below. For example, if, in your opinion, item 6.21 can best be dealt with at the State Institute of Education, put down 6.21 against it.

- | | |
|------------------------------------------------------------------|---|
| Teacher Training College | — |
| University Department of Education | — |
| State Institute of Education | — |
| State Institute of Public Administration or similar organisation | — |
| Asian Institute (National Staff College) | — |

9.0 Additional Remarks

If you wish to make some additional comments or observations on this subject, please feel free to do so by attaching a typed sheet to this questionnaire.

Training Needs of District Education Officers

State Officers' Opinion Survey

In pursuance of the recommendation of the National Seminar on the Role, Function, Recruitment and Training of District Education Officers, which the Asian Institute of Educational Planning and Administration had organised in New Delhi from February 11-13, 1970, the Ministry of Education and Social Welfare constituted a Study Group on the Training of District Education Officers under the chairmanship of Prof. M.V. Mathur, Director of the Asian Institute. The terms of reference of the Study Group are :-

- (a) To identify the training needs of District Education Officers keeping in view their long-range career planning and management.
- (b) To specify the type and duration of courses needed for different types of entrants, namely, direct recruits, lateral entrants and promotees, keeping in view the recommendation of the National Seminar on recruitment policy.
- (c) To indicate the objectives of these courses and suggest their content as well as the methods most appropriate for such training.
- (d) To recommend the necessary institutional and departmental arrangements at the Central and State levels for organising training courses and programmes.
- (e) To suggest a suitable machinery for coordinating various types of training programmes for District Education Officers all over the country and for periodical review and revision of courses.

2. In its first meeting held on June 16, 1971, the Study Group decided *inter alia* that in order to identify realistically the training needs of District Education Officers, a quick opinion survey on a sample basis may be conducted immediately. The sample may consist of four officers from each State — one DEO of 3-4 years standing, one Deputy Director of Education of 3-4 years standing, one Principal/Headmaster of a Higher Secondary School and one Deputy Inspector of Schools on the verge of promotion to the post of DEO in about a year's time. The Study Group further decided that for this study the term District Education Officer (DEO) is meant to denote an educational officer incharge of school education (primary and secondary) at the revenue district.

3. Accordingly, a questionnaire was prepared and sent to State Education Secretaries and Directors of Education on July 5, 1971. The questionnaire may be seen at Annex II.

The Sample

4. The officers nominated by the State Governments were requested to return the questionnaire duly answered by 1st August, 1971. But it took much longer than was anticipated in getting the replies from most of the States. However, we are happy that the replies to the questionnaire have now been received from all the States, except Nagaland. The number of officers responding from each State is four in all cases, except Madhya Pradesh, Punjab, Rajasthan and West Bengal from where only three officers each have responded. Thus, the total number of responses received comes to 64. In some cases, the State Governments nominated more than one officer of a particular category to reply to the questionnaire. Hence the number of respondents in the four categories somewhat varies. In the final analysis, the questionnaire was replied to by 21 DEOs, 16 Deputy Directors, 15 Deputy Inspectors and 12 Principals making a total of 64 in all. The list of respondents is given in Annex IV. Some of the respondents, however, did not respond to all the items of the questionnaire. Hence the size of the sample varies slightly from item to item.

The Questionnaire

5. The questionnaire is divided into 9 sections :

- (1) Background Data
- (2) Roles and Functions of DEOs
- (3) Problems and Difficulties
- (4) Recruitment
- (5) Training
- (6) Content of Training
- (7) Duration of Training
- (8) Organisation of Training Courses
- (9) Additional Remarks

The analysis of the responses of each to the above sections is presented in the following paragraphs.

1.0 Background Data

6. This section was intended to elicit background data regarding respondents — their designations, pay scales, mode of recruitment, age, qualifications, etc.

7. The designations and pay scales of officers differ from State to State. The designations and pay scales of District Education Officers in different States, with whom this Study is directly concerned, are given in Table I :

TABLE I

Designations and Pay-scales of District Education Officers in different States

<i>S. No.</i>	<i>State</i>	<i>Designation</i>	<i>Scale of pay</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>
1.	Andhra Pradesh	District Educational Officer	Rs. 750-50-1200
2.	Assam	Inspector of Schools	Rs. 750-50-950-EB-50-1200
3.	Bihar	District Education Officer	Rs. 450-35-660-EB-35-870-40-1070-EB-45-1250
4.	Gujarat	District Education Officer	Rs. 500-30-620-EB-40-820-45-1000-EB-50-1250 (Class I) Rs. 350-20-450-EB-25-525-30-675-EB-35-850 (Class II)
5.	Haryana	District Education Officer	Rs. 700-40-980-EB-40-1100-EB-50-1200
6.	Himachal Pradesh	District Education Officer	Rs. 700-1100
7.	Jammu and Kashmir	District Education Officer	Rs. 300-25-450-EB-30-630-35-700
8.	Kerala	District Education Officer	Rs. 375-25-450-30-600-35-670-40-750-50-800
9.	Madhya Pradesh	District Superintendent of Education	Rs. 550-950
10.	Maharashtra	Education Officer	Rs. 410-30-650-EB-45-1100-50-1200
11.	Mysore	Deputy Director of Public Instruction	Rs. 700-1100
12.	Orissa	Inspector of Schools	Rs. 600-30-720-EB-40-1000
13.	Punjab	District Education Officer	Rs. 700-40-980-EB-40-1100
14.	Rajasthan	Inspector of Schools	Rs. 700-1200
15.	Tamil Nadu	Chief Educational Officer	Rs. 900-50-1300
16.	Uttar Pradesh	District Inspector of Schools	Rs. 600-50-800-EB-50-1050-EB-50-1250 (Class I) Rs. 300-25-400-EB-30-700-EB-50-900 (Class II)
17.	West Bengal	District Inspector of Schools	Rs. 475-30-685-35-1000-50-1150

8. In regard to Table I, it may be pointed out that the term District Education Officer in Kerala denotes the officer incharge of the educational district which is not co-extensive with the revenue district. In Kerala, for 10 revenue districts there are 27 educational districts. This does not fit in with the definition of the term DEO as suggested by the Study Group, i.e. an Educational Officer incharge of School education (primary and secondary) for the revenue district. Secretary (School Education), Kerala has suggested that the role of the District Education Officer must be distinguished by the functions he carries out and not by the jurisdiction he enjoys. Accordingly, it was decided to include the District Education Officers of Kerala in this study.

9. In Madhya Pradesh, the term District Education Officer denotes an officer incharge of pre-primary, primary and middle school education in the district. High schools and Higher Secondary schools are looked after by the Divisional Superintendent of Education, who is a Class I Officer in the scale of Rs. 550-950. Accordingly, it was decided to include the Divisional Superintendent of Education in this study rather than the District Education Officer.

10. In Mysore, as a result of the recent reorganisation, the Education Officer incharge of school education in the revenue district has been designated as Deputy Director of Public Instruction in the scale of pay of Rs. 700-1100. Accordingly, the Deputy Director of Public Instruction has been included to represent DEO for this Study, whereas the District Education Officer falls under the category of the Deputy Inspector of Schools.

11. In Orissa, the educational district is not co-extensive with the revenue district. For 13 revenue districts, there are 40 educational districts. The District Inspector of Schools is incharge of primary and middle schools only; secondary schools are under the charge of the Inspector of Schools in the scale of Rs. 600-1000. Accordingly, for this study, the Inspector of Schools has been included to represent the DEO and the District Inspector of Schools to represent the Deputy Inspector.

12. In Tamil Nadu also, the educational district is not co-extensive with the revenue district. For 14 revenue districts, there are 45 educational districts. Accordingly, the Chief Educational Officer has been included in our sample to represent the DEO and the District Educational Officer to represent the Deputy Inspector.

13. Regarding the mode of recruitment, most of the respondents have reached their present positions through departmental promotions. Only three DEOs have come through direct selection — one each in Haryana, Tamil Nadu and West Bengal. Among Deputy Inspectors, also, three officers have been recruited directly — one each in Maharashtra, Uttar Pradesh and West Bengal. In the case of Principals/Headmasters, there are five direct recruits — one each in Assam, Gujarat, Haryana, Himachal Pradesh and Madhya Pradesh. No Deputy Director has been recruited directly.

14. Most of the respondents possess Master's or Honours degree coupled with B.Ed. Some of them possess M. Ed. also.

15. The position regarding the average age and range of ages of the State officers of different categories is indicated in Table II.

TABLE II
Average age (in years) of different categories of officers
(as on 1st January 1971)

<i>Category of Officers</i>	<i>No. of cases</i>	<i>Mean age (years)</i>	<i>Range (years)</i>
1	2	3	4
District Education Officers	21	46.8	41-55
Deputy Directors	16	48.1	41-55
Deputy Inspectors	15	39.5	38-55
Principals	12	46.8	32-56

16. It will be seen from Table II that most of the officers are more than 40 years of age. In terms of average age, they have got about 10 years more to put in. The need for inservice training is fully justifiable.

2.0 Roles and Functions of DEOs

17. In this section the respondents were asked to give the ratings in respect of different roles and functions performed by DEOs on a five point scale according to the degree of importance they attached to each from the point of view of efficiency and effective functioning of the DEO. On this rating scale, 1 meant not important, 2 meant slightly important, 3 meant important, 4 meant very important and 5 meant most important.

18. The mean values of ratings given by different categories of officers in respect of different roles and functions are given in Table III.

TABLE III

Mean values of ratings given by different categories of officers in respect of roles and functions of DEOs

<i>Item</i>	<i>DEOs</i> <i>N=21</i>	<i>Deputy Directors</i> <i>N=16</i>	<i>Deputy Inspectors</i> <i>N=15</i>	<i>Principals</i> <i>N=12</i>	<i>Overall</i> <i>N=64</i>
2.1 Role as an Administrator					
2.11 Appointment, promotion and transfer of teaching and non-teaching staff	3.52	3.25	3.13	3.42	3.34
2.12 Performance appraisal of teaching and inspecting staff	4.62	4.56	4.47	3.83	4.42
2.13 Disciplinary control of teaching, non-teaching and inspecting staff	4.00	3.81	4.33	4.00	4.03
2.14 Inspection of subordinate offices under his administrative control	3.52	3.94	3.67	3.25	3.61
2.15 Sanctioning and disbursement of grant-in-aid	2.86	3.50	2.93	3.17	3.09
2.16 Disbursement of teachers salaries	2.81	2.56	2.47	2.67	2.64
2.17 Audit and inspection of accounts	2.62	2.44	2.53	2.92	2.61
2.18 Dealing with disputes between teachers and managements	2.90	3.06	3.13	2.92	3.00
2.19 Performing quasi-judicial functions	2.43	2.94	2.53	2.00	2.50

Table III (Contd.)

<i>Item</i>	<i>DEOs</i> <i>N=21</i>	<i>Deputy Directors</i> <i>N=16</i>	<i>Deputy Inspectors</i> <i>N=15</i>	<i>Principals</i> <i>N=12</i>	<i>Overall</i> <i>N=64</i>
2.20 Dealing with local bodies and panchayati raj institutions	3.00	2.81	3.20	2.75	2.95
<i>2.2 Role as a Supervisor and Inspector</i>					
2.21 Providing academic leadership and technical advice	4.67	4.81	4.67	4.67	4.70
2.22 Conducting inspections	4.09	4.31	4.20	3.83	4.12
2.23 Surprise visits	3.57	3.19	3.53	2.92	3.34
<i>2.3 Role as a professional leader and innovator</i>					
2.31 Organising orientation programmes, refresher courses and inservice training programmes	3.95	4.44	3.73	3.42	3.92
2.32 Dissemination of new ideas and popularisation of tested good practices	4.14	4.69	3.80	4.00	4.17
2.33 Encouraging experiments and innovations	3.95	4.19	3.80	4.17	4.02
<i>2.4 Role as a developmental generalist and planner</i>					
2.41 Co-operating and collaborating with other developmental departments in the overall planning of the district	3.86	3.75	3.61	4.25	3.85
2.42 Formulating, implementing and evaluating educational plans at the district level	4.28	4.38	4.20	4.42	4.31

Table III (Contd.)

<i>Item</i>	<i>DEOs</i> <i>N=21</i>	<i>Deputy Directors</i> <i>N=16</i>	<i>Deputy Inspectors</i> <i>N=15</i>	<i>Principals</i> <i>N=12</i>	<i>Overall</i> <i>N=64</i>
2.43 Guiding and promoting programmes of institutional planning	4.14	4.31	4.20	4.42	4.25
2.5 <i>Role as a bridge-builder between the school and the community</i>					
2.51 Fostering public relations	3.95	3.44	3.61	3.67	3.69
2.52 Securing community participation for improving and developing educational institutions	4.09	4.00	4.14	4.35	4.13

19. It will be seen from Table III that most of the mean ratings are in 4's and 3's and only a few in 2's. In terms of importance attached to them, they may be clustered in three groups and arranged in descending order of mean ratings indicated below each item within brackets :

2.21, (4.70)	2.12, (4.42)	2.42, (4.31)	2.43, (4.25)	2.32, (4.17)	2.52, (4.13)
2.22, (4.12)	2.13, (4.03)	2.33 (4.02)			

2.31, (3.92)	2.41, (3.85)	2.51, (3.69)	2.14, (3.61)	2.11, (3.34)	2.23, (3.34)
2.15, (3.02)	2.18 (3.00)				

2.20, (2.95)	2.16, (2.64)	2.17, (2.61)	2.19 (2.50)		
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20. The above ratings indicate that the identification of roles and functions of DEOs by the National Seminar is fully endorsed by the sample survey of State officers' opinions attempted through this study.

21. With a view to determining the relative importance attached by State Officers to different roles played by the DEO, they were required to assign a rank in order of importance to different roles. An analysis of the mean rank score values assigned by different categories of officers to different roles is given in Table IV.

TABLE IV
Mean rank score values assigned by different categories of officers to different roles played by the DEO

<i>Role as</i>	<i>DEOs</i>	<i>Deputy Directors</i>	<i>Deputy Inspectors</i>	<i>Principals</i>	<i>Overall Mean rank score values</i>	<i>Rank</i>
	<i>N=21</i>	<i>N=16</i>	<i>N=13</i>	<i>N=11</i>	<i>N=61</i>	
Administrator	6.00	5.90	6.70	6.40	6.17	1
Supervisor	6.00	6.20	5.39	5.17	5.73	2
Inspector	4.65	4.75	4.92	4.46	4.71	5
Model Teacher	3.77	3.50	3.50	4.19	3.68	6
Professional Leader	5.39	5.83	5.16	5.37	5.45	3
Educational Planner	5.69	5.19	5.16	5.55	5.41	4
Bridge-builder between the school and the community	3.24	3.32	2.77	3.19	3.15	7
Government Agent	3.24	2.63	2.62	1.91	2.69	8

22. It will be seen from Table IV that the perceptions of different categories of officers in regard to different roles are not very different from each other. In terms of overall responses, the eight roles arranged in order of importance turn out to be : Administrator, Supervisor, Professional Leader, Educational Planner, Inspector, Model Teacher, Bridge-builder between the school and the community and Government Agent.

23. It is interesting to observe that field officers have attached high importance to the roles of the DEO as educational planner and professional leader. The need for training to equip him to play these new roles effectively cannot be over-emphasised.

3.0 Problems and Difficulties

24. In this section the State officers were asked to mention briefly two major problems and difficulties faced by the DEO in ten different areas of his dealings. An analysis of the responses reveals that the following problems and difficulties have been highlighted by the respondents :

3.11 Dealing with schools

- shortage of teachers in certain subjects such as science and mathematics ; inadequate staff, about one-fourth teachers are still untrained ; shortage of talented teachers ; lack of dedication and sincerity on the part of teachers : resistance to change and adoption of new techniques and methods
- mushroom growth of institutions ; immature upgrading and recognition of schools; failure to fulfil conditions of recognition
- schools are hot-beds of local politics ; absence of academic atmosphere
- general apathy on the part of parents
- too many schools to deal with for the limited staff ; inadequacy of inspecting staff ; lack of transport facilities

3.12 Supervision of teaching

- little time for supervision because of a large number of schools and unwieldy sections; increase of non-academic functions
- non-availability of subject specialists on the supervisory staff
- lack of initiative on the part of heads of institutions because of their own inadequacy in regard to modern methods and techniques of teaching and supervision
- teachers dislike guidance in their day-to-day work ; they consider it as interference ; they generally do not prepare lesson notes ; non-compliance of instructions by some of the unruly teachers
- little follow-up of supervision work

3.13 Dealing with private managements

- exploitation of teachers by managements ; delayed and reduced payment of salaries, frequent termination of service at the end of the academic session
- disputes between teachers and managements ; procrastination in settling disputes
- malpractices in maintenance of accounts and other financial irregularities
- caste-and-sect-ridden managing committees
- pursuit of non-academic interests on the part of school managers
- interference in the internal autonomy of the head of the institution
- most of the school managements have political affiliations ; this makes the enforcement of rules and regulations extremely difficult

3.14 Dealing with local bodies and Panchayati Raj institutions

- dual control makes administration ineffective
- lack of coordination
- general apathy and indifference towards educational development programmes
- indiscriminate transfer of teachers
- non-compliance of departmental rules and regulations
- delayed submission of statistical returns

3.15 Dealing with other government departments

- delay in allocation of funds, sanction of posts and projects and their timely renewal
- PWD is generally not very enthusiastic about petty school building programmes in remote areas ; maintenance of school buildings generally neglected
- lack of proper coordination
- education occupies a low priority in developmental plan
- DEO is not at par with other District Officers in status and importance

3.16 Dealing with teachers' organisations

- trade union mentality of teachers' organisations and associations ; always agitating for higher salaries and other service benefits : occasionally resort to coercive pressures and tactics by organizing strikes etc.
- they are non-responsive to educational programmes and activities : have hardly any worthwhile academic activity
- responsible for creating indiscipline among teachers
- politicisation of teachers' organisation and associations

3.17 Dealing with public

- interested only in admissions and promotions ; unrealistic demands in regard to these

- political interference in posting and transfer of educational personnel
- generally apathetic towards school improvement programme
- impatient in getting quick redress of grievances and complaints

3.18 Dealing with superiors

- delayed decisions and sanctions ; lack of timely instructions and information
- autocratic attitude; suffer from superiority complex
- lack of proper understanding of and confidence in subordinates ; lack of encouragement and appreciation
- lack of professional competence and guidance
- resistance to delegation of authority and decentralization of power
- subjective assessment of the work of their juniors

3.19 Dealing with juniors

- fear of taking independent decisions on their own : looking up to superiors for decisions
- lack of proper interest, motivation and enthusiasm ; generally frustrated
- lack of positive attitude towards work
- intrigues and petty jealousies
- delayed replies and submission of returns

3.20 Dealing with DEO's own office

- inadequacy of office staff to cope with increased volume of work
- static staff pattern to deal with new dimensions of developmental work
- tendency to procrastinate and delay matters; victims of redtape; rapidly declining norms of conduct and efficiency
- lack of coordination
- poor drafting

25. In order to get a wider perception of the problems and difficulties in the field of educational administration, the respondents were asked, in item 3.21 of the questionnaire to list three problems which, they think, would become more acute during 70's. An analysis of the responses reveals that the following problems and difficulties, according to

the perception of the group as a whole would become more acute during 70's :

- increase in social demand for education at all the three levels
- constraints of financial resources
- acute shortage of plant and facilities
- deterioration in quality of education and fall of standards
- educated unemployment will get augmented
- increase in student and staff indiscipline
- militancy of teachers' organisations
- increasing political interference in administrative matters

26. The respondents were also required to project into the future and list three new problems in educational administration likely to emerge during 70's which, they think, would affect the work of the DEO. An analysis of the responses reveals that the following problems have been highlighted by the group as a whole :

- nationalisation of primary and secondary education
- emphasis on vocational education ; vocationalization of secondary education
- emphasis on district and institutional planning
- separation of educational administration from academic supervision ; appointment of subject specialists
- examination system will have to be completely overhauled
- modernisation of educational administration
- adoption of new systems and techniques

27. The perceptions of State officers in regard to problems and difficulties currently being faced by the DEOs, those likely to become more acute during 70's and the new problems likely to emerge during this decade provide a broad framework of felt needs which any programme of training must realistically take into account. While training may not specifically solve all the practical problems, particularly those arising from external forces, it should certainly aim at cultivating a proper attitude to approach the problems rationally. The responses of State officers reveal unmistakably that there is an urgent need for modernisation of educational administration and for introduction of modern management techniques and other innovations in educational technology and methodology.

4.0 Recruitment

28. In this section, the State officers were required to indicate what should be the percentage of direct recruits to lateral entrants and promotees. By direct recruit is meant a fresh graduate or post-graduate. By lateral entrant is meant one from amongst teachers, headmasters, inspectors, teacher-educators, principals and university/college teachers. The promotee is from amongst departmental headmasters and inspecting officers. The responses of different categories of officers are indicated in Table V.

Table V
Frequency of responses of different categories of officers regarding percentage of direct recruits, lateral entrants and promotees

<i>Ratio of direct recruits : lateral entrants and promotees</i>	<i>DEOs</i>	<i>Deputy Directors</i>	<i>Deputy Inspectors</i>	<i>Principals</i>	<i>Total</i>
1	2	3	4	5	6
0 : 100	2	2	—	—	4
10 : 90	3	—	2	—	5
20 : 80	—	—	1	1	2
25 : 75	5	3	3	5	16
30 : 70	2	—	1	—	3
33 : 67	1	2	2	—	5
40 : 60	2	—	2	1	5
50 : 50	5	5	3	4	17
60 : 40	1	1	—	—	2
75 : 25	—	2	—	—	2

29. It will be seen from Table V that the largest number of respondents, 17 out of 61, have expressed themselves in favour of direct recruits : lateral entrants and promotees as 50:50. The next largest group of 16 has expressed itself in favour of the ratio 25:75. The number of officers who have expressed themselves in favour of more than 50 per cent direct recruitment is 21. Only 4 officers have indicated that there should be no direct recruitment to the post of DEO.

30. Some of the respondents have given a further break-up of percentages between lateral entrants and promotees. For example, according to 5 respondents, the ratio for direct recruits : lateral entrants : promotees should be 25:25:50. According to 3 other respondents this ratio should be 50:25:25. It is interesting to note that one of the respondents,

who is totally opposed to direct recruitment, has suggested that 60 per cent recruitment should be by lateral entry.

31. On the whole, it is very encouraging to note that State officers of all the four categories have expressed themselves so clearly in favour of direct recruitment of freshers and lateral entrants. The need of inducting fresh blood into educational administration for raising professional standard is fully recognised.

32. Regarding the method of recruitment, whether it should be through written tests and interview by the Public Service Commission or by interview only, an overwhelming majority of respondents, 51 out of 62, have expressed themselves in favour of written tests and interview by the Public Service Commission. Only 2 are in favour of written tests, and 2 others in favour of interview only.

33. Regarding criteria for departmental promotion, whether it should be merit-cum-seniority or seniority only, the respondents have again expressed themselves overwhelmingly—60 out of 63—in favour of merit-cum-seniority. Only one has expressed himself in favour of seniority only and another in favour of merit only.

5.0 Training

34. In this section, the respondents were required to list the training courses—pre-service, pre-promotion and in-service—which they might have attended, including teacher training, and rate their usefulness for the work of the DEO by mentioning against each course whether it was most useful, very useful, useful, slightly useful or not useful.

35. An analysis of the responses reveals that B.Ed. training has been rated as very useful and M.Ed. as useful. Various other types of short training programmes, such as administrative training, in-service training, training in educational evaluation, have been rated as very useful; whereas training in social education, basic education, teaching of English, etc. have been rated as less useful. What is important is that the value of training and re-training is fully appreciated by the respondents. This augurs well for the profession, for the need of lifelong education is nowhere greater than in case of teachers, inspectors and educational administrators.

6.0 Content of Training

36. In this section, the respondents were required to indicate the rating on a five point scale — 1 (not important), 2 (slightly important), 3 (important), 4 (very important) or 5 (most important) — against items relating to the proposed content of training in respect of Direct recruitment, Lateral entry, Pre-promotion and In-service. The mean ratings given by the sample as a whole in respect of each item for four groups are indicated in Table VI.

TABLE VI

Mean values of the ratings given by State Officers to the proposed content of training in respect of Direct Recruitment, Lateral entry, Pre-promotion and In-service

<i>Item</i>	<i>Direct recruitment N=60</i>	<i>Lateral entry N=60</i>	<i>Pre-promotion N=60</i>	<i>In-service N=60</i>
1	2	3	4	5
<i>6.1 Foundation Courses</i>				
6.11 Philosophy of education	4.61	2.68	2.50	2.32
6.12 Psychology of education	4.41	2.98	2.90	2.71
6.13 Sociology of education	3.92	3.21	3.13	2.83
6.14 Economics of education	3.62	3.34	3.29	3.14
6.15 Statistics of education	3.63	3.48	3.44	3.45
6.16 Educational methodology	4.39	3.38	3.44	3.30
6.17 Educational technology	4.11	3.39	3.38	3.29
6.18 Essentials of educational research	3.87	3.54	3.47	3.60
<i>6.2 Educational Legislation and Departmental Rules</i>				
6.21 Educational legislation	4.33	4.00	3.48	3.14
6.22 Fundamental Rules	4.62	4.11	3.53	3.04
6.23 Budget Manual	4.30	3.90	3.36	3.08
6.24 Grant-in-aid Code	4.30	3.83	3.51	3.16
6.25 Govt. Servants Conduct Rules	4.51	3.93	3.38	3.05

Table VI (Contd.)

<i>Item</i>	<i>Direct recruitment N=60</i>	<i>Lateral entry N=60</i>	<i>Pre-promotion N=60</i>	<i>In-service N=60</i>	
1	2	3	4	5	
<i>6.3 Inspection and Supervision</i>					
6.31	Methods and techniques of inspection	4.74	4.18	3.72	3.48
6.32	Preparation of inspection reports	4.45	3.83	3.43	3.09
6.33	Techniques of supervision	4.70	4.13	3.70	3.55
<i>6.4 Educational Planning</i>					
6.41	Concepts and techniques of educational planning	4.60	4.23	4.20	4.12
6.42	District educational planning	4.67	4.41	4.24	4.19
6.43	Institutional planning	4.38	4.06	3.85	3.82
<i>6.5 Principles and Techniques of Management</i>					
6.51	Human relations	4.25	3.67	3.62	3.34
6.52	Public relations	4.12	3.56	3.37	3.16
6.53	Organisation and Methods	4.13	3.77	3.30	3.27

Table VI (Contd.)

<i>Items</i>	<i>Direct recruitment N=60</i>	<i>Lateral entry N=60</i>	<i>Pre-promotion N=60</i>	<i>In-service N=60</i>
1	2	3	4	5
6.54 Institutional management	4.15	3.41	3.26	3.13
6.55 Personnel administration	4.40	3.85	3.62	3.66
6.56 Modern management techniques	4.47	4.40	4.10	4.20
6.6 Practical Training				
6.61 Supervised internship under experienced senior officers	4.61	3.54	2.92	2.40
6.62 On-the-job training	4.33	3.52	2.95	2.69

37. An analysis of the ratings in Table VI brings out the following points :—

In respect of direct recruits, all the content items have earned a mean rating of 4 (very important) or more except in regard to four items, namely, Psychology of education (3.92), Economics of education (3.62), Statistics of education (3.63) and Essentials of educational research (3.87) which, too, according to the ratings allotted to them, are considered fairly important. In other words, the contents of training suggested in respect of direct recruitment are fully endorsed by the sample survey.

In respect of lateral entrants, the mean ratings are 4 (very important) or 3 (important) on all items except Philosophy of education (2.68) and Psychology of education (2.98).

In regard to pre-promotion and in-service training, only three items have earned an average rating of 4 or more, namely, concepts and techniques of educational planning, district educational planning and modern management techniques. The practical work and foundation courses in philosophy, psychology and sociology of education have got the average ratings of less than three. This is because of the fact that the promotees have had some acquaintance in these areas. It is interesting to observe that the greatest importance has been attached to educational planning and modern management techniques.

38. On the whole, the above ratings can be profitably utilized in designing the content of courses for different types of training programmes suited to the needs of DEOs drawn from different sources.

7.0 Duration of Training

39. The average duration of training suggested by different categories of officers in respect of different types of training programmes for the DEOs is indicated in Table VII.

TABLE VII
Average duration of training in months suggested by different categories of officers in respect of different types of training programmes

<i>Item</i>	<i>DEOs</i> <i>N=21</i>	<i>Deputy Directors</i> <i>N=14</i>	<i>Deputy Inspectors</i> <i>N=15</i>	<i>Principals</i> <i>N=12</i>	<i>Overall</i> <i>N=62</i>
7.11 Probationary training (for direct recruits)	14.40	11.64	12.13	14.33	13.21
7.12 Probationary training (for lateral entrants)	6.57	6.36	6.20	6.67	6.45
7.13 Pre-promotion training	3.93	2.91	4.20	3.62	3.69
7.14 In-service training	2.28	2.00	2.31	2.04	2.17

40. The sample as a whole has indicated that the average duration of probationary training for direct recruits should be 13-14 months and that for lateral entrants 6-7 months. The average duration of pre-promotion training has been suggested to be 3-4 months and that of in-service 2 months. Regarding the frequency of in-service training, the group is in favour of once in every three years.

8.0 Organisation of Training Courses

41. In this section, the respondents were asked to indicate which of the content areas can best be dealt with by different types of institutions, such as Teacher Training Colleges, University Departments of Education, State Institutes of Education, State Institutes of Public Administration or similar organisations and the Asian Institute (National Staff College). The frequency of responses is given in Table VIII.

Table VIII

Frequency of responses by State Officers in regard to coverage of the content of training by different institutions

<i>Item</i>	<i>Teacher Training College</i>	<i>University Department of Education</i>	<i>State Institute of Education</i>	<i>State Institute of Public Administration (and similar organisations)</i>	<i>Asian Institute (National Staff College)</i>
6.1 Foundation Courses					
6.11 Philosophy of education	48	19	2	—	1
6.12 Psychology of education	48	18	2	—	1
6.13 Sociology of education	37	24	6	2	1
6.14 Economics of education	31	26	9	2	5
6.15 Statistics of education	36	22	10	—	5
6.16 Educational methodology	49	14	6	1	3
6.17 Educational technology	36	23	9	—	4
6.18 Essentials of educational research	24	36	6	—	4
6.2 Educational Legislation and Departmental Rules					
6.21 Educational legislation	1	4	21	29	7
6.22 Fundamental Rules	1	4	14	36	7

Table VIII (Contd.)

<i>Item</i>	<i>Teacher Training College</i>	<i>University Department of Education</i>	<i>State Institute of Education</i>	<i>State Institute of Public Administration (and similar organisations)</i>	<i>Asian Institute (National Staff College)</i>
6.23 Budget Manual	-	1	15	37	5
6.24 Grant-in-aid Code	-	1	23	30	6
6.25 Government Servants Conduct Rules	1	1	15	36	6
6.3 Inspection and Supervision					
6.31 Methods and techniques of inspection	3	3	34	2	18
6.32 Preparation of inspection reports	3	2	34	2	17
6.33 Techniques of supervision	3	2	34	3	17
6.4 Educational Planning					
6.41 Concepts and techniques of educational planning	2	6	19	2	37
6.42 District educational planning	2	4	19	2	35
6.43 Institutional planning	2	5	19	2	35
6.5 Principles and Techniques of Management					
6.51 Human relations	1	3	4	25	24
6.52 Public relations	1	3	4	25	24
6.53 Organisation and Methods	3	3	4	25	23

Table VIII (Contd.)

<i>Item</i>	<i>Teacher Training College</i>	<i>University Department of Education</i>	<i>State Institute of Education</i>	<i>State Institute of Public Administration (and similar organisations)</i>	<i>Asian Institute (National Staff College)</i>
6.54 Institutional Management	2	2	5	24	27
6.55 Personnel Administration	—	2	3	29	25
6.56 Modern management techniques	—	2	2	28	26
<i>6.6 Practical Training</i>					
6.61 Supervised internship under experienced senior officers	—	3	17	8	11
6.62 On-the-job training	1	2	17	7	11

42. An analysis of the responses indicates clearly that the foundation courses can best be dealt with by Teacher Training Colleges and University Departments of Education; educational legislation and departmental rules by State Institutes of Education and State Institutes of Public Administration; inspection and supervision by State Institutes of Education and the National Staff College. The area of educational planning, it is felt, can best be dealt with by the National Staff College and, to some extent, by State Institutes of Education. Principles and techniques of management, it is suggested, can best be dealt with by the National Staff College and State Institutes of Public Administration. Finally, the practical training, it is felt, can best be organized by State Institutes of Education shared with the National Staff College.

43. The above analysis is very helpful in determining the respective roles of different types of institutions at the State and Central levels for different types of pre-service and in-service training programmes for District Education Officers.

9.0 Additional Remarks

44. Only six respondents have put in some additional remarks. Most of the points made by them have already been incorporated in the analysis given above. Some of the new points are listed below :—

- Creation of the Indian Educational Service ; all officers of the rank of DEO and above should belong to the I.E.S.
- Officers above the age 52 should not be posted as DEOs
- If the minimum qualification for selection or promotion to the post of DEO is prescribed as M. Ed. or M.A. in Education, the period of training for the DEOs could be considerably reduced
- The training for the DEOs should also include some knowledge in the fields of curriculum construction, textbooks, science education, vocational guidance, audio-visual aids and social education as the DEO is required to deal with all these activities also
- Basic education should be duly emphasized in the training programmes of DEOs
- There should be a periodic exchange of personnel between Inspectorate on one hand and the training institutions and high/higher secondary schools on the other. Only a good teacher can become a good supervisor and a good educationist an educational administrator.

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New Delhi,
November 30, 1971

S.N. Mehrotra
Member-Secretary

List of State Education Officers

(who responded to the questionnaire)

Andhra Pradesh

- *1. Shri C. Gopinatha Rao
State Survey Officer
Office of the Director of Public Instruction
Hyderabad-4
- *2. Shri A.J. Somasundaram
District Education Officer
Hyderabad City
- *3. Shri N. Venkataswamy
District Education Officer
Machilipatnam
Krishna District
4. Kumari R.V. Padmavathi Devi
Principal
Government Junior College for Girls
Cuddapah

Assam

- *1. Shri Syed Shamsul Huda
Deputy Director of Public Instruction
Shillong
2. Shri M.C. Talukdar
Inspector of Schools
Mikir Hills District
District Circle
Diphu P.O.
- *3. Shri Indra Sarmah
Deputy Inspector of Schools
Nowgong

*Also participated in Group Discussions

- *4. Shri Kanuram Deka
Deputy Inspector of Schools
Gauhati

Bihar

- *1. Shri Ram Naresh Roy
Deputy Director of Education
(Basic and Primary)
Patna
- *2. Dr. Ramashish Sinha
Principal
Government Teachers' Training College
Ranchi
- *3. Shri M.P. Shrivastava
Assistant Director of Education
Patna
- *4. Smt. Shanti Ojha
Lady Principal
Government Girls High School
Boaring Road
Patna

Gujarat

- *1. Shri G.N. Patel
Director
State Institute of Education
Raikhad
Ahmedabad-1
- *2. Shri G.M. Vaidya
District Educational Officer
Jamnagar District
Jamnagar
3. Smt. M.S. Desai
District Educational Officer
Gandhinagar
- *4. Shri A.S. Choksi
Headmaster
Sheth N.T.M. High School
Surendranagar

Haryana

- *1. Shri V.S. Mathur
Joint Director of Public Instruction, Haryana
589 Sector 16 D
Chandigarh
- *2. Shri Dharam Singh Dhillon
District Education Officer
Rohtak
- *3. Miss Singh
Deputy District Education Officer
Ambala City
4. Shri Inder Sain Ghai
Principal
Government Higher Secondary School
Hissar

Himachal Pradesh

- *1. Shri F. Manmohan
Officer on Special Duty
Office of the Deputy Director of Education
North Zone
Dharmasala
2. Shri M.L. Grover
District Education Officer
Kulu
3. Shri Prem Singh
Deputy Director of Education
South Zone
Simla-4
4. Shri Daulat Ram Gupta
Principal
Government Higher Secondary School
Bagli (Kangra)

Jammu and Kashmir

1. Shri G.R. Dhar
Deputy Director of Education, Kashmir
Srinagar

2. **Shri M.M. Kazim**
District Education Officer
Baramulla
3. **Shri Mohd. Abdullah Dev**
Tehsil Education Officer
Sarai Bala 1st Bridge
Srinagar
4. **Mrs. Vimla Soni**
Research Officer
State Institute of Education
Srinagar

Kerala

- *1. **Shri N. Viswambharan**
Deputy Director of Public Instruction
Trivandrum
- *2. **Shri O.A. Mathew**
District Educational Officer
Cannanore
- *3. **Shri A. Jamal Muhammad**
District Educational Officer
Trivandrum
- *4. **Shri V.C. Karunakaran Nambiar**
Assistant Educational Officer
Cannanore South Sub-district
Cannanore-2

Madhya Pradesh

1. **Dr. G. Chaurasia**
Joint Director of Public Instruction
Madhya Pradesh
Bhopal
2. **Shri D.H. Khirwadkar**
Divisional Superintendent of Education
Bilaspur
- *3. **Shri K.R. Kale**
District Education Officer
Gwalior

Maharashtra

1. Shri P.T. Mahajan
Deputy Director of Education
Aurangabad Division
Aurangabad
- *2. Shri V.V. Chiplunkar
Principal
Secondary Training College
3 Mahapalika Marg
Bombay-1
- *3. Shri K.D. Mahagaonkar
Education Officer
Kolaba Zilla Parishad
Pen (Distt. Kolaba)
- *4. Smt. S. Bapat
Deputy Education Officer
Zilla Parishad
Bhandara

Mysore

- *1. Shri H.M. Naik
Joint Director of Public Instruction
Gulbarga Division
Gulbarga
- *2. Shri T. Ramaiah
Joint Director of Public Instruction
Dharwar Division
Dharwar
- *3. Shri A.N. Ponnappa
Educational Officer
City District, Kalasiplayam
Bangalore-2
- *4. Shri V.A. Umarani
Assistant Educational Officer
City Range
Gadag (Distt. Dharwar)

Orissa

- *1. Shri G.C. Pattanaik
Deputy Director of Public Instruction
(Secondary)
Bhubaneswar
2. Shri R.K. Mira
Inspector of Shools
Bolangir Circle
Bolangir
- *3. Shri Maheswar Jena
District Inspector of Schools
P.O. Baripada
Dist. Mayurbhanj
4. Shri K.C. Mahanti
Headmaster
Ravenshaw Collegiate School
Cuttack-2

Punjab

1. Shri H.K. Nijhawan
Deputy Director of Public Instruction
Chandigarh
2. Shri Ujjal Didar Singh
District Education Officer
Ferozepore City
- *3. Miss J. Mehtab Singh
Assistant Director (Books)
Punjab Education Department
Sector 17
Chandigarh

Rajasthan

- *1. Shri Lalit Kishore
Inspector of Schools
Ajmer
- *2. Shri L.C. Dosi
Senior Deputy Inspector of Schools
Beawar

- *3. Shri Devi Sahai Saxena
Principal
Government Darbar M.P.H.S. School
Jaipur

Tamil Nadu

1. Shri J.A. Ryan
Deputy Director
Directorate of School Education
Madras-6
2. Shri M. Sambasivam
Chief Educational Officer
Salem-7
3. Kumari E. Victor
Deputy Inspector of Schools
Theagarayanagar Range
5 Ramalingeswaran Koil Street
Teynampet, *Madras-18*
4. Shri S. Peer Mohamed
Headmaster
Government High School
Kulasekaram (Kanyakumari District)

Uttar Pradesh

- *1. Shri B.C. Srivastava
Regional Deputy Director of Education
IX Region
Faizabad
2. Shri S.D. Trivedi
District Inspector of Schools
Lucknow
3. Shri Prem Kishore Mehrotra
Deputy Inspector of Schools
Zilla Parishad
Kanpur
- *4. Shri Prabhakar
Principal
Government Inter College
Sultanpur

West Bengal

- *1. Shri S. Chatterjee**
Deputy Chief Inspector (Primary Education)
Education Directorate
Writers' Building
Calcutta-1
- *2. Shri Nirmal Kumar Ray**
Development Officer, Secondary Education
Education Directorate of West Bengal
Writers' Building
Calcutta-1
- *3. Shri A.K. Roy**
District Inspector of Schools
Nadia

A Suggested Three-Month Course for DEOs in Educational Planning and Administration

Objectives

This course is designed for probationary DEOs — direct recruits and lateral entrants. It aims at achieving the following objectives : (a) to acquaint the participants with concepts fundamental to educational planning and administration, (b) to give them a grounding in basic skills and techniques essential to their functioning as educational planners and administrators, (c) to develop their decision-making ability and to stimulate their critical and innovative thinking, and (d) to help them foster proper attitudes conducive to development.

Scope of the Course

The major components of the course will be :

I. The Practical Exercise

The entire training programme will be developed around a practical exercise in educational planning and administration. The exercise will consist of simulating, as closely as possible to real-world situation, all steps from the processing and analysis of data to the final formulation and implementation of an educational plan.

The geographical, demographic, economic, sociological, political and educational data to be used in the exercise will be hypothetical but will bear a fairly close resemblance to typical situations in the States of India.

Whenever feasible, actual data may also be used for illustration of certain aspects of educational planning and administration.

II. Lecture-discussions and Seminars

These will deal with educational, sociological, economic, statistical and demographic concepts fundamental to educational planning and administration as well as techniques relevant to the work of an educational planner and administrator.

III. State Statement

In the beginning of the course, every participant will make a presentation on the present educational situation in his State. The scope of this statement will cover broadly

* Adapted from the XII Course for Educational Planners and Administrators (September 1971 — January 1972) conducted by the Asian Institute of Educational Planning and Administration, New Delhi.

the existing educational system, recent developments, major contemporary problems and reforms contemplated or undertaken. Participants will be expected to bring this statement with them when they come to attend the course.

IV. Term Paper

Every participant will be expected to identify for study, in consultation with his adviser, a specific problem relating to educational development in his own State. He will prepare a Term Paper embodying his suggestions and proposals for the solution of this problem.

DETAILED CONTENTS OF THE COURSE

1.00 General Background

1.10 INTRODUCTION

Educational system in India — Organisation of the educational planning and administration in India — Unesco's role and regional cooperation in Asian countries.

1.20 COMPUTATIONAL

Simple computations relevant to educational planning : calculation of rates and ratios — interpolation and extrapolation — sampling techniques for educational survey — analysis and interpretation of data.

1.30 TECHNICAL

A general introduction to Delphi Method, PERT and CPM, Gaming techniques and Group dynamics.

2.00 Concepts and Techniques Fundamental to Educational Planning and Administration

2.10 EDUCATIONAL

2.11 Objective and Policy — Objective of education — role of education in national development — National policy on education — strategies and priorities in educational development.

2.12 Sociology — Social and ideological foundations of education — democratization of education — equality of educational opportunity — education and social mobility.

2.13 Structure of the Educational System — Evolution of educational structure — formal and non-formal systems of education — life-long education.

2.14 Content — Curricula in relation to objectives of education — modern trends in curriculum development.

2.15 *Educational Technology*—Innovations in educational methodology and practice — programmed instruction — radio and television — correspondence courses — integrated multi-media approach to instruction — open university.

2.16 *Teacher Education* — Structure, content and methods of training institutions — distribution and utilisation of teachers — modern trends in teacher education.

2.20 *STATISTICAL*

2.21 *Statistics as an aid to planning and administration* — Types of data and information needed for planning and administration — organisation and method of data collection, processing, analysis and interpretation — a survey of the present position of educational statistics in India.

2.30 *DEMOGRAPHIC*

2.31 Significance of demographic factors in educational planning — demographic rates and ratios — population growth — role of education in control of population growth — content and methods of population education.

2.40 *ECONOMIC*

2.41 *Economic Context of Education in India* — Education as investment — development planning — external efficiency of education.

2.42 *Financial Analysis* — Costing of educational plan — financing of education — analysis of educational expenditure — cost-benefit analysis — integration of educational and national development plans.

2.50 *MANPOWER*

2.51 Education as human resource development — education in relation to production and productivity — educational development and manpower planning — approaches to manpower forecasting.

2.60 *ADMINISTRATIVE*

2.61 Relationship between planning and administration — control of education — role of government and private sectors in education — infra-structure — ancillary services.

2.62 *Role of Educational Administration in Democracy*

Functioning of parliamentary and decentralised democracy — relationship of the educational administrator with legislators and other elected representatives — doctrine of political neutrality—role of educational administrator in policy formulation and its execution.

3.00 Introduction to Principles and Techniques of Educational Management

3.10 EVOLUTION OF MODERN MANAGEMENT CONCEPTS

3.11 Development of administration and organisations theory — impact of behavioural sciences on educational administration.

3.20 MANAGEMENT PROCESS

3.21 Decision-making — organisation — communication — direction — leadership and motivation — control and feedback — evaluation.

3.22 Human relations and participation — group dynamics.

3.30 MODERN MANAGEMENT TECHNIQUES

3.31 Office organisation and practice (lay-out, motion-time study, data recording, processing and storage requirement)

3.32 *Institutional Management* (delegation — information systems — flow charts — management activity chart)

3.33 *Personnel Administration* (job analysis and job description — recruitment and placement — training and career management — maintenance and use of personnel records — performance evaluation — discipline and welfare).

3.34 *Financial Administration* (Performance budgeting — PPBS — accounting system).

3.35 *Problem-solving Techniques* (Work study — O & M — management analysis planning, operations research — system analysis and design.)

4.00 Practical Aspects of Educational Planning and Administration

4.10 PLANNING FOR PLANNING

4.11 *Overall Development Planning* — Concept and techniques of educational planning.

4.12 *Types of Planning* — Macro and micro planning — long-range, perspective and short-term planning.

4.13 *Decentralised Planning* — District educational planning — institutional planning — integration of planning at various levels.

4.14 *Approaches to Planning* — social demand and manpower.

4.20 DIAGNOSIS OF PRESENT SITUATION AND ASSESSMENT OF FUTURE NEEDS

Examination of data to assess adequacy, suitability, effectiveness and relevance of

structure, content and methods, pupils, teachers, supervision and administration, financial resources, infra-structure and ancillary services.

4.30 PROJECTION AND ESTIMATION

Enrolments — teachers — supervisors — administrators — supporting services — plant and facilities — financial resources.

4.40 PLAN FORMULATION

Determination of priorities and strategies — fixing overall targets — identification of projects for qualitative improvement — administrative reforms for plan implementation — preparing the draft outline of the plan — costing of the draft plan — feasibility testing — formulation of final plan — presentation of plan targets in concise tabular form with costing and phasing.

4.50 IMPLEMENTATION

Regionalisation of the plan — programming and identification of projects — project formulation — school mapping.

4.60 EVALUATION AND REVISION

Mid-term evaluation — gaps between targets and achievements — determination of remedial action — revision of plan on the basis of new targets and strategies.

4.70 PILOTING PLAN

The planner's and administrator's role in piloting an education plan through the Working Group—through intra-departmental and interdepartmental stages—through the Union Ministry of Education and Planning Commission — finally through the State legislature.