

REPORT OF  
NATIONAL SEMINAR  
ON  
INSTITUTIONAL PLANNING



Organised by the  
National Council of Educational Research and Training  
in Collaboration with the  
Ministry of Education, Govt. of India

Nov. 3-5, 1968.

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COLLEGE OF EDUCATION, BHOPAL, M. P.



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DR. G. CHAURASIA

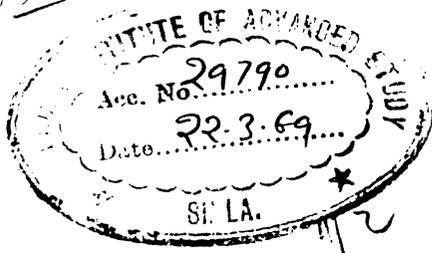
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## FOREWORD

A seminar on Institutional Planning was organised jointly by the National Council of Educational Research and Training and the Ministry of Education, Government of India in November 1968. The seminar was held at the Regional College of Education, Bhopal, and provided an opportunity to the participants, among whom were Inspecting Officers, Staff members of Training Colleges and Secondary Schools, deputed by some State Governments to discuss the concept and methodology of institutional planning with several experts in the field, like Dr. B. D. Nag Chaudhuri, Member ( Science ), Planning Commission, Prof. M. V. Mathur, Director, Asian Institute of Educational Administration and Planning, Shri J. P. Naik, Advisor, Ministry of Education, Government of India.

Educational Planning, if it has to succeed, has to involve educators at all levels from the primary school to the State Departments of Education. This is all the more necessary in a developing society, like India, where financial resources are likely to be meagre for educational development for some time to come. It is in such societies that the planning of human effort should receive maximum attention. India is not wanting in human resources. It will not therefore, be unreasonable to expect, even in the face of relatively meagre allocation of funds for the development of education, that the country should be able to make considerable progress with the proper identification and organisation of human resources. This has to be done in every school, college, university and other institutions. The National Seminar on Institutional Planning thus focussed on a very important idea and method for the qualitative improvement of education. The seminar strongly recommended that action should be taken for organising State level and district level seminars on Institutional

Planning for further clarification of ideas. The NCERT has assigned a high priority to this programme and I am sure, the Ministry of Education would be happy to encourage the State Governments for taking further action in the directions proposed by the seminar. This Report of the National Seminar is being published in the hope that it will be found to be useful in organising similar seminars at the State and district levels.

NCERT  
New Delhi  
December 13, 1968

Shib K. Mitra  
Joint Director

# SEMINAR ON INSTITUTIONAL PLANNING

## A BRIEF REPORT

S. N. TRIPATHI

**A** three day seminar on Institutional Planning was organized at the Regional College of Education, Bhopal from November 3 to 5, 1968. The seminar was convened in collaboration with the Ministry of Education, Government of India. About 75 participants from different states of India and members of the college staff attended the seminar. The participants were drawn from Principals of Colleges of Education, Principals of Secondary Schools, Inspector of Schools and Officers from the State Institutes of Education and Directorates of Education.

The proceedings started with a brief speech by Dr. G. Chaurasia, in which he welcomed the chief guests and participants to the seminar.

He was followed by Dr. B. D. Nag Chaudhuri, Member, Planning Commission, who inaugurated the seminar. Dr. Nag Chaudhuri in his inaugural address stressed the importance of new thinking to bring the needed changes in our educational pattern. He said that planning for the academic session was a familiar practice in most of institutions. But it was not done in a systematic manner. In this Seminar we are trying to develop a systematic approach to institutional planning. The demand for education is not in keeping with our financial resources which are very limited. Within the limited resources there is much that could be done and which is not being done. If we concentrate on the 'coulds' and not on the 'shoulds' we can optimise the use of our existing resources. This can be achieved through efficient institutional planning. The State Departments of Education and the NCERT can guide us through this task,

Dr. Nag Chaudhuri also stressed the need for an annual performance audit so that an institution is able to assess the progress it made on the basis of its plans.

The next speaker was Shri J. P. Naik, Advisor, Ministry of Education, Government of India. Shri Naik in his speech described four main problems of Indian Education. These were, giving freedom to the teacher, making the good teacher effective, involving every teacher in the formulation and implementation of plans and emphasising what can be done by mobilising the existing resources. By a number of interesting examples Shri Naik showed how institutional planning could meet these problems and challenges.

Shri Naik's talk stimulated lively discussion among educationists and administrators. They indicated their own experiences and suggestions for institutional planning. Shri Naik wound up the discussion by throwing some more light on how the difficulties pertaining to institutional planning could be overcome. He also indicated that the Fourth Five Year Plan would be more flexible and there would be considerable scope for institutional planning.

The Chairman of the session Dr. Shib K. Mitra made the following observations:—

“If education does not bring in always something which is new, it is not different from tradition. I think the whole notion of institutional planning is based on this idea that at every stage right from the school to the topmost level in the field of education constant effort has to be made in order that we do not have new ideas for the sake of new ideas but in order that we can do a better job with whatever resources we have at our command. As Mr. Naik had pointed out earlier, it is very clear that our resources are going to be meagre. But we are very fortunate in having a large man power. If we want, if we have the will, I think there would be some way of improving the whole situation. It is in a way a kind of puritanical ethics that is being injected into a social system which has been so far geared to the idea of कर्मण्येवाधिकारस्ते मा फलेषु कदाचन. The result was that

nobody worried about the फल, everyone was concerned with कर्म. Now I think in the planning effort the feedback process is being built into the whole system as an essential part of it, so that you must have evaluation in order to know where you are going, in order that others know where you are going. It is high time that the community woke up and asked these questions: "What are our teachers doing?" "What are our headmasters doing?" "Where are they taking us?" In the whole plan there is one element which is missing, and that is the pupil. After all, it is the pupil which is important and the learning of the pupil which is important. And the planning that we are talking about is really to see that the pupil learns better, learns faster and this is where we want squarely to fix the responsibility on the teacher."

Referring to some of the doubts raised by the participants regarding the ability of the teacher for institutional planning and not misusing the freedom that would be given to him? Dr. Mitra remarked, "Are you prepared to trust? It is the basic question. I think that the doubts we are raising are legitimate doubts, but I think basically it boils down to a lack of trust in the ability of our teachers to handle the situation, to be able to improvise the situation, to maximise, to optimise the learning for the millions of children in our country. I think it is a very important effort that you are making in the seminar to clarify the ideas. I am sure you will be taking the country forward if you show a way out."

After Shri Naik's talk, Prof. M .V. Mathur, Director, Asian Institute of Educational Administration, New Delhi, made some observations on Institutional Planning. He said that the essence of Institutional Planning should be to develop programmes which may be implemented with the existing resources. There should be clear cut plans to improve the efficiency without additional resources. It is necessary to make various case studies in successful institutional planning and bring out written reports which may be distributed to teachers and administrators. A prerequisite of institutional planning is that something must be done to create a suitable climate for work. The criteria for optimum use of facilities should be developed. Under

good inspiring leadership and proper orientation of the staff to institutional planning is likely to take the institution ahead.

A number of distinguished educationists presented their papers. Dr. Lawrence P. Newberry, Teacher Education Advisor, USAID, presented a paper on "Supervision and Institutional Planning." Dr. Newberry pointed out that an effective supervisor is also an educational planner. He must be future oriented and must have technical, social and conceptual skills. He must be able to see the relationship between the organizational parts and the institution as a whole, the role of each staff member and its relationship to the collective effort, and the direction in which the institution should progress. Dr. M. B. Buch, Head of the Department of Educational Administration, read a paper on 'Institutional Planning for Improvement and Development.' This paper was found to be very useful in giving practical guidance to schools for introducing institutional planning. Dr. W. V. Bhawe, Joint Director of Public Instruction, Madhya Pradesh in his paper on, "The Role of Administrators in Institutional Planning", showed how schools could be improved if more attention was given by administrators to planning. Dr. (Mrs.) K. T. Singh in her paper on "New Approaches to Educational Planning in India" raised a number of questions which an educational planner might consider while planning. Shri R. S. Trivedi, Principal, M. B. Patel College of Education sent a paper on "Planning and the Role of Teachers." Shri Trivedi could not attend the seminar.

Shri J. P. Chaube, Dy. Director of Public Instruction, Madhya Pradesh, presented an interesting report of a small survey of some schools of Bhopal. This survey very clearly showed how education could be improved and various imbalances corrected if more attention was paid to planning.

Shri E. W. Franklin, Executive Secretary, All India Federation of Educational Associations was invited to present his views on the theme of the Seminar. Shri Franklin remarked that this seminar on 'Institutional Planning' was a milestone in the journey towards the improvement of education. The teacher is the kingpin in any

educational effort. It is for the first time that the teaching community is being asked to act as the planner and executor of educational improvement. The planners at the top—the Planning Commission, the Education ministries at the Centre and State levels—have now to coordinate their efforts with the educational institutions, because ultimately it will be the institutions which will deliver the goods.

The president of the concluding session was Dr. G. S. Khair, Director, Anath Vidyarthi Griha, Poona. About Dr. Khair, Shri Naik had said that Dr. Khair had been talking about institutional planning right from the First Plan. His voice was a voice in wilderness, but it was now being heard. Dr. Khair was thus the fittest person to preside over the concluding session.

Three groups to examine the implication of institutional planning had been formed earlier. Their reports were presented in this session. The report of the first group on “School Principal and Institutional Planning” was presented by Dr. M. B. Buch. The report of the second group on “Institutional Planning and Teachers Colleges” was presented by Shri D. R. Vij. The report of the third group, “Role of Educational Administrators in Institutional Planning” was presented by Miss J. Mehtab Singh.

Dr. Khair in his concluding speech said it must be accepted that planned work is always better than unplanned work. In planning we must include everyone—the headmasters, teachers, students and parents. No detail should be considered as too unimportant for being included in planning. Thus planning can take into consideration improvement in handwriting, decoration of walls, garden, proficiency in subjects and so on. The major goal of planning should be promotion of excellence in students. At the end, Dr. Khair expressed the hope that the participants would disseminate the idea of institutional planning at the State and District level. He thanked the organizers for organising such an important National Seminar to focus attention on institutional planning.

Shri B. P. Misra, Reader in English, Regional College of Education thanked the guests and participants of the Seminar.

# EDUCATIONAL PLANNING AND INSTITUTIONS

B. D. NAG CHAUDHURI.

In the sense of preparing for next session's intake of students; in the efforts to introduce new experiments in the class room; in the ambition to try out a new approach in teaching in a particular topic, each institution, school as well as college, is involved in preparing for the next term, the next year or the next few years. Preparation for the future is ubiquitous and is as old as human history. The name planning was not attached to the process and it was not a fashionable name a few decades ago. Although the words 'educational planning' were unknown, our schools and colleges were involved in finding sites, designing school rooms, adapting the syllabi and looking out for suitable teachers. However, these tasks and a number of others involve the process of planning with regard to individual institutions. These tasks relate not only to the next year's school programme, they relate to the long term growth and vitality of the school. If carried out with some forethought, taking into account all the information available, undertaking such tasks can lead to progressively greater efficiency and better performance of the institution concerned.

You will recognise that while we have used impressive words 'institutional planning' or 'educational planning' at institutional levels, we are really for the most part talking about things that are quite familiar. We have been doing these very things for our educational institutions, more or less, for the past many years. We have been concerned with educational planning at institutional level without recognising it for what it is; somewhat like M. Jourdain in Moliere's play, "The Bourgeois Gentilhomme" who did not know that he had been talking prose for thirty years and engaged a tutor to learn prose. Although we should in general be aware, and most of us,

perhaps, are aware, that we are involved in the task of institutional educational planning, there are important gaps in this process which need our attention. One such gap, for illustration, is the absence of what we might call an annual or periodical performance audit. This is a fairly common managerial device to bring out clearly not only *what* tasks have been performed during the year but *how* these tasks have been carried out (efficiency, speed, cost etc.). Another feature of such annual performance analyses could be to note how the school was carrying out the aims of national educational policy such as social integration, development of talent or relating some of the curricular and extracurricular activities of the school to the felt needs of the community.

We are faced in planning not only with the various tasks of the future, immediate or distant, we are also concerned with the impediments, social and others which complicate these planning tasks. Further headaches arise because not only are educationists and administrators concerned with tasks of planning, we find today that sociologists and economists are also intruding into these tasks with very relevant questions. One such question is related to whether a part of the resources that a school needs can be raised by the community that benefits from the school or per contra can the school give services to the community which will give it the benefit of community resources direct or otherwise. Another question that may well be asked is whether a school will take its own particular view about whether it will try to equalize opportunities for its students at least in the restricted sphere of school and extracurricular activities. Obviously sociologists and economists will like educational planning to stay. Other disciplines will probably be involved in these planning problems in the future, perhaps, the behavioural sciences and anthropology even in our lifetime.

Since independence we have been concerned and increasingly involved in 'planning' in many spheres of activity. That is to say, in a country which is as poor as ours, whose resources are as limited as ours, the demand for greater productivity and wealth compete with the demand for allocations for education and health very often

to the disadvantage of the later. At the national level our planning consists of trying to determine what effort can most appropriately be allocated to education. This requires the balancing of many factors of which not the least are the political factors and of which not the most important are the demands of the educator. How do we sort out the problem of getting the teacher, the educator, the administrator, to co-exist with the sociologist or economist? Or rather how does the teacher educator and administrator use the information and technical tools of analysis through association with the economist and the sociologists. Sometimes, such new tools and information have resolved problems, on occasion they have raised new problems which we often find confusing. For example, we are often asked how does one try to relate the advantages or gains in introducing a new laboratory experiment or a new teaching aid to the cost of the apparatus or the aid. In point, is there such relation. The difficulty that most educators and administrators face in dealing with these new questions both qualitative and quantitative, are that we are not well equipped to deal with the sociologists or the economist. Our unfamiliarity with these disciplines make it difficult for us to discriminate and accept what is relevant and useful and to discard what is irrelevant or is in basic conflict with our nationally accepted values.

While I have tried to say that planning at the institutional level has been with us, although unrecognised, and certainly scrappy for quite sometime, educational planning at the national level became a major national objective only after independence. The lessons of the last 18 years of educational planning have revealed a number of advantages and also some disadvantages in formulating as well as implementing national plans of education. We have discovered that in a country as large as ours, the variety of circumstances are extremely large and a single omnibus prescription cannot remedy the various difficulties or ills of education in various parts of the country. While expansion of education, and the consequent burden on the State exchequer has increased enormously in the last fifteen years, the benefits have not spread uniformly throughout the country; nor has education developed in a balanced manner. Both the

expansion of education and the increasing unit cost of education (which seems to rise at the rate of between 1 to 2 percent per annum) make education increasingly expensive in relation to our resources or our income. A further load is added because of large variations in the unit cost itself for various reasons. There is thus a great need to husband our resources and to find out how one could get the most out of the money one invests in education.

Some economists have tried to carry out various cost-benefit calculations which some of us view with dismay. The increasing unit cost of education at the rate of 1 to 2 percent per annum is more or less worldwide experience. However this rate of rise does not effect seriously nations which are involved only in qualitative improvement of education and are not, at the same time engaged in substantial expansion, since the rate of economic growth more than offsets this increase. It does, however, effect us in India quite seriously and impairs our efforts to improve education as the pressures for expansion are, and perhaps legitimately, far stronger than the felt need to improve quality.

Another problem due to the economists are what economists call the manpower aspects of national plans. Unfortunately the manpower plans are entangled with many other problems, industrial, technological, agricultural and economic. Since all the factors, including the human factor are not thoroughly analysed, there are some serious reservations about manpower plans based on simple projections. Whether our manpower surveys have been faulty, or forecasts or predictions rapidly become inaccurate when the period involved goes beyond a few years or whether the elasticity of the manpower supply is not being taken into account in these techniques, we are not sure. We are not even certain whether social demands for particular kinds of education, depending on the attitudes and prejudices of parents, employers and even governments together with inappropriate wages and salary policies do not distort these theoretically worked out projections. Because of these reasons manpower projections are not likely to be a dominant element in educational planning. However, manpower is an element we cannot ignore. Institutions will play a role in making available to its students information and employment

trends and career guidance, in applying aptitude tests developed by guidance, in applying aptitude tests developed by expert organisations, in keeping in touch with local conditions and employment opportunities for the benefit of the students and in developing or encouraging training in skills that will increase employability of students until such time as the calculations of manpower analysis become more refined, more complete and more reliable.

The disparities between the states, between regions in a State, the absence of a common language and consequent lack of mobility in our population, the constitutional responsibility of the state government for education are all factors that lead us to seek compact areas with greater uniformity, as units for planning education. In such areas, where they can be identified, education can be planned in terms of its populations, its opportunities, conditions of schools, its resources and the demands of its people. There are, however, certain reservations one must express in such a view. Firstly, it will be difficult to find such homogeneous and clearly bounded areas. There will be necessarily outflows and inflows of populations, disparities between communities within the areas, various geographical factors of disadvantage or advantage. Secondly, technological change can come in certain area very rapidly producing various social and economic changes much faster than the large gestation periods of education. The local needs for education also are also susceptible to rapid change, due to, say, building of a large dam or a steel works, to which educational change in that area does not necessarily respond sufficiently quickly. While these difficulties exist, each state does have the responsibility for fulfilling the needs and desires of the citizens for education commensurate with its resources. While the role of the state is paramount in planning education, the hiatus between the local needs and desires of a community as regards education and the State's awareness and response can be met in a large measure by the institution going through the exercise of defining its role in terms of the needs, desires and resources of the community it serves. However, it has to be borne in mind that this is possible only if the devolution of responsibility and flexibility of response with regard to education is accepted by the State authorities and by each institution. With a

greater responsibility residing in the institution a closer link of the school with the community becomes indeed, easy. The planning for the school can become essentially a part of the planning for the community itself, in fact even the core of the planning for the community. The very changing nature of education during the last 100 years remind us that the flexibility of our approach is important for progress, for even survival.

There is a distinction which I would like to draw between planning which is, in a sense, the preparation of a set of decisions to be approved and executed by some other organisations or authorities and the arms of government, State, or local body which approve the plan and give it the sanction of authority and finance. These bodies are also making decisions, but not quite in the sense of formulating plans. Finally, the implementing authorities which may range from education department to the individual school. have to work out the plan. However, effective implementation is always at the level of individual schools, colleges or institutions. Those of you who are familiar with machines might have heard of 'feed back' of information. Feed back is basically a self correcting mechanism in modern machines. The concept has been used by mathematicians, sociologists, and planners, amongst others. to convey that the information about difficulties encountered and the difference between the target and performance in implementation are conveyed to the decision makers to allow them to make alterations so that the response to a particular situation can be maximum. In the government we have normally a tripartite arrangement of preparation, decision and execution. Adequate information links must connect all the three. If the communication between any of these three is tenuous, the entire system may respond feebly to external circumstances and hence be weak in carrying out tasks.

At the level of the state which shoulders responsibility for approving plans and finding the money for education, there are, on one side the constraints of trying to keep education in step with economic growth and on the other the rising pressures of social demand. If the cost of education expands more rapidly than the economic growth of a state, the difficulty arises that this eats up an increasingly larger

slice of the government cake until the government loses all ability to spend money in directions which can increase productivity or wealth or even improve education. While it is unavoidable and even desirable to some extent that pressures and social demand create a fast expanding education there are dangers in allowing education to run completely away from the social and economic situation. There are instances of several countries, for example, in the Philippines where more than 40% of her total national budget is now spent on education, their ability to expand or improve education is rapidly approaching a point of saturation beyond which further expansion will be impossible unless some drastic rethinking is done.

I have already cited the weakness in our communication links between planning, decision making and implementing authorities. Any effort to correct this is likely to be slow as well as expensive. While efforts in this direction will have to go on, a more appropriate way may be to adopt a flexible approach in which authority to correct or modify is delegated to the implementing stages of educational operations and to find resources locally to the extent defined by previous agreement. This might enable institutions and local authorities, after ensuring a core or a basic minimum goal, to go on to achieve as much as is possible in meeting the needs and demands of the community.

One approach in this direction is the setting up of a performance audit system for every institution. I have mentioned something about it earlier and I would like to stress again at this stage that in a poor country the limits to what can be done in education is set by what one can afford and not by social demands. However, these limits are not fixed. They can be extended somewhat if the institutional base for planning can be a lever to explore the possible ways of getting more performance out of the same available money and also as an attractant for community resources for the tasks it is willing to take on. The institution is logically the base from where we find out how the institution and the educational system could provide the community with right kind of education for the right people in the right numbers, with appropriate changes where necessary. It is not always necessary to set up an elaborate model for such a study.

While an institution is generally far away from the problems of state policy it is very close to the economic and political realities of its environment, of the community it serves. The sociologists' analysis of a local situation, the economic conditions, and distribution of incomes, the political overtones, these are important factors which the authorities and the teachers of a school may be aware of with varying degrees of understanding. A deliberate attempt to recognise these aspects and relate them to the task of finding out ways and means to increase communication with the parents and to improve quality of the school may be worthwhile.

Each institution has its own history, its own niche in the community. A critical study of the past and the relations that have developed with the community will determine, to a large extent the inherent possibilities of each school. The critical study of the past one year, we call the performance audit of the school year is primary data for the purpose. This audit is in terms of tasks undertaken and the extent to which they have been carried out, the efficiency of the use of the school facilities and the school personnel, the enumeration of the strong and weak points and suggestions regarding overcoming the weaknesses and exploiting the strength. Neither the critical study nor the enumeration of possibilities and the tasks are necessarily related to the funds available to the schools. Finances are only a small determinant of what a school and its faculty can do for the pupils. The rest, which is of greater import, are the dedication of the faculty and the enthusiasm they can generate in the community and in the students to overcome the weaknesses of the past, and to make education vital and efficient. The development of individual school work plans on these lines might encourage economy in operating the school and increase the effectiveness of its teaching. It need not involve any large or even moderate inputs of money.

The school building and its facilities are usually very inefficiently used, perhaps for about 6 hours a day and 180 days a year. The school teacher also has usually fair amount of time at his disposal but very little money. Better use could be made of both the school building and the school teacher and at the same time creating situa-

tions which will enable to teacher to add to his income by doing some useful work for the school or the community. The school teacher particularly in a rural school, is an important asset because trained and educated people are few. If the school could develop as a centre for the rural community, it could make space available for other rural activities mainly in the area of social services. For the school teacher it can be an opportunity to render service and thereby earn both respect and resource from the community. To do all these things it is necessary to clearly think out the areas where the school and the teacher together or separately, could increasingly contribute to the community as a part of strengthening themselves. If such thoughts could be given concrete shape through the imagination of the teacher and the flexibility of the school management, many variants of studies or experiments might be developed on topics which are relevant to the village and the school, thus creating a richer fund of experience and stimulus for the school. Such experiences, to be fully rewarding, must be affected accurately, collated and understood. They should be brought to the attention not only of the state, but of the educationists and administrators generally of the entire country. Such wide circulation of information will prevent wasteful expenditure since we can avoid the pitfall of making the same mistake twice. These experiences can be fully incorporated in the institutional plan of a school, apart from their being available to other concerned people in the State.

The character of each institutional plan, as one would like to envisage it, will be distinctive and challenging and not an assembly line of repetitive formulae covering all schools and each school activity. This implies that our thinking about institutional plan cannot refer to single teacher or two teachers of primary school. Or rather when we talk about institutional plans we are talking normally of High Schools and larger or higher organisations. Institutional plans could also be developed for middle schools having a full complement of teachers. To stretch it lower may not be valid. Neither the work schedule, nor the performance, nor other activities of the school need to conform to any set pattern, once the basic requirements of minimum performances and standards are met by the school. That is, each school need not necessarily think in set terms of a model pro-

posed by the state school authority. Schools will have to take into account the minimum requirements the authorities prescribe and then go on further to establish its own norms out of its own experience which may be far in excess of the minimal requirements of the State Educational Departments. The progressive achievement of higher norms by many schools may become a great stimulus to the State Departments of Education for gradually upgrading the entire school system economically and efficiently. But all this will be wishful thinking unless we are bold enough to realise that the leadership of a school improvement movement must belong to the school teacher supported by the administrator and the community and not vice versa.

The problem of estimating the resources for an institutional plan is rendered difficult mainly because the rising expectations are not disciplined by relating this to the demands of performance. What an institution will need is related to what it expects to perform in terms of both competition and cooperation with sister institutions. Questions such as comparative efficiency and comparative unit costs as well as comparative performance and results would help to build a relative frame of comparative expenditures. Such problems of performance might include discovery and encouragement of talented students and by appropriate efforts to find either suitable institutions for them or at least give them the necessary guidance.

I would like to reiterate that planning for each institution provides an important and basic link in the planning process. To derive the benefits of such detailed planning at the micro-operational level, it has to be linked appropriately with the planning at the District, State and Central levels. We can then formulate an integrated national educational policy which will be responsive to the changes of the situation and incorporate within it the seeds of gradual improvement. While the planning at the State and national levels deal with the formulation of national goals, priorities and evening out disparities, the implementation of programmes, the evolution of new programmes experimentation on new techniques discovery of talents and guidance are major tasks at the institutional level. Since the implementation of the plans and programmes is as important and

vital as plan formulation, institutional planning has a special contribution to make in national development. Planning for each school and college has an advantage that it brings to the plan formulation process a realism, an appreciation of the felt needs of the community and an awareness of the difficulties and problems at the operational level. Finally, we are going to have to live with limited funds in the foreseeable future. The institution plans provide one of the few directions in which optimal use of existing resources can be developed through encouraging local and even individual initiative. In the task of optimising resources for a school it is legitimate to my mind, to look back at the entire school activity, plan and non-plan and point out which activity is not very fruitful or which has become redundant and can be shed. Education is an activity where we must continually ask ourselves, how good is our education by world standards and how can we improve it? How useful is our education? How far does our education match the changing demands of our society? Have we developed indicators which would help us to compare and/or try to relate education to other national areas such as health, economics and science? These questions must always be lively and provokingly kept in view because the planning for institutions is also concerned with capturing the minds of the teachers and pupils who are involved. Zest and dedication of the teachers are the main assets in the hard disciplined task that such planning will need. We can learn some of the other disciplines, Sociology Psychology, Economics which will play increasingly important roles in planning even at the institutional level. Unfortunately we cannot learn zest and dedication.

I hope this Seminar will end in fruitful discussion on the various stimulative points that you will discover. I hope you will make specific and practical suggestions as a result of your deliberations to make institutional planning more precise and concrete. To my mind the crucial test of the validity of your suggestions is how they meet the challenging tasks of striking a proper balance between the improvement of the quality of education and the expansion of educational facilities without straining the financial resources of the State.

**W**e are really grateful to Dr. Mitra and Dr. Chaurasia for having conceived this idea of a National Seminar on Institutional Planning. In his inaugural address, Dr. Nagchaudhari has stated that the concept of institutional planning is not new and that it is an old wine in a new bottle. I entirely agree. As you know, there is very little that can be described as brand new in education. What is thought to be 'new' at first sight generally turns to be a re-discovery of some old familiar thing.

### *Why Institutional Planning*

It is hardly worthwhile to discuss whether this idea is old or new. The more important question is whether it is relevant to our present situation. My humble submission is that it is. If we look at the history of civilization, we may sum it up in one sentence : On one side, life is becoming bigger and vaster; and simultaneously, it is also taking greater and greater care of the smaller and the smaller. Man is thinking of landing on the moon; and thus the whole cosmos has come within his purview. At the same time, he is also working on the electron. It is in this working from the biggest to the smallest that the progress of civilization lies. This is really an approach to God whom the Upanishads describe as अणोरणीयान् महतो महीयान् i. e. 'smaller than the smallest and greater than the greatest'. This realisation of God comes to us when, on one side, we stretch ourselves to the infinite and on the other, identify ourselves with the smallest and the humblest.

Education also has to play a similar role. On one side, our concept of education must become large enough to embrace the entire universe and re-teaching of the man to peaceful co-existence in one world. On the other, it will also have to be humble enough to pay adequate atten-

tion to the needs of each individual. These two approaches are not contradictory as is sometimes feared. But unfortunately, man sometimes forgets small things in giving attention to the big things; and it is here that the danger lies.

In keeping with this broad philosophy, I would say that the process of educational planning can be summed up just in one sentence. At one end, educational planning should embrace the whole country and even the whole world; at the other, it should treat each institution as an individual entity which, in its turn, should be able to regard every child as an individual with his own needs and aspirations. We would have achieved our goal if we develop both these programmes together.

In this process of magnifying the scope of educational planning, we have unfortunately lost sight of the individual institution and of its uniqueness, which necessitates planning at that level. It is to correct this mistake that we propose to develop this programme of institutional planning in which we want to pay adequate attention to the macrocosm, the individual institution, without forgetting the wider horizon, the macrocosm of state and national planning.

### *Objectives of Educational Planning*

I am not going to make a long statement and I will confine myself to a few main issues. The first relates to the urgent problems in education to which the institutional plan is an answer.

(a) The first of these problems is to encourage initiative, freedom and creativity of the individual teacher. This is a very important problem because we must have rebels in education to rebuild it. If we analyse our educational system we find that, like our social organisation, it is too authoritarian in character. Every one of us is a little dictator or a despot; and in the broad functioning of our Education Departments, we find that very little freedom is allowed to the class-room teacher or to the individual institution. This has gone so deep in our blood that we never even realise it. I was holding a seminar of Inspecting Officers in Delhi the other day. It was on "Creativity in Education". As it was a mixed audience of men and

women, I tried to pull their legs and asked "Who is more creative—men or women teachers?" Somebody said "women teachers". "Very good", I said, "Why?" And one man said: "Sir, they are so much more obedient". This emphasis on obedience and conformity is so ingrained in our blood that I will not be surprised if a Director of Education were to issue a Circular, with reference to the recommendation of the Education Commission that teachers should be given initiative and freedom to experiment, and say: "Government has been pleased to accept the recommendation of the Education Commission that teachers should have freedom to be creative. You are, therefore, directed hereby that, from such and such a date, you shall be creative in all your work. Failure to do so shall be taken serious note of." I do not quite rule out a circular of this type. I wish there were more experimentation in education than there is at present; and a major practical problem we have to tackle is to discover ways and means to give this freedom, this opportunity to experiment, to the individual teacher in the classroom.

(b) The second problem refers to the means needed to make good teachers effective. In India, we now have a very queer dilemma or problematic situation. On one hand, we have programmes for which we do not get good personnel to implement; and this becomes the main reason of the failure to implement them. On the other hand, we find that, even today, there are thousands of good teachers, young, enthusiastic, wanting to do something, and each one of them feels frustrated because he does not get an adequate opportunity and support to express himself. The question, therefore, that worries me is this: how can we give freedom and support to these teachers who are wanting to do something? I am not so much worried about getting people to implement the programmes we have in view. I think that, even if we can create a situation where a teacher wanting to do something new finds an adequate opportunity to express himself, we would have achieved a great deal. Putting it biologically, I might say, that we want to create a few living cells of education where some creative thinking can be generated. It does not matter how few these cells are or how widely scattered they are. If we can somehow create an environment suitable for the coming into existence

of these living cells, we would have taken the first great step; and in course of time, the infection will spread. There will be more cells of this type and the whole system will begin to grow.

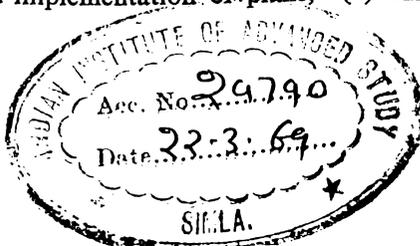
I have a thesis about the manner in which a revolution in Indian education can come about. I have no hope of carrying a revolution from Delhi to the thousands of schools. That is impossible, partly because no revolution can be born in Delhi and partly because, even if such a revolution is born there, it will die by the time it reaches the remotest village. But there is every possibility of carrying a revolution from the village school to Delhi. In other words, if we get some creative thought at the Centre, the chances of this creative thought reaching the remote school and doing something useful there are rare. But if teachers are trying to face their problems creatively and originally, some new ideas might be born which might travel up to Delhi and fertilise the whole field of education. If this faith has some justification, I believe it has, we have to find a method wherein freedom can be given to teachers who want to do something so that they can become effective.

(e) The third problem relates to the involvement of teachers in educational planning. I do not think that, in the last three plans, the teachers were concerned either with the formulation of the plans or with their implementation. They were unconcerned to such an extent that I wonder whether they even knew what the plans were. When I go out on tour, I meet educational officers and teachers and ask them some questions to find out if they know the educational plan of their State. I find that the Directorates and the Secretariats know the plans. At the district level, some officers know and some do not, but the vast majority only have vague ideas. The average secondary school headmaster or teacher does not know what the Plan is because he is not concerned. The primary schools have never seen the plan. This is so because the plan is merely a statement showing the allocation of funds with which only the finance and Secretariat people are concerned. You will all agree that it is the teachers who have to implement the Plan, and that no one else can implement it. But if the teachers themselves do not know what the Plan is, how

can they implement it? Here is perhaps one explanation as to why the plans have not been implemented satisfactorily. If we want better results in future, it is obvious that we must involve everyone of them, in the formulation of the plan and in its implementation.

(d) The fourth problem, and this is an important problem, is, that whereas, on one hand, there are so many things to be done for which we do not have resources, there are, on the other hand, vast existing resources and facilities which are not adequately utilized. There are thousands of things in education which have to be done, buildings have to be built; new classes have to be opened; new institutions have to be started; equipment has to be purchased; and so on. You can cite a hundred things which need to be done and which will need crores of rupees which we do not have. This is one side of the problem. But the other side also is equally important. There are thousands of things which can be done, even in the existing situation, and nobody seems to do them. As you said, Sir, very rightly there is a big range of 'shoulds', for which we have no resources and side by side, there is an equally big range of 'coulds' for which we have no workers. What we do at present is to point out to one or two things that should be done; and when we find that this cannot be done, we suddenly jump to the conclusion that nothing need be done at all. So long as we can find out some excuse or justification for not doing a thing which should be done, we conclude that nothing need be done and thus find a philosophical justification for our lack of enterprise and courage. This is a psychologically convenient situation. But there can be no progress on this basis. The question we should raise is this : what is the maximum I can do in the existing situation and with the existing resources? Having found this out, we should go about it in a spirit of dedication. In other words, we have to motivate people to recognise the 'coulds' and to attempt them rather than to concentrate on the 'shoulds' which are not practicable.

My claim is that the institutional plan is the unique answer to all these four problems, namely (1) giving freedom to the teacher (2) making the good teacher effective, (3) involving every teacher in the formulation and implementation of plans, (4) emphasizing



what can be done here and now by mobilising our existing resources rather than wait for the impossible to happen. If all these four problems have to be solved, we must develop the concept of institutional planning and tell each institution to prepare and implement its plans.

### *How to prepare Institutional Plans*

Assuming that we decide to have institutional plans, the question arises : how do we set about them ? How do we plan at the institutional level ? I do not want to go into all the details of this aspect of the problem because this is what you will be discussing for two or three days. But I will make only a few broad general observations.

My first point is that there is no contradiction or conflict between institutional plans and the State or National plans. They have all to fit into each other. The National Plan, for instance, does not decide everything. If it does so, it will again be an authoritarian plan. The national plan, therefore, should decide upon some broad programmes of national significance and leave a very large freedom to the states to plan in the light of their own conditions. The State Plans will go into more specific details, within the framework of National Plan. But in their turn, the State Plans also should not decide everything and leave a good deal of freedom to the people at the district level to plan for themselves. The district plans will be drawn up within the broad framework of the State Plans. But even at the district level, we should leave a good many choices to individual institutions so that they can plan and implement their own programmes. Even in an institutional plan, there should be freedom to an individual teacher to plan something for himself; and so on. The existence of choices and planning, go together. If choices do not exist, there can be no planning. As choices exist at all the four levels- nation, state, district and institution- there should be a system of integrated plans at the national, state, district and institutional level. But while planning at any given level, one follows certain broad principles and leaves enough freedom and elasticity to the next level to make some choices of its own.

Similarly the plan at each level should try to implement the plans at all the higher levels. For instance, the institutional plan will, in some way, implement the National Plan, the State Plan and even the district plan. Planning is thus a two-way process. Ideas from the institutions and the choices they make; will rise up to the districts, then to the States and then to the national level just as ideas from the national level will come down to the state, district or institutional levels. This continuous process of downward and upward movement of ideas must go on if planning is to improve in quality. There is thus no conflict really between planning at these higher levels and at the institutional level.

My second point is that an institutional plan should be prepared mainly from the point of view of the best utilisation of existing resources. Every institution needs additional resources and if we concentrate only on the additional resources we need, the institutional plan becomes merely a charter of demands. Funds to meet these demands will not be available and this will land us only in frustration. We had a good example of this in the old Fourth Plan. The University Grants Commission decided that every university should prepare a plan for itself and requested them to do so. Now every university thought, quite naturally, that it should prepare as large a plan as possible and there was a competition in putting up big plans. The total of all such plans came to about Rs. 300 crores (this was an under-estimate and it should easily have gone up to three thousand crores), against a sum of Rs. 58 crores that actually came to be allotted. This led to great frustration. The Director of Education in Andhra Pradesh carried out a simple exercise to find out the additional amount that will be required to give an adequate building to every secondary school in the State. He found that, for secondary school buildings alone, the cost would be Rs. 10 crores. For primary schools, he found that a sum of Rs. 30 crores was required for buildings alone. This is the sort of a picture that we get on the basis of additional funds needed. If we ask the institutions to plan, and do not tell them what or how to plan, they will naturally put forward large demands which will add up to fantastic totals. Then we will have to tell them that we do not have

the money and this will make them lose faith in planning itself. This is a situation we have to guard ourselves against.

I am not saying that the additional resources are not wanted. They are wanted and let us try our best to provide them. But in institutional planning, let us ask this question to every institution : "What can you do within the existing resources available (or with a little more feasible addition to it) by better planning, and harder work ?" I do not think there is any escape either from better planning or from hard work. Education is essentially a stretching process and the teachers and the students have to stretch themselves to their utmost. If they refuse to stretch themselves, education does not even begin. You may provide the best equipment and the best buildings. But if this stretching is not there, you will have no education.

Unfortunately, this is an idea which people have not appreciated quite well. I remember my young days when I was a poor student and had to live on tuitions. One of the Jagirdars in my place thought that he should engage me as a tutor in English for his son who was nine years old and wanted to start learning English. The offer was very good. In those days when my monthly food bill came only to Rs. 3=50. I was offered Rs. 125 p. m. for an hour's tuition per day, with free transport in his car from my house to the Jagirdar's bungalow. I naturally accepted this princely salary. After about 15 days, the Jagirdar wanted to know how his son was progressing and sent for me. I said "Your son is intelligent, but he is lazy. I have given him home-work which he does not do. I have asked him to learn spellings by heart which he does not do." The Jagirdar was surprised. He said, "Master Sahib, if my son has to learn the spelling, why have I appointed you ?" This is the whole trouble. I think many of us today are still in the same mental attitude of that Jagirdar. Over large sections of the educational fields, the students do not want to learn and the teachers do not want to teach; and in the absence of these two basic things, we are planning buildings, methods, materials, or improvement of salaries. What I want to emphasize again is that education is essentially a stretching process.

it has to stretch teachers and students to the utmost. We have to engage every student in a meaningful and challenging task for 8 to 10 hours a day, for 7 days a week and for 52 weeks a year. This is the challenge; and it cannot be met by external discipline. We have to create a climate of commitment to knowledge, commitment to social service, and commitment to hard work. I believe that the institutional plan should be used as a tool for this purpose.

It will be worthwhile here to give an illustration of the work done by my friends Shri Gobardhanlal Bakshi who is the Director of Education in Punjab. He is the first man who tried the idea of institutional planning. In his college, he found that stagnation was very high and that the results were only about 50 per cent. He called a meeting of his teachers and asked them if anything could be done to improve the results. Only one decision was taken. Since the students' parents live very close by in the city, it was decided that, every two months, a report on the progress of the students should be sent to the parents. 'If the parents have entrusted their children to us', said the teachers, 'we should at least tell them, every two months, how their sons or daughters are progressing'. This was not an easy thing to do. They found that, if the task is to be done well, the written work of the student will have to be carefully evaluated; and since several teachers are concerned with each student, they had to meet regularly to discuss the progress reports. This was tried out for one year. There was no additional expenditure, no additional staff. It was only a question of giving proper leadership and showing the way. What was the result? The stagnation went down and the percentage of passes increased from 50 to 85 per cent. It is now proposed to extend the scheme throughout the Union Territory of Chandigarh. In a plan of Rs. 145 lakhs for Chandigarh, this programme costs less than Rs. 2 lakhs. There are so many programmes of this type which cost little, cost nothing at all, except human effort and better planning. In a poor country, and India is one, people are caught in a vicious circle. They cannot improve education because they are poor; and they remain poor because education is not improved. This vicious circle can be broken only in one way, namely, through human effort. If we work

hard, plan better, make the best use of resources available, we can break this vicious circle and get out of it. If we want the problems of education to be solved with the help of money alone, I do not believe that problems of education can ever be solved. Do we really have an idea of our poverty and of how little we are spending on education ? The entire educational expenditure in India is about Rs. 16 per head per year. In America, they spend about Rs. 1200 per head per year on education today. The differences are fantastic. An average American spends about 70 dollars a year on cigarettes and we spend less than three dollars on education. What we spend on education in India is a little less than what an average American woman spends on sleeping pills. At such different levels of economic development and poverty, how on earth are we to compete with other countries on the basis of money ? But we can compete on the basis of human effort, on the basis of talent, on the basis of better planning. If we do that, we shall put the talents in our large population to an effective use and really make an advance.

An institutional plan must be addressed to questions like these : How do we reduce wastage ? How do we reduce stagnation ? How do we make better use of existing facilities ? A hundred examples could be given of sound institutional plans. Let me just take one, the example of a school in Bombay. As you know, there is acute congestion in the middle class and lower middle class homes in Bombay city ; ninety per cent or more of the families in Bombay live in single-room hutments; and a family often means parents, grand parents, sometimes four or five brothers, sometimes an older brother who is married, and so on. There might be two or three married couples also in that family, and all of them have to spend their whole time in one room. This is life in Bombay. The buildings are multi-storeyed and look very big, but the space a family occupies is just like a pigeon-hole. In this family life, the children have no place at home at all, no place to sit, no place to study. If the family is poor, they cannot also send their children out in the vacation. Now this friend of mine organises every year a summer camp in his school. It is a very simple programme. In the summer vacation, the school building is vacant and the grounds are available.

So the whole school building is turned into a dormitory. Every student is told that he can go home for food and stay and spend all his time in the school. He thus actually lives there, he sleeps there, and participates in the activities arranged. Some teachers are on duty and organise personal reading, guided study, recreation. The student can quietly spend the whole day and night in the school. I have seen these camps and noticed how happy the children are in these camps. They would have been happier if they would have gone to Mahabaleshwar or Matheran but that is not possible. The cost per student does not come to more than 3 or 4 rupees per year. But in that little cost, the students feel refreshed, their studies improve and the existing facilities are better utilised. There is no need to give other examples. The point I am making is that the very purpose of institutional planning is to utilise existing resources in the most effective manner and to overcome the shortcomings of material inputs through better planning and greater human effort. In every situation in India, there is a lot that can be done and there is no situation in India, however bad, where nothing can be done. It is for us to discover the best that can be done in every situation through better planning and greater human effort and with little or no additional monetary inputs. This should be the basic idea of an institutional plan. One should assume that the additional resources are limited; and within them, strive to do a good deal.

In institutional planning, everyone, teachers, parents, students, headmasters, should be involved. I find that authoritarian attitudes often continue to dominate even when we create an institutional plan to give freedom to the teacher. In Rajasthan, I was attending a seminar on Institutional Planning in Kotah and a very enthusiastic headmaster from a rural area was describing the plan he had prepared for his school. He started by saying 'In my school', 'my plan', 'I did' etc. I was waiting to see whether he would use the word 'we' once at least. But he did not. He was a very dedicated teacher and had completely identified himself with his school. But he had a blind spot on consultations. At the end, I asked him: 'Don't you think it necessary to consult your teachers in preparing this plan?'. 'My teachers' he answered with surprise, 'they are

all my students. They all are good, and whatever I say, they accept as a matter of course'. You will thus find that this authoritarian attitude enters even in this very attempt to liberate teachers. What we are out for is the freedom of the individual child; and the individual child will not get his freedom unless the individual teacher gets his freedom. The individual teacher will not get his freedom unless the attitude of the headmaster is changed; and the headmaster's attitude will not be changed until Inspector or Director changes. Thus it goes all the way up to the top. This is another point we have to remember, we must involve every one.

I want to give a motto to institutional planning which is different from what we use at present. Our usual motto is: 'not failure but low aim is crime'. This is a good idea. But we use this idea in a wrong way. We choose a high aim and when we fail, we justify it philosophically as inherent in the high aim itself. This is a bad policy in all matters and especially in institutional planning. For institutional plan, therefore, our motto should be: 'not high aim but failure is a crime'. I do not mind how small a plan a teacher prepares. Let somebody say 'I want to improve the handwriting of my children'. I will be quite happy. What you decide to do is immaterial. But once you decide to do something, I will not accept any excuse for a failure. This is what we have to insist upon: doing things with dignity, with pride in one self and with success. If we can follow this up, the institutional plan can be put successfully on the ground.

The last point I would like to deal is this : how do we expand this programme ? I have some suggestions for your consideration. The first is that the training colleges should develop this concept. In the training colleges, we instruct teachers in planning a lesson unit which is a much smaller and easier thing. While we should continue to teach them to plan lesson units, we must also widen the concept and include institutional planning as a definite item in the curriculum. Teachers and headmasters must be given an orientation and insight into problems of institutional planning. For this purpose, the training institutions will have to keep in touch with the schools

in the neighbourhood and find out how they develop their plans and help them to formulate and implement them. This practical field experience will build up an expertise and knowledge on institutional planning which will be invaluable to training institutions. Similarly, our inspecting system also will have to be changed. Instead of the mechanical uniformity we have at present, we should develop a new system under which the inspector should be able to guide the teachers to prepare a plan for their institution and should also evaluate the school on the basis of the plan it has prepared. I have seen Inspection Reports and generally find that one inspection report has no relation with previous reports. Much of the inspection report proforma is filled by the teacher himself and the only column which the Inspector writes is the 'general remarks'. Even here, the observations are of a routine type. This sort of mechanical inspection must go and the new inspection must be tuned to this idea of planning.

One last suggestion before I close. The techniques of educational planning will improve if we combine 'freedom' with 'confrontation'. We should allow each school freedom to develop a plan of its own; and then we should bring the schools together and confront the whole body of the schools with the good work which some school is doing. There is no such thing as a reform imposed from above. No one learns from the supervisors but the schools learn from themselves. And the supervisor's role is to make the schools confront each other, so that the good work in one becomes known to the others.

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# SUPERVISION AND INSTITUTIONAL PLANNING

LAWRENCE P. NEWBERRY

**S**upervision, of any kind, is an attempt to see into the future: super-vision. Supervision is a science and an art. It is a science in that the practitioner of sound supervisory practices must be grounded in that which exists. He must **know** his institution in all its details and his knowing must come from study, experience and research. Supervision is an art in that it requires the individual to be able to lead others from the known to the unknown without fear. The supervisor must be imaginative and creative. His prediction of things to come must be grounded in the past and present but this predicted future, **super-vision**, must be different than the past-cum-present. Tomorrow must be different than today just as today is different than yesterday. Yet the role of supervision is to assure that tomorrow will be "better" than today.

Most, if not all, of us assembled here today can meet one of the criteria for a good supervisor—the science criterion. Few of us can meet the art criterion, and the reason for our failure is that we are past oriented, not future oriented. We cannot and should not divorce ourselves from the past and present but if we are not aware of those forces that prevent us from becoming future oriented, our tomorrows will be no more productive, no more fruitful and just as frustrating as our todays and yesterdays. We have heard or will hear a number of papers in this seminar that have or will stress the need for planning, ways and means to carry out effective planning and the presentation of some actual plans that will, supposedly affect our future—more precisely, your future.

Planning itself is a kind of supervision. It projects from the known present to the unknown future. I am most certain that some one will mention that a basic principle of planning is that the person affected by a plan should be involved in the planning. Time and time again we have been witness to national schemes, state schemes and institutional schemes that, though they looked excellent on paper, came to naught: they were not implemented, could not be implemented in their entirety. Why? The obvious reason for failure is because the persons that were given the responsibility for implementing the schemes or plans were not involved in the composition of those plans. The less obvious reason for the failure of schemes and plans to be fully implemented is the fact that they have been presented by the planners as, "preachments" as exhortations to action; it is an axiom of life—east or west—that the preachments and exhortations of planners and plans will be futile unless the recipients, the receivers of those plans can draw in their minds relationship among elements of the past, the present and the future as they, the recipients, know the past and present and project the future. Permit an example. Today educationists and politicians are attempting to develop plans that will emphasize "the dignity of labor." As this plan develops, we will soon find a unit of work in every syllabus for every class entitled "The Dignity of Labor." The teacher will have to teach it and the headmaster, if there is one, will be required to certify to his inspector that the course has been taught. Tests will be given, marks assigned: some students will fail the course and some will pass, but not one student, pass or fail, will change his behavior. Not one will take up labor unless forced to do so and, even then, he will not perform his labor with dignity. Why? Because from his past and present, he can see no meaningful relationship of this activity, this labor to his future. No country in the world, with the possible exception of China, has as much labor done by individuals as India, yet the purpose of education, from the point of view of the masses, is to avoid manual labor. Preachment and exhortations on the dignity of labour, even concrete plans, will not, cannot change the prevailing traditional attitudes of the educated elite in India today, and if attitudes are not changed, behavior will not change. Tomorrow will be no different than today as today is no different than yesterday.

Thus far in this paper, I have suggested that the effective educational supervisor, indeed the educational planner because the supervisor must be involved in the planning process, must be future oriented—he must be able to lead others from the known to the unknown. What is a supervisor? Who are supervisors? A supervisor is an individual who has the responsibility of implementing plans and programmes. He may be a Minister of Education, Director of Public Instruction, a Joint-Director of the NCERT, a Director of a State Institute of Education, a principal of a college, a department head, a headmaster of a school, a district inspector, a supervisor of student teachers even—a teacher of a one teacher school.

Since the setting for this seminar is in a college, I want to use the principal—not a particular principal such as Dr. Chaurasia—of a college as my model supervisor. There is no question that the principal of a college has institutional responsibilities—he is held accountable for that institution, its successes, its failures. He has been assigned plans and programmes to carry out. Hopefully, he has had a role in developing those plans and programs. His primary role is institutional *development*; development in terms of the stated objectives of plans and programs. Development implies going from the known to the unknown—the art of supervision. Let us assume that the principal of a college has involved his faculty in the formulation of processes and procedures that are designed to implement the plans and programmes of the college. It is understood that the principal of a college must spend a great deal of his time on non-academic activities, such as buildings, finances, maintenance etc. These illustrate the administrative nature of the role of the principal, and a very important role. The supervisorial role of the principal is the concern of this paper, and the supervisorial role of the principal is a very personal activity: The principal/supervisor must lead each faculty and staff member of the college from the known to the unknown.

The effective principal/supervisor—any supervisor for that matter must possess three skills: technical skills, personal and social skills, and conceptual skills.

The technical skills of a principal/supervisor of a college are acquired from study, experience and research—that which he has come to know that distinguishes him from other learned men in other walks of professional life—that which makes him an acceptable educationist/administrator. These technical skills fulfill the science criterion of a supervisor and for the most part gives him the skill to manage the institution—its fiscal, physical and human resource, (the later in terms of organizational structure, viz-a-viz. so many faculty members in science, in the humanities, in the vocational area, in administrative services, mailies, sweepers, etc.)—and the academic program. It is true that the principal/supervisor of a college such as this one cannot know all there is to know about the various subjects that are taught in the college, but he must have a generalized knowledge of all of these subjects and he must be a proficient scholar in one of the subjects offered by the college. As a principal/supervisor he must continue to study and conduct research in his own areas of specialization. If he forfeits his scholastic position in his own area of specialization, he forfeits the very foundation upon which technical skills are based. Parenthetically, I must add that the oppressive weight of administrative trivialities has caused many an educationists to loose his scholastic position in the professional world.

The effective principal/supervisor must have personal and social skills, and he must have these in abundance, for the degree to which he possesses and utilizes these skills will, in large measure, determine the effectiveness of the overall development of the colleges. When I speak of personal and social skills I am not necessarily referring to the warm, open, hearty fellow that is the life of a party, a social situation, but more basically I'm referring to skills that have been attained by knowledge, study and an application of psychological and sociological precepts. A principal/supervisor must know man—each man or woman on his staff—and how man relates to society, how each staff member relates to the total institutional environment of the college. Personal and social skills are not required to “manage” a faculty, a staff. At the most any individual has learned or can learn to order people around : dictatorial management of others requires very little skill.

The principal/supervisor can expound at great length and on numerous occasions that his supervisees should be dedicated, wholesome people that should inter-relate one with the other in a positive, democratic manner but the real test of his effectiveness as a supervisor will come from his own action, not his preachments. The principal/supervisor must behave to one and all of his staff and faculty in a manner that clearly identifies his dominant moral values, his concept of democracy and his dedication to institutional development: a good man, a democratic man, a productive man—all expressed through action and deed rather than preachments and exhortations.

The principal/supervisor functions as the apex leader of a particular college but there is always some one above as well as below him: all supervisors are middle-men. It is important that those above and below the principal/supervisor have some knowledge of the forces that affect him, thus affect his relationship to his staff and faculty—individually and collectively. Some of these forces are:

A principal/supervisor can get what will satisfy him as an institutional leader only if the educational and societal establishments will supply it. If he needs the cooperation of his super-ordinates or subordinates, he will get it *if* they desire to give it to him.

A super-ordinate or subordinate, as the case may be, will not get from the principal/supervisor of a college what they want from him unless he gets what he wants from them.

The principal/supervisor must produce. He must lead his faculty staff toward stated goals as planned. If he does not, he will be squeezed out, replaced.

The principal/supervisor, in order to satisfy the educational and societal establishments—his super-ordinates and subordinates, must know them and relate to them in such manner that he comes to have value to them; he becomes a meaningful personage to each of his super-ordinates and his own faculty and staff. Then and only then is he of value to them as individuals.

In order for the principal/supervisor to get to know his superordinates and subordinates, he must listen to them as individual representatives of institutions. By listening to them, he comes to understand them and to really understand others, individually and collectively, requires a great deal of personal and social skill.

Parenthetically, one could paraphrase the above cited forces and come up with something like this: you scratch my back and I will scratch your back and both of us will be satisfied. Better yet, if I as the principal/supervisor listen to you and find out where your back itches and scratch the actual itch, I will have become of real value to you so that the next time my back itches, I will tell you and you will scratch my back where it itches. I will accept such providing, for itch, you substitute meaningful inter-personal and intra-personal transactions that relate to institutional development. If a principal/supervisor uses personal and social skills in mutual back scratching for personal aggrandizement, all is lost but if he directs his skills to the development of his college, much can be gained.

The principal/supervisor, to be effective, must have conceptual skills. These are the most difficult of the skills to acquire. By conceptual skills, I mean: the ability to see the separate organizational parts of the college; the ability to see the role of each faculty and staff member to each of these organizational parts; the ability to see the relationship of each part to the whole; the ability to see the relationship of individual effort to the collective effort; and lastly, but more importantly, the ability to take his college from the known to the unknown.

A high degree of conceptual skill is not required of the principal/supervisor of a traditional college with traditional plans and programmes, but if you happen to be the principal/supervisor of a new type institution with new types of plans and programmes to develop and implement, than a high degree of conceptual skill is required. If you happen to be a principal/supervisor of a non-traditional college that is attempting to develop and implement new programmes and the rules and regulations, the plans and programmes are changed

in mid-stream, it not only requires a great deal of conceptual skill to just survive but it takes a great number of some other kinds of skills too numerous to mention in this paper.

Institutional planning, if it is to be effective, if it is to achieve stated goals, must include the individuals that will be required to implement those goals. As you develop plans and programmes to improve school education and teacher education, a key professional group that must be involved in the planning are the principals of teacher training institutes and colleges. These principals will be called upon to implement plans and programmes in their institutions. Do all the principals of training institutes and colleges possess the requisite technical skills, personal and social skills, and conceptual skills to implement projected plans and programmes—whatever these may be? Yes and no. If projected plans and programmes are traditional in nature, if it is just a matter of taking care of the quantity and quality problems by traditional methods, then the principals of teacher training institutes and colleges can effectively implement the plans if given sufficient resources—buildings, equipment, staff. But I rather suspect that the quantity and quality problems associated with school education and teacher education cannot be solved by traditional methods in traditional institutions.

New institutions with new, future oriented plans and programmes must be developed and I suspect that there is a paucity of principals/supervisors who have the requisite skills that I have talked about in this paper—skills that are required to make tomorrow different from today. If, in the main, tomorrows can be no different than today and if we conceded that to go on for all tomorrows as we go today will eventuate in no tomorrows, what can be done?

- (1) Establish an autonomous institution of national importance that will have as its primary and highest concern the development of theoretical and practical programmes of study and action which will provide educationists—and here I include content oriented professionals—with the technical skills, personal and social skills and conceptual skills referred to in this paper.

(2) Gather together current educationists who already possess the requisite skills and give them the resources, freedom and encouragement to develop and implement school education and teacher education plans and programmes that are future oriented. I, of course, believe that such institutions and staff exist in the here and now; there are at least four of them that I know about from first-hand experience.

And lastly, let it be understood by all planners from the highest to the lowest that the institutions referred to in "1" and "2" above should be very unorthodox institutions. They should not be concerned about solving the quantity and quality problems, *per se*. They must be free to search for new ways to solve those problems and to anticipate emerging problems. They must be permitted the freedom to try and fail, but to try again—an *avant gaurd* in education, knowledgeable of the past and present but grounded in the future.

“Give me men; Give me educated men; Give me skilled men;  
Give me creative men—and I will give you a better  
tomorrow”.

*Anon.*

# INSTITUTIONAL PLANNING FOR IMPROVEMENT AND DEVELOPMENT

M. B. BUCH

## *Introduction*

One of the major recommendations of the Education Commission has been in the area of school improvement. The Commission have recommended a broad comprehensive programme of school improvement to be undertaken all over the country. They have further recommended that in the course of next 10 to 15 years, 10 per cent of primary schools and one secondary school in every district should be brought under this programme of school improvement. The Commission have also suggested that every educational institution should prepare its own plan of improvement and development. This recommendation takes the educational planning in the country at the grass root level. What is, however, more significant in this recommendation is the involvement of lakhs of teachers in the country into the process of planning education in general and planning educational improvement in particular. If implemented well, this programme is likely to bring out the latent potential of practising teachers for this programme of school improvement.

Planning by a school is not altogether a novel idea. A large number of good schools in this country have a system of planning their yearly programmes. A few schools have a procedure of having a seminar of the teachers for about a week in the beginning of the year and also a similar seminar towards the end of the academic year. In the first seminar, the teachers under the leadership of the headmaster think about the school programmes for the entire year, plan improvement in the programmes based on the assessment of similar programmes of the previous year, discuss in detail new improvement programmes and if necessary invite experts to guide them. In

the seminar organised towards the end of the year, an assessment of the work done in the course of the year is undertaken. Opinions and experiences are shared and exchanged and conclusions for improving the programme next year reached. In these programmes there is a germ of institutional planning though not in the scientific sense of the term. Based on a more scientific basis, this can lead to a programme of institutional planning.

In 1963, the then DEPSE, now the Department of Field Services initiated a programme of intensive school improvement. Under this programme, the principals of the schools were expected to prepare a programme of improvement in various areas of instruction in their schools.—The programmes were to be need based. In fact, this was the starting point on a large scale for institutional planning though it suffered from a number of deficiencies. The major deficiency in this programme was the lack of involvement of the teachers. Nor was it planned for a longer duration.

#### *What is an Institutional Plan*

A programme of development and improvement prepared by an educational institution on the basis of its felt needs and the resources available or likely to be available with a view to improving the school programme and school practices constitutes a plan for an institution. The plan may be for a longer duration or a shorter duration. It is based on the principle of optimum utilisation of the resources available in the school and the community.

#### *Characteristics of an Institutional Plan*

- (1) The plan is prepared on the needs of the school as identified by the school staff.
- (2) It is based on the principle of optimum utilisation of the resources available within the school and the community.
- (3) It is a cooperative venture of the community, management, school staff and the students.
- (4) It is goal oriented.
- (5) It is specific for an institution. There cannot be a plan for all the institutions.

- (6) It results into establishment of democratic procedures within the school.
- (7) An important outcome of institutional planning is the establishment of a better rapport with the community.
- (8) It aims at school improvement as well as school development.
- (9) It forms the basis of the District plan for educational development and improvement.
- (10) It is continuously developing. An institutional plan cannot be rigid-not admitting changes.
- (11) It results into improvement motivation on the part of teachers, students, community and the management.

Institutional planning and the programme of school improvement cannot be looked into isolation. School improvement is the goal, institutional planning is a means to achieve the goal. Institutional planning implies the school staff meeting together, thinking about the state of affairs in the school, identifying the problems which may be individual or common, planning a programme of improvement over a short-term as well as long term period. The institutional plan, in fact, will be a blue-print for a school for its development as well as improvement.

#### *Why Institutional Planning*

Institutional planning is required to make the educational planning in the country more realistic. It reverses the normal trend followed today where the direction of the planning is from top to bottom. Institutional planning will give the right direction to the educational planning in the country, *i. e.*, the upward direction-from bottom to top.

Institutional planning is a recognition of the role of practitioners of education in the process of planning education in the country.

Institutional planning introduces a scientific approach to the improvement and development of education within a country.

The major steps in preparing a plan of improvement and development for a school are:—

- (i) Undertaking a survey of the needs of the school,
- (ii) Undertaking a survey of the resources available in the school as well as community,
- (iii) Preparing plans of improvement programmes, and
- (iv) Evaluating improvement programmes.

(i) The basic requirements for planning are the awareness of the needs, the awareness of the resources existing as well as likely to be available. A school has decided to prepare a plan of improvement and development. What steps the schools will take for preparing such a plan? Consider that the school is located in a small town and it is the only school in the town. The first step for the school will be to determine the needs/problems/areas of improvement and development. It is possible that the principal of the school himself may be so enthusiastic that he may prepare a write-up on the needs of the school for improvement. This will not be the right procedure. The fundamental principle in preparing the institutional plan is the close involvement of the school staff in identifying the needs/areas of improvement and development. If the students involvement could be secured, it will be an added advantage. If the school has established a close rapport with the community and can secure its involvement it will be ideal. However, if the village community has not been involved over the period of years in the functioning of the school and the teachers feel diffident about the ways of involving the students, the work on the development of the plan for the school should not stop. This does not mean that the students and the community should be kept away in the process of planning. This only means that if proper conditions have not been created wherein participation of the students and the community could be secured, planning by teachers should not stop on that account.

The school staff should meet over a period of days and discuss various programmes—curricular as well as co-curricular, academic as well as organisational and administrative—of the school. When

teachers begin to discuss the areas of improvement it may be felt that they will come out with a large number of areas requiring improvement and also a list of additional resources. It may also be experienced that the teachers are not in a position to specify the specific needs of improvement. But this is only the first step. It should be the responsibility of the principal to list all the needs/problems/areas of improvement as arrived at by the staff meeting. Some of the areas of improvement can be the school building which might be overcrowded or congested. The other area could be the lack of teaching aids. The third area might be a poorly equipped library. The fourth problem may be the lack of playground. The fifth problem may be the curriculum and the textbooks. Quite a number of these areas of improvement may be beyond the scope of the school faculty, like the change of curriculum or expansion of school building. One may be the concern of the State Department of Education, the other involves finances which may be the concern of the management. However, there is no harm in listing these as the areas requiring improvement.

The next step for the principal is to exhort the staff to give further thinking to those areas of improvement which require efforts on the part of the teachers and not additional resources. The best procedure here could be to have subject groups where the areas of improvement are identified very specifically. If all the teachers grouped into different subjects, deliberate and prepare the areas of improvement needing urgent attention, what the school must have achieved would be the need survey.

(ii) Once the need survey has been made, it is necessary to have survey of the sources both physical as well as human available in the school as well as in the community. Let us take an example of the survey of resources, human and material available in the school. It is a known fact borne out of experience that teachers in a school do not know what the potentialities and strength of their other colleagues are. A teacher of English might have lived say in Africa. The teacher of Geography while teaching Geography of Africa can de-

finally utilise the first hand knowledge of the land of Africa by the teacher of English in enriching the instruction in Geography. This is only one illustration. In how many schools today such an inventory of the resources and the availability of teachers is prepared and utilised for the enrichment of instruction. This is what what is meant by the survey of human resources existing within the school. This survey could be extended even to students.

Again the teaching aids and equipment available in the school are not known to all the teachers. The survey of the resources available in the school implies that every subject teacher prepares a list of all types of teaching aids available in the school and in the school library, studies the same carefully and finds out how the same would be useful to him in improving the instruction.

In addition to the survey of human and material resources in school, it would be rewarding if the teachers undertake a quick survey of the human and material resources available in the community. The material resources available in the community might be in the form of the town library, a museum, water works, small factories, hospital, the cycle repair shop, the water pump station, the offices of the malaria eradication campaign. etc. All these could be exploited for the enrichment of instruction. Again the survey of human resources available in the community can be in the form of the retired teachers, professors, Doctors, engineers and others who might have travelled abroad or travelled in the country who can share their experiences with the children etc. These human resources have not been tapped but they could be tapped for the enrichment of instruction in the classroom.

These surveys, namely, the survey of the human and material resources available in the school as well as in the community would provide the pool from which the teachers can draw while planning improvement programmes for the needs/problems/areas of improvement arrived at by them earlier.

(iii) With the survey of the needs/problems/areas of improvement and also the survey of resources, the next step is to take up

those areas of improvement which are feasible and for which there is readiness on the part of staff. Care should be taken that all teachers who are interested in planning improvement programmes should be involved in planning the programmes. Again, there is no need to wait till all the teachers agree to take up improvement programmes. Whenever attempts are being made to bring about change, there is initial resistance by large majority of teachers. The leadership of the principal expresses itself in overcoming the resistance and bringing a large majority of teachers to the programmes of improvement, When different teachers have decided different areas of improvement. they would require help in devising appropriate programmes and planning the same. It is here that the improvement programmes will take a form of series of projects individual of group. The same procedure that is followed in preparing a developmental project or an experimental project should be followed here. All the projects put together will form the improvement programme for the school. Depending the nature and the number of areas of improvement, the entire improvement programme could be phased out in such a way that in the initial stage short-term projects are taken up by teachers who are new to such procefues and long term projects are taken up by teacher groups or competent teachers individually. No attempt is being made in this paper to give the details about planning the project. For this appropriate books could be referred. Below is given a table which indicates different projects, their phasing, the resources needed for the same, the resources which are available, the resources which can be made available from the normal yearly grant of the school, the resources which could be secured through community efforts. There is no harm in including those projects in the total plan of improvement for which the school staff feels more resources will be required which can be obtained only through Government or from the management. But these projects will not receive the priority.

While planning the projects a list of the inservice education needs of the teachers should be prepared as far as possible giving the specific item of contents for which inservice education requires to be organised.

(iv) Every project plan will include the objectives, the present position, the improvement sought, the improvement programme, the evaluation, the resources required and the time target. All the projects put together will form the institutional improvement plan. The evaluation of individual project followed by the overall evaluation of the total programme should be planned out in detail. An institutional plan is never rigid. Depending upon the changing circumstances, new teachers availability or otherwise of the additional resources, increase in enrolment, transfer of teachers, new curriculum being prescribed by State Department, and the plan will require modification. It is, therefore, necessary that the institutional plan may be revised every year and if possible every six months.

### *Planning for Development*

The institutional plan has a second aspect also. The first aspect is the planning for improvement and the second aspect is the planning for development. A large number of schools in India will find it difficult to prepare a plan of development. Development here implies expansion. The expansion implies increased enrolment. It is difficult for a school to project the increase in population and the socio-economic growth in the community. But an intelligent school faculty can definitely study the trend of enrolment in the school over a period of years and can roughly project the likely enrolment increase over a period of next five years. If such projections could be made, the school will be in a position to know in which classes additional sections shall have to be opened, what additional space will be required and what additional teachers for different subjects also will be required. Even if the enrolment increase is not significant, it is always desirable to prepare a development plan from the view point of improving the building facilities, providing adequate space if not available and planning other changes of a longer duration. These can always be submitted to the management and D.E.O. to help them in preparing the District Plan as well as the State plans. An enlightened management may also be put on the alert to mobilise adequate financial resources if it knows how the school is going to expand and what additional facilities will have to be provided in years to come.

The District Education Officer will receive the institutional plans from the different schools within his jurisdiction. This will give him a detailed picture of the improvement projects undertaken by the schools in the district. This will also give him an idea of the inservice training needs of the teachers in his district. A careful analysis and consolidation of the various institutional plans at the district level will tell the D. E. O. the following:—

- (1) What type of improvement projects are going on in the school.
- (2) In what way he will try to bring about co-ordination between similar projects going on in different schools;
- (3) What are the overall inservice education needs of the teachers in his district and how he will obtain the service of the nearby Extension Services Department for organising the courses in different subjects for the teachers of his district.
- (4) What will be the financial requirements over the period of next 5 years if the minimum essential developments are to be financed.

The D. E. O. will keep institutional plans with him while going out for usual inspection. He will be in a position to study the progress of various improvement projects and also he will be in a position to disseminate the successful programmes of different schools to all the schools in the District.

#### *The School Principal and the Institutional Plan*

At some quarters a fear is expressed that institutional planning may result into a charater of demands by the schools. This fear is justified if proper care is not taken in clarifying the concept and the scope of the institutional planning to the persons involved in the process. However, such a fear may not have any place if it is realised that the planning is based on the principle of optimum utilisation of human and material resources available in the school and the community, and not on finances coming from the State Government. It is here that the role of the principal as an administrator and super-

visor of school programmes plays the vital part. As a good administrator, it will be the function of the school principal to clearly say that the plan has to be based on what is available with the school and in the community. He has to guard against raising false hopes amongst the teachers and the community about the flow of resources from outside. The present process of planning in the country created adequate grounds for such hopes both in the school as well as in the community. The principal shall have to guard against this.

In a large majority of schools, the involvement of teachers in the day-to-day running of the school is minimum. If where such involvement is there, it is more at the peripheral level rather than at the heart of the programme. The principal shall have to change his outlook and attitude towards the school personnel, students and the community before he can successfully prepare and implement an institutional plan.

An institutional plan aims at improvement. Improvement means change. It is well for the principal to know that the school does not consist of furniture and equipment, individual teachers and students living in isolation. The school is a social system and to bring about change in social system has its own complexities. As a social system the school has various aspects like some kind of goal, established procedures, different subject groups, relationships between the various subject groups and its own norms. Any attempt to change an aspect of school will influence and disturb the overall school equilibrium. Amongst the teachers there will be only a few teachers who show readiness for change. A large number of teachers in our schools believe in status quo rather than the need for change. There will be opposition by these teachers who are threatened by the advent of change. The school principal will find the maximum resistance from such groups of teachers-more so in absence of prevailing democratic procedures in the school organisation and administration.

The first job of the principal will be to look at the whole school system, assess the strengths and weaknesses of its staff members and carefully create the feeling of readiness for change. His supervisory functions will be helpful to him in bringing about the sense of

readiness amongst the teachers. He shall have to proceed in a planned step-wise manner.

The **FIRST STEP** might be series of individual conferences with the staff followed by group conferences. After this there might be the staff meeting in which the principal and an outside expert like the D. E. O. or the Extension worker may explain the whole purpose and the need for preparing an institutional plan. The principal shall take a close look at how the discussions in the staff meeting were received by the teachers. In short he will evaluate the results of the first staff meeting.

The **SECOND STEP** will be a discussion about the need survey. This will be a longer process as most of us are problem blind. Experts from outside, senior teachers and the principal himself will have to work with individual teachers and subject teacher groups to have a survey of the needs for improvement in various areas. It will be necessary to arrange the areas requiring improvement in a proper sequence from the view point of the available resources and also from the view point the nature of difficulty in implementing the improvement programmes. The wise principal will always encourage teachers to take up such improvement programmes as could be completed by the teachers without much difficulty. It is only the success in the initial programmes that will inspire confidence into undertaking major improvement programmes.

The **THIRD STEP** will be survey of the resources available in the school and the community. Here again, greater stress should be laid on knowing what exists in the school in the first instance.

The **FOURTH STEP** will be preparation of improvement programmes. Here adequate reading material, expert guidance with respect to different subjects should be provided to the teachers planning improvement programmes. Guide lines on preparing projects should be supplied to the teachers.

The **FIFTH STEP** will be the evaluation of the programmes after they have been implemented,

The principal should realise that all teachers are not of the same calibre. He should also realise that all improvement projects are not of the same degree of simplicity or complexity. Whereas some teachers will move at a faster rate in implementing improvement programmes, the others may lag behind because of their inherent deficiency or because of the complexity of the programme. A broken front approach where each teacher goes with his own speed should be followed by the principal. He should not insist nor expect the same level of development for different improvement projects.

In the initial stage or during the course of the programme, there will be opposition by teachers. This need not unnerve the principal. This happens everywhere where a planned effort to bring about change is made. The uncritical acceptance of a programme by the school teachers should be looked upon with suspicion rather than an evidence of acceptance. In schools which have an authoritarian type of administration over a period of years, uncritical acceptance is very common. But this does not result the development of programmes.

Justified criticism of the programme should not be looked upon as reluctance to change. Enlightened criticism and openness to conviction are the surest promises for change.

In every school the principals are bound to face an atmosphere of resistance. There will certainly be some teachers who will refuse to be involved in planning and implementing the improvement programmes. There might be feelings of jealousy amongst some of the teachers in the school towards those who plan improvement programmes. But where is an institution which is free from the atmosphere of suspicion, envy and jealousy? The principal will have to naturalise the opposition of the changers and support the willing teachers.

### *Conclusion*

An institutional plan thus aims at improvement and development. It involves a large number of teachers in planning educational improvement and development. Flexibility is the backbone of institutional planning. Democratic administration and enlightened

supervisory role of the principal are the requirements for preparing an institutional plan and its successful implementation. Just as democratic administration and enlightened supervisory leadership will contribute to the success of the plan, it can also be said that preparation of the plan and its implementation will also stimulate democratic administration and improved supervision. In course of time, institutional planning will help to accelerate the establishment of rapport between the school and the community. Such planning will also help to make the school really community schools.



# THE ROLE OF ADMINISTRATORS IN INSTITUTIONAL PLANNING

W. V. BHAVE

**S**hri J. P. Naik, Advisor, Ministry of Education, Govt. of India broke new ground when, during a Conference on Teacher Education at the Regional College of Education, Bhopal, on the 29th June 1968, he suggested that in the formulation and implementation of our educational plans, the teacher should be more actively involved.

Workers in the field of education at different levels were, by and large, not consulted when the schemes of educational development were formulated at different levels. The schemes were, more or less thrust on the workers who were expected to work them out. For eighteen years now, we have plans in our country. Before that also planning was in the air right from the session of the Indian National Congress at Haripura in 1938. Still, it is difficult to say if there is any popular enthusiasm about planning. There may be various reasons for this lack of enthusiasm; but one that comes to mind immediately is the absence of a clear picture of what is going to be the result of planning and the feel of that result as each year advances.

It is true that for any scheme of development, funds are necessary. When we plan on a big scale, for a country like India, we cannot speak of planning, without forming an idea of the money involved and without finding a means for finding or raising that money. Consequently the industrialists' plan-known as the Tata-Birla Plan which was the first attempt at presenting an integrated plan of national development in India, while presenting the objectives and targets of achievement also estimated the costs involved. This process has gone on in our country ever since. This is as it should be. However, some

how or other, the idea has got fixed in our minds that spending money means planning. In fact, at very high levels, it was often a matter of complaint that we were not spending at the rate at which we should. We were afraid, in the words of planning jargon, of 'shortfall'.

So, in actual practice, schemes of 'spending' as it were formulated. They were prepared by the planning cells, attached to the budget sections of different departments at the State level. Taken together they became the state plans. These were scrutinized at the central level and at the level of the planning Commission, and became integrated in the National Plan. Opening of schools meant appointment of teachers. Development of higher education meant establishment of more universities, Opening (and repetition) of more departments of studies at the university headquarters and construction of huge imposing buildings. Not much attention was paid to the other requirements of schools. Existing collegiate institutions continued in an indifferent manner and newer ones came up which were not much different. If I may say so, there has been expansion without its leading to development. In a different context of late, we have been speaking of "chronology of corruption" in connexion with our plans. One wishes, the three words were not applicable to the field of education

The fact of the matter is that planning has always been considered to be a matter of high policy with which the down trodden-that is the person at the lowest ladder-was not expected to be concerned. "There's not to reason why" appeared to be the watchword. It is in this context, that we must speak our thanks to Shri J. P. Naik, for having spoken the truth with regard to the involvement of teachers in our educational plans. Shri Naik has given expression to an idea which has been in the minds of some of us for a long time.

In the field of planning, the three most important interrogative words are **why**, **who** and **how**. Why do we want to plan, is a very legitimate question to ask. Our philosophy of life-national life as it were-has been indicated in the preamble to our constitution. Liberty, Justice, Equality and Fraternity are the key points of the philoso-

phy. All our activities, education no less, should strive to lead us on to these objectives of national life. Our plans should only spell out the details necessary for reaching these goals.

The **who** and the **how** lead us on to the various types of persons involved in the process and to the means to be employed to reach the objectives.

A recent publication "Assessment of Education Projects Assisted by INICEF & UNESCO" of the United Nations Economic and Social Council mentions the following as a guideline for an educational Project (Page 6, Para 8).

"A project should be viewed as a part of the educational system. It is placed in the context of a national system of education with certain goals, patterns and trends. Two basic principles may be derived from this fact : **balance** and **innovation**."

Balance has reference to particular project and the educational system as a whole. Innovation is a new enterprise "taking the educational effort a stage further. Since no sudden change can be beneficial either to the process or by way of its outcome, innovations should be properly planted on the educational system, well integrated, taking due note not to create a chaos in the process of creating cosmos."

The role of administrators in educational planning in general and institutional planning in particular can now be easily determined.

The following may be included in the category of administrators :

- ( i ) The D. P. I. and officers at the Head Quarters.
- ( ii ) The Divisional Officers
- ( iii ) The District Officers
- ( iv ) The Principals and Heads of Schools
- ( v ) Managers of Non-Govt. Institutions.

The principals of Colleges and the University authorities should also be included in so far as higher education is concerned. We are not talking about them; firstly because, the Universities are not

amenable to outside suggestions, and secondly because during the last twenty years, no movement on behalf of the universities can be deemed to be an attempt at the improvement of their methods, their examination, their curricula etc. However the general principles communicated here-under are applicable to all educational administrators.

The first role of the administrators at all levels is to provide leadership in educational affairs at pertinent levels. While at the Directorate level, this leadership will be of a general nature, we expect, at least one officer at the headquarters who may be an expert academically and professionally in some field of departmental activity; Primary Education, Secondary Education, Finance, Accounts, Evaluation etc. This leadership is woefully wanting at present. The feeling is going around that an administrator need not have an academic background. It is enough, if he has tact and knows some 'tricks' of pleasing in nothing and in talk. Nothing is more harmful to education than this belief about the role of the administrator. As has been aptly said, the departments of education are merely departments of transfers and appointments and appointments and transfers. The leadership in the field has to be shared by the District and Divisional Officers and the Heads of Institutions. Even the Assistant District Inspector of Schools, at his level, should be able to guide and help teachers at the Primary level.

If the administrator is to lead his coworkers in the field of education it is presumed that he is not forced to be led by others and is allowed the requisite freedom in his own sphere. Specific mention has to be made of the pressures to which now-a-days the administrator is subjected.

In connection with this Seminar it was decided to take a simple survey of Secondary schools in Bhopal, with a view to finding out how they are planning the various school activities and to find out what else can be done under the circumstance of their resources in men and material. 10-11 schools were visited. I do not want to anticipate what my colleagues, the Divisional Superintendent of Education,

Bhopal, the Deputy Director of Public Instruction, Bhopal may have to say later. But one or two things may be mentioned, being pertinent to the administrator.

In one school with 21 sections, there are 42 persons on the teaching staff, in another 30 sections with 51 teachers. Both the schools are Government Schools. The facts have not been further examined. But obviously the number of teachers is far in excess of requirements. This is inadequate utilization of our resources. This is more so when we remember that these schools are double-shift schools with periods of a duration of 30 minutes. Every teacher is required to teach 5 or 6 periods a day at most. So he or she works for  $2\frac{1}{2}$  or 3 hours per day. This is luxury. This also indicates the need for institutional planning on the level of the appointing authority-Divisional Supdt. of Education. I hope he is, in a position to do the needful. This underlies the importance of the freedom of the administrator.

Incidentally, another aspect of the role of the administrator at the higher levels may be mentioned. In the 51 teacher school mentioned just now, there are 20 lecturers out of whom only 3 are science-teachers and the rest are with Arts qualifications. Most of the classes are with 4-5 sections of whom a majority is on the science side. Another interesting thing is that many of the teachers working on the staff of schools mentioned are not borne on the establishment of the schools concerned. They are 'attached' from other institutions which draw their salary. This means that either other schools don't need the services of these persons or those schools are inadequately staffed.

In non-government institutions, ordinarily a teacher who is not a good worker is not retained or encouraged. I am using the word 'ordinarily', because at times persons are appointed or confirmed or promoted on non-academic considerations also. In Government institutions, things are different. Promotions are made on the so-called merit-cum-seniority basis. The word 'merit' need not have been there at all. At a given point of time, when promotions have to be made, if one has put in a longer period of service, he is promoted

to a higher post-technically if his record is satisfactory, practically in spite of the record of work. This state of affair puts a premium on indifference to work on the one hand and frustrates those who take their job seriously. The administrator should have the freedom to reward and to encourage enthusiastic workers even if no positive punishment may be given to others.

Many of our schools have good well equippd, well stocked libraries. The services of trained librarians are also available. But the libraries are not used at times not even opened for fear of loss of books and consequent fixing of responsibility for making good the loss. They are in double-lock as it were like the strongrooms of safes of bank-one lock to the almirahs and the other to the room or rooms. This means that the rules have to be liberalised and more freedom has to be given to the head of the institution in the matter. When we speak of a change in the rules, the responsibility of better vigilance and supervision does devolve on the field officers. A large majority of schools particularly at the secondary level in this state-have not been inspected for a number of years. This will not help planning. Ways have to be devised, if necessary, by increasing the number of inspecting officers whereby the present opportunity to miseducate is obliterated and changed.

The field officers cannot discharge their functions in this regard properly, if they are not familiar with the needs of the area. This involves greater contact with the community. This contact may result in the community forthcoming at least with a part of the funds needed for improving the schools.

This lengthy paper may now be ended with one or two observations. Immediately, institutional planning will have the shape of plans for improvement of schools. Today, because of lack of funds this may have to be done within the available resources. There is enough scope for this in some schools. As and when experience is gained, schools may undertake plans of development properly so called. Let us not quarrel with the words Institutional Planning. We may change these if necessary. Again, to-day institutional plans

may not be directly connected with the National or State Plans. Still they have a place and purpose of their own. It may be that responsible persons are now talking in terms of utilizing the existing resources because funds are scarce. Let us take this as a boon and try to do things well, if they are to be done at all. Planning would be necessary for anything that is to be done properly.



# THE ROLE OF FACULTY IN INSTITUTIONAL PLANNING

NORMAN C. DAHL

**I**t is evident that there are many aspects of educational institutional planning and many identifiable groups with roles to play. Certainly government has a major role because of its constitutional responsibility. Next in overall formal responsibility comes the administration of the individual educational institution. Then of course, within an institution the faculty has a significant role. Previously we have thought that students have no role to play within the institution in planning but it is becoming increasingly clear from evidence throughout the world that students feel differently and I think we must move to involve them constructively in institutional planning.

In view of my background, it is perhaps not surprising that I believe the quality and performance of the faculty is the primary determinant of educational excellence and that, therefore, the faculty has to play the central role in planning within an institution. For this reason I have chosen today to look at institutional planning from primarily the standpoint of the faculty members within the institution and the questions and problems they face both individually and collectively in the planning of their institution

I believe that what I have to say is relevant to India because many of the ideas which I will put forward either originated out of my experience in the building of a significant institution in India or were crystallized by that experience. I refer to my involvement for the past eight years in the birth and growth of the Indian Institute of Technology, Kanpur. A consortium of nine leading American Universities under the sponsorship of U. S. A. I. D., has been collaborating in the development of the IIT, Kanpur since 1962. I had the good fortune to be the Program Leader of the first

group of American faculty and staff members to be involved with the faculty at Kanpur, and following my two years in Kanpur I have continued to have a close involvement in this project. While, as I will emphasize later, institutional planning is a continuing process, there is naturally a larger and more intensive effort at the outset of an institution's life and hence during those two years in Kanpur I was heavily involved with the Indian faculty and administration as they dealt with the problem of the institutional planning of the IIT, Kanpur.

It is because of this experience that I emphasize here today the role of the faculty in institutional planning. The administration of an institution must give leadership to the faculty but this can of necessity, deal only in broad outline and the specific and focussed ideas and actions which give life and existence to the institution must be generated by the faculty. The true nature and quality of an educational institution is established at that interface of contact between faculty and the student and the nature of this contact clearly depends upon faculty planning and preparation.

Since my entire experience has been in higher education I am, by inference, discussing primarily college or university level training. Also, as will be evident from my remarks, I am thinking mainly in the context of the start of a new institution or a major effort to alter the direction and structure of an existing institution. With these boundaries in mind let me now proceed to more specific aspects of the necessary faculty participation in institutional planning.

The first step clearly must be a definition of the educational goals of the institution. These goals must be sufficiently precise to have operational significance with respect to curriculum and other development and yet large enough to be not quite attainable so the element of challenge will always remain. Further, the goals should express the changes that the faculty would hope to bring about in the students during their attendance at the institution. For example, the goals of the institution would have to suggest the balance which is to be aimed at between the amount of specific information the students are to be asked to obtain and the demands which are to be put on the students to develop broad intellectual powers of analysis capable of dealing with unfamiliar situations. To my mind, there

is a great need in India for education in all areas which has a problem solving orientation, an orientation which is concerned with the student's ability to use information rather than to remember it.

In any event, the faculty must be involved and interacting in the setting of the institutional goals so that they have a personal commitment to these goals. The work of implementation of institutional goals through the development of curricula and specific subject of instruction will involve many difficult and sometimes tedious hours of work by faculty and this work will be done well on an institutionally wide basis only if there is a sense of individual commitment of the faculty to the central goals of the institution.

Let me turn now to the next logical step, namely, the planning of the various curricula. Curriculum planning is frequently a difficult task for faculty because it requires the striking of a sensible balance between the professional and often intellectually parochial base of the teacher and the broad needs of the students. As faculty we must forego our natural impulses to create disciples in our specialty and look instead beyond this to the requirements of the students.

Curriculum planning must be based both on the technical requirements of the specific areas of study and on the expressed goals of the institution with respect to the desired changes in the students as a result of the educational process. Thus, the curricula must represent a balance among the intellectual, psychological, social, and informational experiences through which the faculty want the students to progress. The curricula is finally expressed in terms of specific concentrations of organized knowledge and experience but it must have as its base a planned transformation of the student through a time series of encounters with ideas, information, people, the physical world, the political world, etc.

The detailed curriculum for any given area of study must be evolved from consideration of the capabilities and attitudes of the students as they enter the institution and of the environment which they will enter as they leave the institution. This will mean that the curricula appropriate to Indian institutions will undoubtedly differ in significant ways from current similarly named curricula in other countries.

The curricula must reflect the necessity for the development of the psychological as well as the intellectual understanding of the students. The physical, social, and political worlds can be understood and influenced effectively only by men and women who have learned to identify the important aspects of these worlds and to treat these aspects in an analytical framework with intellectual honesty. For many of us this required a state of mind which can be attained only with a major psychological effort since we are aware that much of our personal experience is the result of very complex interactions and many of us are doubtful about the possibility of more-or-less formal analyses yielding useful result. Undoubtedly, the transition to this state of mind is more difficult when, as in India, the individuals do not see in their environment a wide range of examples of successful application of this mode of analytical behaviour. Students entering institutions in India will come from an environment with few such examples and little personal experience in this type of analysis of their environment and thus the development of attitudes towards the use of knowledge for the purposes of planned intelligent action programme will require more emphasis than is needed in many other countries.

Summing up these remarks on curriculum planning, I would suggest that in India there has been major emphasis in curriculum planning on what I would call the informational or skill acquisition aspect and rather little emphasis upon those aspects of the curriculum which could bring about in the students the attitudinal and emotional changes needed for the students to make effective use of their acquired abilities when they leave the institution and enter the labour market. It is for this reason that I emphasize this latter aspect of curriculum planning.

Let me now go on to the logical next step in the process of planning namely the planning of the individual subjects of instruction. The planning of individual subject is so interwoven with the planning of a given curriculum that the whole process should be thought of as a cyclical process in which there is feedback from the subject planning to effect the curriculum planning. In fact, as those of you who have been teachers know, this cyclical process is continuously being carried on in those curricula and subjects which are alive and are vital.

Effective planning of the teaching of a subject of instruction must concentrate on the changes one wants to bring about in the students as they study the subject. Unfortunately too often in planning a subject we concentrate only upon the acquisition by the students of certain informational or analytical skills, demonstrable in the sense that they can be evaluated by a formal examination. Only infrequently do we also consider what set of experiences we want the students to have with the aim of developing within the students certain attitudes towards his subject or towards intellectual activity. Speaking from my own experience as a teacher, I think we shy away from such analyses of the teaching process because we do not see techniques by which we can demonstrably test the effectiveness of such experiences. Yet at the same time each of us recognizes that in his own individual development it was frequently isolated incidents not formally a part of the planned presentation of a subject which gave us insight both into the subject and into ourselves. Thus I would argue that in planning a subject of instruction the faculty should focus on the experiences he wants the students to go through in such a way as to maximize the informal learning opportunities available to the students. I want to make it quite clear, however, that I am not arguing for any lack of rigour with regard to presentation of a subject or lesser attainment of understanding of the subject by the students. On the contrary, in the interest of greater attainment by the students I am suggesting that we break out of our ancient methods of education and experiment with other techniques and other possibilities.

In planning an individual subject the teacher must set himself some clear objectives against which he can plan the semester or year of work for himself and for the students. He must decide how much information he is going to expose the students to and how much he expects them to retain. He must be clear about the range of concepts to which he is going to expose the students and how skillful in use of these concepts he expects these students to become. In connection with this he must be clear not to confuse increasing complication with increased rigour. All too often we make the mistake of associating increased elaboration of the subject automatically with increased understanding of a subject. We do this inspite of the fact that in most fields the great advances are made by minds which strip away the complications and see the underlying simplicity. A major aim

of education should be the recognition by the students that analysis can be rigorous and intellectually challenging at any level of abstraction of a given problem.

Having set his goals for the subject the teacher then faces the question of how the students will reach these goals. What role will the teacher himself play: in lecture, in discussions with students, in the laboratory, in correcting homework and papers, etc? How much can the students be expected to do on his own : by reading, by doing homework assignments, by laboratory work, by project work, etc.? What resources are available within the institution : are library resources adequate, does the teacher need to supplement textbook and library resources with notes written and distributed to the students, what can the students be expected to learn from each other, etc ? In some subjects the teacher should examine what laboratory functions can be served by the surrounding community; this is a resource which is all too seldom exploited.

In planning his subject the teacher has a responsibility to be realistic about the preparation with which the student comes to his subject and also with regard to the uses to which the student will put the skill and understanding he has gained. In this connection the teacher must understand the past experience of the students so he can locate those points of the known from which the students can proceed by analogy to the unknown, one of the most effective methods of learning. Further, the teacher must strive to discover ways for giving students experience in applying their new found skills and information to situations which are new to them and which place demands on them similar to situations they will meet as future citizens and members of the labour force. I am not speaking here of the normal examination questions we see but, rather, of more complex situations where evaluation of the students effort is in itself complex and perhaps clearly a matter of judgment on the part of the teacher. I have no illusions about the difficulty of developing this kind of teaching in any subject, but I believe the potential rewards to the student are so large that it should be a continuing objective of every teacher.

In concluding these remarks on the planning of individual subjects I would like to point out that nowhere in the foregoing have I men-

tioned the word "Syllabus". Although, as I noted above, I consider it necessary for the teacher to define the area of knowledge which he will use as the basis of his subject, I hope it is clear from the foregoing that I consider the syllabus as primarily a vehicle through which the teacher accomplishes his educational objectives and not as usual, an end in itself.

Any plan for an institution must include a realistic program for execution of the plan and I would like now to turn to this aspect of institutional planning. Assuming that we are a faculty which has made a plan which departs substantially from our previous experience it is important that we plan, consciously, for our own education. Let me discuss this in terms of a few specific examples in order to illustrate what I mean by this faculty re-education.

Let us first consider a situation where there has been a change in which the students attend for fewer lectures than previously and are given more responsibility to study on their own. The faculty must look very carefully at what responsibilities this new situation imposes both on the faculty and on the students. For example, what sort of independent work is the faculty going to require of the students to replace the lecture time? If the faculty assigns outside work of a written nature what are the responsibilities of the faculty with respect to carefully reading and evaluating this work so it can represent an experience of educational value to the student? Is the outside work of relevance to the development of the student or is it merely "make work"? Does the faculty member look for evidences from the student as to the progress of the new experiment? Does the faculty member check with his faculty colleagues to gain some impression of the overall reaction of the students to new teaching situation? Is the faculty aiming at the broad centre spectrum of the student group yet taking care that those at the very top or the very bottom are attended to either by the presentation of individual challenges to those on the top or by special assistance to those at the bottom?

In executing a new institutional plan the faculty also must look at the characteristics of the entering students. If the institutional plan represents a major departure from the students' previous mode of education then there should be a formal institutional orientation program at the time the students enter the institution. It should not

be left to chance for the students to discover from their older student colleagues that they have entered a situation with a new set of ground rules. The student should be informed as to the nature of the educational experience and, also, the reasons why the faculty believes this is a desirable and effective type of education. If, for example, the educational program of the institution is aimed at changing the students' previous attitudes toward hierarchical authority in order to make them more capable of independent thought and judgment, then this orientation program should be the first step on the path of transformation.

It also is necessary for the faculty to plan the overall experience of the students so that there is a gradual and assimilable development pattern. The challenges put to the students must be challenges that reasonably can be met by average student. For example, if the institutional aim is a high degree of independent work on the part of students there must be a transition period in which the student can gradually develop the necessary skills and attitudes which will permit them to accept this new responsibility. In all of this the faculty must play a conscious and effective role which establishes within the institution as a whole the set of attitudes which are necessary, both in faculty and students, for attainment of the goals of the institution.

I would like now to turn to some non-academic aspects of institutional planning in which, in my opinion, the faculty must also become involved.

Although I would expect that most faculty would be surprised by this assertion, I believe that the faculty have a significant responsibility with respect to the supporting staff of the institution. In particular, I believe that new methods of education imply different manpower needs, both for faculty and supporting staff, and the faculty must play a role in defining these new needs. For example, if the faculty is to be involved in the continuous preparation of lecture notes and new textbooks then it is essential that the secretarial and stenographic help necessary for this work be available. In many instances this will require a shift in personnel under a fixed budget ceiling, for example, the hiring of fewer peons to make possible the hiring of another stenographer. This is an illustration of my view that the faculty should

be involved in the budgeting process of the institution to the extent that they see that their individual demands for personnel, space, services and supplies may, in effect, be in conflict with their desires for a particular kind of educational climate and process in the institution.

The faculty should also recognize that there is a serious educational problem in getting supporting staff to have the same personal involvement in the institution as do the faculty and students. For many of the supporting staff a position in an educational institution is little different from any other government job, in that under most circumstances they have little feeling of participation in the educational side of the institution. The faculty must turn its attention to this problem and work with the supporting staff to develop the performance of the supporting services to the level which is necessary to support affective work on the part of faculty and students. This is not an easy task and even require training programmes conducted by the faculty but unless the faculty takes a major responsibility I think it is unlikely that the quality of service needed to support the educational programme will be forthcoming.

Completing this discussion of the role of the faculty in the non-academic aspects of institutional planning. I would like to remark that the process by which a group of individual faculty coalesce into an effective educational institution is a complex and ill understood process. The strength of a first rate educational institution is derived from the fact that the individual faculty members have found it possible to give substantial loyalty to the institution in the expectation that the institution will reward that loyalty with opportunities for personal development far greater than would be possible for the individuals acting in isolation. It took several hundred years for this type of institutional structure to develop in Europe and thus it is not surprising that the appropriate conditions for strong institutional growth have not yet widely developed in the Indian scene. Only when some of the security which formerly resulted from family, caste, language, and regional loyalties can be successfully obtained from institutional loyalties will there be a significant growth of strong and effective educational institutions in India. The faculty in every

institution must press forward and experiment with new forms of relationships within the institution to develop those conditions which are relevant, productive and stable with respect to institutional growth in India.

Let me now make a few comments on institutional planning by educational administrators within the governmental structure, at all levels. It is a difficult problem in any large system, educational or otherwise, government or private, to build in the freedom for innovation to occur within the system in response to felt needs and new situations and, yet, at the same time have the general order and regularization needed for management of a large system. As evidence of this difficulty I would point to the current difficulties in the New York City school system and, also, the student disturbances in France which have forced the government to make important changes in the university system.

It is my opinion that government educational administrators in India should consciously build into the educational system the flexibility needed for experiments which will lead to sensible adaptation and evolution of the system. For example, even within the context of a common examination system it is possible to give individual institutions freedom to choose how they prepare their students for the common examination. As another example, since different approaches to education make different use of personnel, space, supplies and time, for institutions whose faculty and administration give serious proof of their desire and capability to experiment it is only sensible to give freedom to make the changes in institutional structure needed to conduct educational experiments which differ in substantial degree from the current practice. Even though one realizes that the cost per student is a significant fact of life there is no reason to suppose that the present distributions of financial resources among personnel, space, supplies and time are necessarily the most effective or most economical distributions that can be devised. Hence, I would argue strenuously for freedom for inservice experiments which involve different inputs adding up to the same or comparable cost per student.

I would like to emphasize that the educational process is very much like a biological process in that it is sensitive to alterations in environment and the process of change cannot always be predicted in advance. Thus our planning in education must in large measure be contingency planning where we make plans, put the plans into action and modify our plans as a result of the observed effects. In short, it is a continuous experimental process and must be viewed in this light by all involved in it.

However, at the same time it is well to recognize that there are different time scales associated with different positions of involvement in the educational system. The time scale of change in the relationship between the individual teacher and his students is very short, a matter of weeks or months. The time scale of change between the institution and its students, its graduates, is much longer, a matter of years. And finally, the time scale of change in a state educational system or a national educational system is very long, a matter of a decade or more. Having pointed out these different time scales, I would emphasize again the necessity for the decade time scale administrator in his planning to allow freedom for experiment, innovation and growth at the institutional and classroom levels where the time scales are much shorter.

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# NEW APPROACHES TO EDUCATIONAL PLANNING IN INDIA THE FOCUS AND THE EMPHASES

—K. T. SINGH

*The Perspective :*

**World :**

**T**he rising concern with educational planning, as part of the strategy for over-all development, change and progress is almost a universal phenomenon. Both the developing and the advanced countries manifest this phenomenon though with differing goals, techniques and aspirations : the less developed ones are still struggling hard to fight against poverty, hunger, disease and ignorance, their aspirations are thus yet earthbound; but the more advanced ones want further change and progress, perhaps at a spectacular rate, their aspirations naturally extend to outer space and other planets.

Indeed, the modern world is characterised by an unprecedented quest for further growth and progress with a tremendous faith in the power of education. There is a growing realisation that education, and educational planning are indispensable tools in this quest for further growth and progress.

Therefore, Educational planning as a technique, as an instrument and as a strategy is in much sharper focus today than ever before. By virtue of the crucial significance it has for determining and planning the future of man, educational planning is well on its way to becoming, in its own right, a field of study and an operational technique. Of course, "there is still a long way to go in this new field that overnight has become the 'vedetta' in educational circles and in which so much hope" and faith have been placed by authorities and people all over

the world.<sup>1</sup> The knowhow and the wherewithal for educational planning is thus becoming a matter of great concern for humanity in search of peace, prosperity and progress.<sup>2</sup>

In response to this rising, global concern international action of various kinds has already been taken : an International Institute of Educational Planning was established by Unesco in Paris in 1963. The Asian Institute of Educational Planning and Administration located in Delhi is also sponsored by Unesco. Recently an International Conference on Educational Planning was held by Unesco in Paris from 6-14 August, 1968. At the Conference, some 300 delegates from 83 Unesco Member States formed four working groups to consider the **strategy and innovations** besides management and financing of education. Attention was especially drawn to the **reform of education as an integral part of educational "Planning. "Reform of education"**, declared Mr. Reno Maheu, Unesco Director General, "**must cover all forms of teaching and all aspects of educational reality—pedagogical as well as financial; psycho-sociological as well as economic.**"<sup>3</sup>

#### *Developing Countries :*

The developing countries, in particular in the Asian region, manifest an increasing acceptance and recognition of the concept and technique of planning. "Whether viewed as a means of inducing a more rapid educational growth or as a link between education, and economic and social development, it has added a new dimension to educational endeavour."<sup>4</sup> The Conference of Ministers of Education and Ministers responsible for Economic Planning of Member States in Asia convened by Unesco in Bangkok in November 1965, recommended to member States to give high priority to the development of educational planning services.<sup>5</sup> This conference also adopted a long term plan : "An Asia Model of Educational Development ; Perspectives for 1965-80" Obviously, the Model was an attempt to visualise educational development in Asia until 1980.<sup>6</sup>

In most of these countries objective of the first educational plans was to accelerate and maximise the enrolments and that two mainly

at the primary level. These plans sought to achieve the specific targets set.

Gradually the scope of the educational planning effort broadened and the emphasis shifted to "balanced development of all levels and types of education" though the influence of the earlier phase continued to show itself. The educational plans formulated during the last years show in all cases a much greater effort at articulating the different components of an education system.....The mid, '60's', mark a further broadening of the scope of educational planning in a number of countries: an effort to gear education to the promotion of economic and social growth in harmony with other cultural objectives.<sup>7</sup>

### *The Perspective : India*

#### Role of Educational Planning : Some Pertinent Questions :

In the India of today Educational Planning occupies a place of paramount importance. Indian people, authorities and planners are becoming increasingly aware of the crucially significant contribution of education to the country's progress. Great thought and attention is therefore being given to the formulation and implementation of suitable educational plans to give a fillip to educational and national development. In the Indian situation the following would seem to stand out as some of the more important dimensions of educational planning:

1. Education for intelligent citizenship
2. Education for efficient man power resources
3. Education as an instrument of change and growth
4. Education as part of the total planning and strategy for over-all development and progress.

This leads to the two fold task of educational planning:

1. Expansion and improvement of education for an intelligent citizenry as well as an efficient work force.
2. And the gearing of educational expansion and improvement to the developmental needs of the county.

This may now be used as a point of departure to raise a few questions as to the nature, function, scope and significance of educational planning in the context of the Indian situation :

1. What, after all, is meant by planning, particularly educational planning ? and for that matter, institutional planning?
2. What is the proper function and role of educational planning?
3. What are the ends of educational planning, what are its means and what is the ends-means relationship in the process of educational planning?
- 4.a What is the process of decision making in educational planning? What is the perspective and the matrix within which these decisions lie? What is the frame of reference for these decisions? What are the components of this frame of reference? What inter-relationships are involved as regards the locus and frame of reference of these decisions ?
- 4.b Correspondingly, what is the nature and type of sanctions to facilitate the decision making process at different levels?
- 5a Who formulates, implements and evaluates the outcomes of educational planning?
- 5.b Or, who should formulate, implement and evaluate educational plans and at what levels?
- 5.c Correspondingly, what should be the training and equipment of those responsible for the formulation, implementation and evaluation of educational plans?
6. What is or should be the real educational content of educational plans? What are the choices available? What are the time and place perspectives to which this content and the choices are to be related?
- 7.a What is the 'span of control', policy-wise and operationally of educational planning of those engaged in the formulation, implementation and evaluation of educational plans?
- 7.b Correspondingly, does educational planning visualise the actual educational action in operational terms which it would generate and does it seek to control and direct this action ? If so, how?

8. Is the knowhow and wherewithal accessible to those engaged in the task of educational planning?
9. Are the channels of communication and lines of authority, as pertinent to the formulation and implementation of educational plans, clearly defined and integrated?
10. Are adequate steps being taken to make all concerned planning and development minded and to motivate and enthuse them for an energetic drive in this direction?
11. What has been the nature and scope of educational planning so far and with what results?
12. What are the directions in which educational planning should forthwith proceed? What are the areas in which immediate and concentrated but well planned educational action is urgently required?

Many more such questions can be raised. But probably enough has been said to alert the expert and the layman alike and to establish a perspective in which the entire spectrum of educational planning in India needs to be re-examined by those concerned. (Of course) no attempt is made to answer all the questions raised).

#### *Indian Perspective :*

##### **A Review:**

Now that attention is turned to the requisites of educational planning in India, we find that with over eighteen years of experience in educational planning and after spending crores and crores of money, we are probably not yet in a position to get adequately clear answers to the different questions raised. But this exercise should help to pose the problems and issues of educational planning in the face of urgent needs and eager demands as well as the harsh realities of the situation.

No doubt, in a way the record of educational planning in this country is quite impressive. The reports of the Planning Commission, the Governmental and related authorities at different levels bespeak this fact. Enough has been written and said from time to time to point out the achievements of educational planning.

However, in terms of the over-all impact, it has to be admitted that our educational planning effort so far has been more of educational budgeting and that too mostly of material resources alone and this in turn largely for expansion of one kind or another. Even in expansion, the targets set for many areas have not been attained.

It has sought to build mostly on existing foundations. Schemes have been made and snapped. Figuratively, basements have been dug, a room or two built here and there, a roof demolished or added once in a while. Even institutions have appeared and disappeared sometime with electric speed.

In the zeal for equality and the smug acceptance of the established pattern, the country's talent has to some extent been sacrificed by not providing enough opportunities for the necessary selective and specialised education.

The rising concern over, 'brain-drain' and the 'national loss' involved is a case in point of the way we usually plan to solve problems. How many times has this concern risen and died a natural death? Not to speak of providing jobs even entry in national pools or registers has sometimes been denied to qualified men and women of calibre. Those who are somehow absorbed find themselves at a disadvantage in the face of the established set-up and vested interest groups.

Educational plans have been mainly paper plans, prepared at the desk. They have existed in ministerial chambers and governmental offices. They have thrived on statistics and diagrams. They have generated routine entries and filing of more papers. Their implementation has been also to some extent been proved in a similar fashion.

In other words, by and large, educational planning in India has lacked educational content, it has not really entered educational institutions, it has not sought to deal with problems, and it has not generated educational activity and action in educational institutions. It

has thus had very little impact of an 'educational kind' on those for whom it is primarily meant. Whereas it reflects the mostly superficial and peripheral nature of our educational planning endeavour, it also helps to draw attention to some of the limitations and fallacies inherent or operating in the Indian situation with which educational planners have to contend. At any rate it should suffice to awaken the conventional educational planner to the realities that surround him.

It is thus imperative to re-examine and re-focus the educational planning effort in view of the realities of the Indian situation. It is not possible to deal with this problem in any detail in this paper. However, an attempt is being made to examine some important approaches, which, by proper focus and suitable emphases, may hold substantial promise. This is being dealt with at two levels :

**A. General :** Pertinent to educational planning on the whole including institutional planning.

**B. Specific :** Pertinent specifically to educational institutions and institutional planning which is the central theme of this Seminar-applicable in general to educational planning as well.

### **New Approaches : India : Over-all**

*Focus : A New Educational Order :*

#### **Reform based**

At the very outset the need for a new start for radical educational reform must be recognised. The Education Commission 1964-66 made a strong case for a nationwide movement for educational improvement. In fact, they call for nothing less than a revolution in education.

The approach to educational planning today has thus to be **re-form-based**. The reform must cover all aspects and extend to all levels of education. **"Reform of education is or should be, the hard core of educational planning : Planning the new and not the perpetuation of the outworn."**<sup>8</sup>

It is true that “educational planners usually find themselves confronted by an existing educational edifice”, which may combine elements of both the old and the new and which cannot really be scrapped and rebuilt from the ground in a short period of time?<sup>9</sup> However, to expand and to improve the existing educational system is not enough. To transform it : **to plan afresh, to plan the new to replace the old is precisely the task of educational planning.** The existing established structures are no excuse for the perpetuation of the status quo : nor can they serve as a good foundation for the transformation sought.

Educational planning, “Without the cutting edge of reform, may perpetuate but will not create.”<sup>10</sup> Therefore, reform involving innovations, transformation of the old and creation of a new educational order must now become the commitment number one of educational planning in India.

### *Problem Oriented*

At the same time educational planning needs to be problem-oriented. It must focus attention on the various educational and related problems that face the country and which it can help solve. **Problem solving should be a built in component for reform based educational planning in India in the coming years—problems such as those of failures, wastage and stagnation, unemployment and the conservation and enrichment of talent need to be attended to.** Reform—based, problem-oriented, educational planning can further direct attention to the improvement of quality and the pursuit of excellence and human resource development.

### *‘Educational’ in Character and ‘Content’:*

Planning of Education must itself be ‘educational’ in character and concern itself, of necessity, with questions that are primarily educational, To do justice to the educational content of the plans, to visualise fully the educational action needed, and to implement the plans, the educational planner must have appropriate and adequate educational training. No doubt the educational planners must combine, the dual competencies of planning techniques and education

processes, but the educational planners groups must have at least some who are educationists first and to the core. Only then they should venture to address themselves to the complex tasks of educational planning—this is particularly true at the institutional level—where planning is essentially the task of teachers and others who are to carry it out from day to day. Therefore, let those who have to implement also plan, and let the technical planning experts only help and guide.

The essentially educational character and content of educational planning can only be developed and highlighted when it becomes, by and large, an activity of those engaged in the brass tasks of education.

*In Search of the Indian Cultural Identity Basis :*

#### **An Indian Foundation : Expertise**

Man is culture-bond. Educational planning in India must respect and enhance the cultural, and psychological identity of the Indian people. It must be based on the fundamentals of the Indian cultural identity and proceed according to its dictates. An Indian outlook, an Indian approach, Indianisation of educational literature, planning approaches, decision making process and the value factors involved and an Indian technique of action are some of the urgent requisites.

This is the most neglected aspect in educational policy making and practice in India. A voice has been raised here and there.<sup>11</sup> The Planning Commission and the Education Commission alike have emphasised the recognition of the essentially Indian character of educational needs and demands, problems and techniques. The NCERT, some government agencies and other organisations have brought out some educational literature from time to time. But to produce a substantial impact concentrated and vigorous efforts are necessary in this direction.

The development of appropriate Indian conceptual and operational tools is a basic task to provide a sound foundation to the edu-

cational planning effort. For example, take the case of work on Developmental Tasks by Havighurst, and on Culture Free Tests by Davis and Ellis at the University of Chicago in the U. S. A. Parallel work is needed in India. This holds good for all behavioural sciences and other fields in which the cultural and the environmental forces play a determining role. For meaningful and effective education, research inquiry and publications in such areas cannot be postponed any longer. Educational planning must proceed from this angle and at the same time provide for a speedy but appropriate programme of action for the needed Indianisation. The Union Education Minister, Dr. Triguna Sen also stressed a similar need at CASTASTA : the task calls for "expertise that must grow out of our own soil". It is equally true that educational systems must also be "created by a self-motivating force within a culture inside the framework of its own history and genius."—Castasia : New Delhi : August 1968.

### *A National Policy on Education*

For meaningful educational planning in the new context a clear-cut national policy on education is a must. Education Commission, scholars and statesmen from time to time have emphasised the need for such a policy.

The need is urgent and has still to be met because the recent declaration of national policy on education, does not adequately serve the purpose.

Unesco experts also observe that all "Educational planning has to be guided by a national policy on education which is designed in terms of the basic principles and objectives of education as an end in itself and as a component of the general policy of development." Also, "when material goals and policies are enunciated at the highest level of political and governmental authority in a form which lends itself to translation into a programme of action and are followed through with a reasonable measure of administrative continuity and consistency, educational planning becomes an instrument of innovation."<sup>12</sup> Thus a policy statement covering the entire spectrum of education in all its perspectives is called for.

Educational planning must attempt to involve in it all the human groups concerned. Special attention has been given to the involvement of the teachers in educational planning and development. This was the theme of discussion at one of the sessions of the Western Regional Conference on Education held at Regional College of Education, Bhopal in June, 1968. A brochure on this subject by Shri J. P. Naik has been published. But "Planning in education, perhaps more than in most other sectors, calls for participation in the planning process of a large number of groups who are closely affected by the decisions embodied in a plan, teachers, parents (even students), business and industrial groups etc. Actual participation in plan formulation is also necessary to ensure that those connected with implementation, from the level of an individual school to the highest department have an understanding of the goals and purposes of the plan."<sup>13</sup>

*Realistic : Down to Earth : Grow Out of Real Needs :*

Educational planning has so far been mostly planning from above, planning from a distance planning at the top, planning in the administrative chambers, planning at the desk, planning with facts and figures on paper, this would seem like planning from the Ivory Tower, with an air of imposition. It is time the educational planner come down to the brass tacks, become earthbound, and make a down to earth approach from below in time, space, money, and people relating it all to the actual, on the spot functioning of educational institutions. This is the crying need of the day.

*Operational Objectives :*

In order to be properly focussed, directed and spelled out, educational planning must have a set of specific operational objectives at each stage. These objectives should be clear and definite, realistic and practical so that they can be translated into educational and related action. The educational planner must be able to visualise the full implications of these objectives for educational action of different kinds and view this action against a time and place dimension.

In India, these objectives are conspicuous by their absence, in the U. S. A. they are conspicuous by their presence and impact.

### *Unit of Planning .*

Thought has far sometime past been given to the problem of a suitable Unit of Educational Planning. While recommending a decentralised and broad-based approach in general, the Education Commission consider the district level to be an appropriate unit. Shri J. P. Naik has also earlier recommended consideration of the district level unit as against the State level. One may go a step further here and consider the setting up of special school districts with 10-15 schools each.

However, for real educational programming and action the **first and the final unit is the educational institution itself which is the ultimate centre of all educational activity.** Thus has emerged the present concern with institutional planning, the central theme of this Seminar.

It is surprising though to find **practically no reference** to the formulation and implementation of educational plans at the institutional level as a base and, as an integral part of the over-all educational planning in a survey of most countries in the world where educational planning has been in progress for quite some time. However, it is also a matter of common knowledge that in the U. S. A. the entire educational movement essentially proceeds from and primarily centres on educational institutions : be it enrolments, programme development, curriculum improvement, or the pursuit of excellence.

The institutional planning approach holds a great promise. The experience of countries like the United States of America bears this out. It is only in educational institutions that education comes to life and symbolically brings others to life.

The approaches, the focus and the emphases suggested earlier can only be conveniently translated into educational action in the educational institution namely : the reform must begin at the base, proceed from the Indian soil and the Indian cultural identity, develop Indian expertise, tackle problems, make innovations, have operatio-

nally clear objectives, develop the essentially educational character and content, generate educational activity, develop the Indian way and spirit, formulate realistic plans and carry them out zestfully through a variety of educational programmes with the participation of all concerned, thereby creating a new educational order.

A great deal has already been said on the subject proper of institutional planning. This paper will concern itself with three main aspects to which attention or more attention still needs to be given :

1. Involvement of teachers : the workaday world of institutions.
2. Defining the reciprocal responsibilities of the institution, the Home and the community.
3. Involvement and participation of students : Climate for learning.

#### **Institutional Level :**

*Involvement and Participation of teachers : Workaday world of institutions :*

The involvement and participation of teachers in education, particularly institutional planning and development has now been greatly emphasised. Many reasons have been advanced for this, which need not be detailed here.<sup>14</sup> The human factor indeed plays a pivotal role in any undertaking. To set the pace for more and harder work and better utilisation of resources it is essential to motivate, energise and enrich this factor.

In the context of the present theme—the Institutional Planning Approach—the following need special emphasis :

1. Institutional endeavour is a team-task, for this a common framework, understood by all, is necessary.
2. A beginning must be made, a point of entry established and starting strategies defined.
3. The degree of staff involvement and effort depends on staff orientation, commitment, and growth—this in turn is deter-

mined largely by administration and partly by staff themselves.

4. The workaday world of the Educational Institutions plays a decisive role in creating and maintaining the requisite climate for work, for commitment, for growth, and for dedication.<sup>15</sup>
5. For the efficient and effective functioning of the teachers and others and for their interested and enthusiastic involvement in institutional plans and programmes it is important to turn attention to the promotion of the requisite climate. The responsibility for this rests with the institutional leadership, administrative and professional.

It has been accepted that the job shapes the man and so the school forms the teacher.<sup>16</sup> The influence of the workaday world of the institutions can be positive or negative. For example, it can kindle, or stifle the imagination and it can create or destroy interest. The institutional planners have to take steps to enhance the formative, the educative, and the nurturing power of the institutions to promote the efficiency, effectiveness and growth of their staff.

For this purpose, the possibilities of developing a Professional Code of Ethics for Teachers, Administrators and Institutional Planners should be explored. This can be of help in generating and sustaining the desired climate.

Studies also need to be conducted of the intrinsic job satisfaction that educational institutions can provide to their workers. In this regard, the area of intrinsic motivation and rewards in terms of the climate for work prevalent in Indian Institutions is a promising area of research and can in turn yield fruitful results for institutional planners and programmes.

#### *Reciprocal Responsibilities of the Institution, the Home and the Community :*

Another area to which institutional planning may address itself with advantage is the defining and assigning of specific responsi-

lities to the three primary groups concerned with institutional policy and practice, namely the Home and the Community in addition to the Institution itself. These responsibilities must be clearly and realistically spelled out in terms of the given objectives of the institution, their operational implications and the resources available in and out of the institution. The resultant set of responsibilities must be naturally acceptable to all the three principal groups.

In India the involvement of parents, and communities in education, the utilisation of community resources and the involvement of students and teachers in community services has been emphasised enough. Whereas some worthwhile work has been done in all these aspects, it is mostly piecemeal and in isolation one from the other.

The Indian educational scene has experienced a period of shifting and shirking of responsibilities, public censure and mutual recrimination by the major groups. It is time to deal squarely with this problem. Therefore, the spelling out and shouldering of well-defined and mutually acceptable roles and responsibilities by these three agencies as part of institutional planning endeavour would meet a genuine need. The meeting of this need should open up possibilities of realistic constructive work towards furthering the over-all educational endeavour, particularly at the institutional level. For example : the major function of the particular institution ?

#### *Involvement and Participation of Students : Climate for Learning :*

The institutional effort is meant to promote sound programmes of education and create a climate for learning. The focus of the institution is the learner, the learner individually and in groups whose gainful and effective learning is crucial to the success of the entire institutional endeavour.<sup>17</sup>

Learning is conditioned by a number of complex factors. A factor of far reaching consequences in determining student learning is the learner's own involvement and participation in learning goals, policies and action.

To promote sound learning and to harness the energies of the students, it is, therefore, important to involve them in the process and procedures of institutional planning and in the tasks and activities that make up the educational programme.

As part of a study in this area some data has been collected. The non-involved learner's response to the institutional situation may take many forms. Teacher verdicts characterise the students on the basis of their reactions : such as the listless, the casual, the indifferent, the irresponsible, the inattentive, the disinterested, the dull, the lethargic, the passive and the obedient, even the unwilling and the rebellious variety of students. Perhaps there are many more varieties of these students. They all pose serious problems and present enormous challenges to education and teachers. The urgency of the problems and challenges increases in view of the changed role of education in the changing India of today and tomorrow.

Educational Institutions must shoulder the ultimate responsibility of taking steps to meet the situation. In their anxiety to answer national and public concerns they must not forget the student who remains the focus of their efforts and whose concerns are equally important. The manifestation of student unrest with all its related problems raises serious questions about what goes on in our educational institutions and presents a big challenge to administrators, teachers and parents.

Through appropriate planning and vigorous action, educational institutions must shake off the hold of lethargy and inactivity and bring about an atmosphere of interested responsiveness, substantial involvement and active participation of the student community who are the primary focus of all their endeavour.

The enterprising institutional planners would like to apply their mind to the challenge of providing opportunities for increased students participation and to initiate action for this purpose.<sup>18</sup> The kind and degree of participation would vary according to individual needs and institutional objectives. The thoughtful planners would

naturally like to examine the level, the kind and the extent of student participation in their respective institutions and to evaluate the outcomes thereof for making their further work more gainful. It is hoped that they would share their thinking and help pool the results of their work to be passed on to others interested in experimenting further with providing opportunities for actual student participation in the formulation and implementation of institutional plans and programmes.

### **Conclusion :**

To conclude, the theme of this presentation may be reiterated: it has focused on educational planning, particularly institutional planning, from different angles of vision and in a wider perspective. It has made a case for a fresh start in educational planning from its very base for creating a new educational order. It has suggested essentially an educational approach and emphasised primarily the educational character and content of educational planning. It has made a plea for a clear-cut national policy on education and for a set of operational objectives for realistic, down to earth, actual educational action in educational institutions, involving all the functionaries as well as teachers, parents and communities.

Eventually, all considerations have been brought to bear on an educational institution, and on institutional planning—urging, with hope and faith, that institutional planning as a basal unit and as an integral part of the total educational planning would catch momentum and generate conditions for developing a 'discipline of work' a sense of urgency and mission, a spirit of commitment and dedication which are essential for its own self-propulsion.

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# PLANNING AND THE ROLE OF TEACHERS

R. S. TRIVEDI.

*“If you want to move a mountain you must begin with pebbles at your feet.”*

## I. Why Planning :

It's a clear writing on the social walls of today that professional acuman in every area is the first requisite for any system to function.

Teaching profession need not unnecessarily expend their energy after waxing emotional and sentimental over their status-issue in the society. The constitutional commitment clearly demands a society which is democratic in nature and at the same time socialistic in its productive relationship. Teachers now active in their profession have to change their perspective and look upon their profession and work as contributive to these two features of the new Indian social order that is going to stay. The socialistic pattern of society demands a central system of planning and the democratic nature of the society at the same time demands decentralization. This raises a seeming paradox viz., centralization and decentralization.

In fact this is no paradox. Central planning in broad sectors is indeed very much needed but the sector like 'education' which even traditionally and culturally speaking is more private than public, needs now a decentralized planning. The need for such a planning is with a view to avoiding extravagance in planning. The luxurious way of throwing a bucket of colour on the wall, and whatever sticks to it is all right in painting the wall, cannot be afforded by a country that has to face hard economic reality. Therefore, careful planning at all levels is the need of the day. Educationally, planning still further taken to institutional level will be more fruitful and productive. But before one ventures to take a headlong plunge for such a planning

one must be very clear about the prevailing traditional pattern of the institutions. It is very incumbent on the part of the teachers at all stages, and more especially at the University stage including the institutions like Teachers Colleges for secondary school teachers, to be aware of the traditional pattern of behaviour. It's here at the recognition level of the traditional picture that the teachers' role has to be more sensitive.

## II. Planning

### (a) *What it should mean to teachers*

Institutions, however modern be in terms of their establishment, do still have a traditional mental make-up. These institutions consist of individuals with an emotional system of their own. These institutions have their own codes of behaviour and these codes are determined only by the top ranking persons. Another feature of these institutions is that the supervising authority acts as a watchman and keeps a watch on every act of violation. The supervising authority in these institutions is the main agency that showers either rewards or punishments. Praises and criticisms are purely personal. Policy is determined and techniques and methods of work are dictated.

### (b) *Leadership in the Institutions*

The programme of planning needs an able leadership that will be more particular for the cooperative team work of his colleagues. The leadership is not one man's show so far planning is concerned but even leadership in an institution be collective. It is not exclusive privilege of the privileged man who is in position because of his seniority rather than his contribution. The new leadership in planning must provide an equal need of freedom of action at various levels of authority; must delegate power to men on the spot or workers in the field, must provide scope for exercising responsibility. An adequate machinery for constant consultations be thought of.

These facts about planning have to be thoroughly understood by the teachers who think of planning at the institutional level.

### III. Planning—As a Technique of Change

The traits of the existing tradition-oriented institutions must give place to the new traits as demanded by a democratic structure. The teachers in this respect have to be active and striving for bringing a change. They should further keep in view that for a new change they must be first committed to objectives. Status in democracy is not according to the established hierarchy but it is achievement-based. Democratic behaviour does not recognise the monolithic leadership. This new outlook is to be supported by a new technique of planning viz. : (a) analysing a situation, (b) planning action required for the situation, (c) sensitivity to the changing conditions and (d) flexibility to adapt to the process of change.

Planning has its own corollary and therefore one has to keep in mind that planning has to be implemented. Therefore, planning and implementation are the two essential features of over-all institutional planning. Attention has to be paid to the fact that planning will be effective only if it is indigenous. The present trend of borrowing ideas and then striving for innovations and change won't give the expected results. This should be realized by those who stress the new movement in education in the form of innovations and change.

### IV. Planning—Technique and Procedure

Teachers, in order to be scientific, will have to think of the adequate technique and procedure in the context of the sociology of planning. It's no use simply parroting the recommendations of the Education Commission and thus raising slogans for educational reconstruction. The recommendations of the Education Commission appear to be a record breaking high jump. Recommendations are only targets to be reached and not to be soon implemented. There exists a wide gap between the existing educational institutions and the recommendations made by the Commission. It's worth undertaking a sociological study of the Commission's recommendations. To reach, therefore, the targets, we'll be required to take our journey from the platform of the existing institutions and not from those that are yet to come into existence.

In this sense, planning has to be interpreted from the point of view of the sociology of the institution for which planning is to be done. The academic health of the institution has to be viewed from the point of its managerial composition, financial source, relationship with the power structure and the pressure groups, and the teacher and student recruitment procedures.

If this scientific approach to the concept of planning is not understood by the teacher-community, planning would lose its own flavour and creativity. In absence of this approach planning would remain at the emotional level and would be waiting for somebody's approval and appreciation as it has usually happened in this country with any new idea and thus it would be vulgarised.

Therefore to begin with, (i) the Head/Principal of the institution has to analyse the functioning of the administrative machinery, its composition-structure and his own role in the administration. (ii) He (Head/Principal) has to seek clarification of the objectives or goals his institution is striving to achieve. (iii) In the context of these goals he may also examine the long-range problems and those arising from the immediate circumstances.

While analysing the institutional personality, it would be better if he takes into confidence a few of his colleagues to share his thinking. This type of sharing will automatically lead to a sort of self-study analysis. This gradually should lead to establishing a study-group in the institution consisting of such members who are interested in the institutional analysis, who are sincere in trying out new ideas, and capable of formulating recommendations growing out of the deliberations.

This study-group will constantly examine the following questions:

- What goals are we working for ?
- Does the communication-channel exist between us and the policy makers ?
- What new functions our institution has to assume ?
- What will be our role to play in the institutions ?
- How are the functions related to our goals ?

- Does the evaluation machinery exist ? What steps be taken to institute such machinery ?
- What pattern of the institutional organisation will enable us to achieve the goals ?
- What type of human relations in the institution is desirable ?

The study-group can similarly undertake a number of questions and problems. The group may prepare a draft manifesto of the policy and programme and discuss it with other members. The implementation aspects of the policy and programme suggested in the manifesto be discussed with the colleagues.

This pattern of consultations should ultimately lead towards further establishing a machinery of consultations and communication-channels. Once the habit of consultation and consequently of involving more members in the institutional thinking is formed the Head/Principal together with the study-group or the steering committee can think of the modus operendi of the institutional planning and thus make the institution planning-oriented.

#### **V. Planning—Its Gains :**

Institutional planning has its own advantages viz.—

- ( i ) It provides motivation to strive harder for excellence and quality.
- ( ii ) It gives a sense of job-satisfaction.
- ( iii ) It gives a sense of effective living in the institution.

The economic situation and its frame-work is to be accepted in this country as a hard reality and one has got to work hard if not for anything else, at least for the sake of job satisfaction.

What is expected of the teacher-community is to involve itself more and more in the participation of the institutional thinking. Teachers cannot afford to be neglected in this vital area. Non-participation in the institutional thinking is professional death. Right participation of the right person should be the slogan of the planning-oriented personnel.

# SCHOOL PRINCIPAL AND INSTITUTIONAL PLANNING

## *Report of Group No. I.*

**I**n his capacity as the Leader of a school, the Principal has to discharge two functions: (i) as an Administrator; (ii) as the Supervisor. To be an effective Leader/Supervisor, the Principal must possess three types of skills:—

- (i) Technical Skills; (ii) Personal and Social Skills, and (iii) Conceptual Skills.

The technical skills are acquired from study, experience and research. These technical skills now distinguish him from other learned men in other walks of professional life and make him an acceptable administrator. These technical skills fulfil the criteria of a supervisor and for the most part gives him the skill to manage the school its financial, physical and human resources and the academic programme. It is true that the Principal of a School cannot know all there is to know about the various subjects which are taught in the school, but he must have a generalized knowledge of all the subjects which are offered in the school and he must be a proficient scholar atleast in one of the subjects offered in the school. As a Principal, he must continue to study and conduct research in his own area of specialization. If he forfeits his scholastic profession in his own area, he will forfeit the very foundation upon which these technical skills are based.

The Principal must have personal and social skills and he should utilize these skills to determine the effectiveness of overall development of the school. By social skills, it is meant that he is warm, open minded and a hearty fellow having a thorough knowledge and

study of the application of the psychological and sociological principles of being a change Agent. He should know each and every member of the staff, their background, their strengths and limitations and should relate them to the needs of the programmes of the institutional development. He should possess the ability to initiate programmes, sustain and evaluate them. It is only democratic attitude and a democratic approach in administration that will help him to be recognized by the staff as the leader in a programme of institutional planning.

The Principal must have conceptual skills. By conceptual skills is meant the ability to see the separate organizational parts of the school; the ability to see the role of each staff member to each of these organizational parts; the ability to see the relationship of each part to the whole; the ability to see the relationship of individual effort to the collective effort and lastly the ability to take his school from the existing professional status to a higher target.

Improvement means change. It is necessary for the Principal to know that the school does not consist of furniture and equipments only. The Principal should realize that the school has a social system and to bring about a change in a social system has its own complexities. As a social system the school has various aspects like goals, established procedures, different subject groups, relationship among the various subject groups and its own norms. An attempt to change one aspect of the school life will influence and disturb the overall school equilibrium.

The first job of the Principal should be to look at the whole school system, assess the strengths and weaknesses of his staff members and carefully create the ground work for various changes. He will have to proceed in a planned manner.

The first step might be a series of individual conferences with the staff followed by group conference. After this there might be a staff meeting in which the Principal and outside experts may explain the whole purpose and the need for preparing an institutional plan. The Principal shall take a close look at how the discussion in the staff

meetings are received by the teachers. In other words, he will evaluate the result of the first staff meeting.

The second step will be a discussion about undertaking a survey of the needs for improvement and development of the school. This will be a longer process as most teachers find it difficult to identify the real problems. Experts from outside, senior teachers and the Principal himself will have to work with individual teachers and subject teachers groups to have the survey of the real needs felt by the school staff for improvement and development in various areas. It will be necessary for the Principal to arrange the areas requiring improvement in a proper sequence from the view point of available resources and the nature of difficulties involved in implementing the programmes. The Vice-Principal will always encourage teachers to take up such programmes as can be completed by the teachers without much difficulty. It is the success in the initial programmes that will inspire confidence for undertaking major improvement programmes.

The third step will be a survey of the resources available in the school and the community. Here again greater stress will be laid on knowing what already exists in the school.

The fourth step will be preparation of improvement programmes. Here adequate reading material, reference materials, expert guidance shall have to be provided to teachers planning improvement programmes. Each improvement programme will take the form of a project and guidelines of preparing projects will be supplied to the teachers by the Principal.

The fifth step will be the evaluation of the programmes after they have been implemented and completed. In fact the Principal will carry on periodical evaluation of the various programmes and staff consultative surveys of the teachers in modifying the procedures if need is felt for it.

The Principal should realize that all improvement programmes will not go at the same rate. Some programmes will develop at a

faster rate than others depending upon the ability of the teachers concerned, and also upon the degree of simplicity or complexity. Whereas some teachers will lead at a faster rate in implementing improvement programmes several other teachers will lag behind. A broken front approach where each teacher goes with his own speed should be followed by the Principal. He should neither insist nor expect the same level of development for different improvement approaches.

Each school has its own individuality. The Principal in no case should try to impose a plan prepared by another school on the staff of his own school. He should realize that each school is different from the other in its resources, problems and pressures. Some schools may be big, some small. Some schools may be full-day schools and some part-time shift schools. It is, therefore, natural that the planning for each school will be different from the other. Within their own limitations, with a systematic and scientific programme, school can certainly affect improvement in many areas of work.

In the process of preparing the school plan for improvement and development, the Principal should take care to involve all the teachers of his school. He should also make conscientious effort to involve the community groups as well as the students. It is advisable that the Principal should initiate his staff on the programme of preparing the plan for the school, put the teachers on the right rails and entrust the work of preparing the school plan to a small committee acceptable to all the staff members. A successful Principal should be in a position to delegate the powers and withdraw himself leaving the programme of preparing plans for the school to the teachers committee. He should, however, periodically attend the committee meetings as an observer. In this way, the Principal will be in a position to involve a large number of teachers effectively in the process of planning. Once the plan has been prepared by the teachers committee, the same should be discussed in the meetings of the staff and modified on the basis of suggestions. To do this successfully, it is necessary that the Principal should so arrange the

school year that the teachers meet atleast a week earlier than the students come to the schools. It should be made a firm principle that the school session will not start unless the school plan has been completed.

While planning for the institution, the experience of the past year should be taken into consideration and the plan should be a forward looking plan aiming at a high ideal, viz. to be the pursuit of excellence. It is worthwhile remembering for the Principal that the institutional planning may not be taken up in isolation of the national plan for the improvement of education. Main target of the national plan should be squarely put before the staff members to give them a direction for planning.

The major areas in which the institutional plan will be made will be as under:—

(i) *Academic Programmes*

Here improvement of instructional programmes and enrichment of curriculum should be included to improve the school results both in the home examinations as well as in external examination by reducing wastage and stagnation, improving the attendance ratio, improving ways of home work assignments etc.

(ii) *Cocurricular Area*

Here a programme of school beautification, creating an environment which can stimulate learning by pupils, physical education programmes, cocurricular programmes etc. should be included.

(iii) *Inservice Programmes and Professional Growth of Teachers*

This is an important area for planning. A plan for the professional growth of individual teacher should be prepared. Programmes for the Inservice Education of teachers and group programmes for the Inservice Education of the entire school faculty should be prepared in a planned way. Stress should be laid on the Inservice needs of the individual teachers.

(iv) *School Services*

There is an urgent need to prepare a planned programme for the improvement and utilisation of a library service, laboratory service, guidance services, etc. Other services which directly concern the students' welfare like the mid-day meal, drinking water, sanitation and hygiene should also be planned for improvement.

(v) *Maximum Utilisation of School Resources*

This is an area which is the most important for any programme of institutional planning. There are schools which have surplus teachers without adequate work. There are schools which have teachers not fitting into the school curriculum offerings. There are schools which have shortage of teachers. The Institutional Planning should aim at maximum utilization of all available teacher resources. The planning should also aim at utilizing the unutilized teaching aids, the building facilities, the play-grounds etc. A good Institutional Plan should study this area of human and physical resources and their maximum utilization for the improvement of the school.

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# INSTITUTIONAL PLANNING AND TEACHERS COLLEGES :

## *Report of Group No. II*

**T**he first question to which the group paid its attention was : what should be the frame of reference of the deliberations of this group ? After a lively discussion, it was agreed that the group should focus its attention on the role of training colleges in improving the following programmes :—

- (1) Academic programmes including curriculum
- (2) Research in Field Work
- (3) Extension work.

It was also agreed that considering the short time at its disposal, the group should high-light only the procedural aspects to bring about improvement in each area and leave the details to individual institutions.

### *Academic Programme Including Curriculum*

The question of improving syllabus came up for discussion at the very outset. The participants referred to different practices being followed in different universities for this but in general, it was stated, that it was the Board of Studies which was the main body to reform the syllabus. It was decided that the syllabus should be framed on the basis of objectives and teaching should also be objective based.

The problem of involving the staff in planning the syllabus were discussed in detail. It was suggested that subjectwise groups of teachers of training colleges should be formed. They should examine both the syllabus and the methods of teaching. In some universities and colleges these groups had already been formed and they

were doing good work. It was also necessary to evolve self-evaluation instruments for teachers so that they may be able to assess how far they were doing justice to their work and in what directions they needed to improve. The reactions of the students to the syllabus and the method of teaching should also be invited. This would provide additional insight to the teacher regarding the effectiveness of his teaching and the value of the topics covered.

### *Research*

The group was of the view that cooperative research programmes in which several staff members collaborate should be encouraged. Each college should set up research committees. If possible it would be better if several training colleges may cooperate in setting up research committees to work on important educational problems. It would also be desirable to include school teachers also in these committees. The problems selected for research should be closely related to the actual situations in the school. Thus research can be undertaken on : how to teach large classes effectively; how to involve students in the teaching process; how to make proper use of audio-visual aids, and so on.

The research committee should be led by an expert. Training in research techniques may be arranged for staff members who are interested in undertaking research. The NCERT may be approached to provide funds for research.

When the research report is written, it is necessary that the contribution of different staff members is suitably acknowledged.

### *Extension*

The group was of the view that extension work should be need oriented. There should be two-way traffic between the colleges of education and schools to identify the needs. Efforts should be made to involve all staff members in the improvement programme.

To sum-up the main recommendations of the group are as under :

1. As for the improvement of the syllabus, a long term planning is needed through which we could involve more and more teachers

in revising the syllabus and make it more up-to-date. There should be a better representation of the teachers on the Board of Studies.

2. The major area which a programme of institutional planning should include should be how to teach the prescribed syllabus in the best possible manner.

3. The group recommended that before taking up the work of teaching, meetings of subject-teachers should be held. They should discuss the specific objective of teaching, methods of teaching and evaluation. Such meetings may also be convened at intervals during the session.

4. In these meetings, the secondary school teachers should also be involved.

5. Students reaction to the syllabus should be given due importance.

6. An orientation course for students should be organized in the beginning of the session. They should be given an idea of the total programme and also what expectations the college has from them.

7. All measures should be taken to make teaching practice realistic.

8. Training college should accept its responsibility of serving as a guide to the schools in solving their problems.

9. The group recommends the formation of a research committee in each college or in a group of colleges. The head of these committees should be a person who has experience in research.

10. The research committee should also have some experienced teachers from schools as its members.

11. Extension work should be based on the felt needs of the schools.

12 The group is of the view that the principals have to play a key role in institutional planning. The quality of institutional planning will ultimately depend upon the quality of educational leadership they provide. It would be worthwhile if the principals themselves periodically examine their own role in promoting institutional planning.

Similarly, all teachers should continually review themselves and their contribution. It is good to remember that—

A poor teacher tells,  
An average teacher explains,  
A good teacher demonstrates,  
And a great teacher inspires.



# ROLE OF EDUCATIONAL ADMINISTRATORS IN INSTITUTIONAL PLANNING

*Report of Group No. III*

**J**ust as the community development programme is the people's programme so is the Institutional Plan, the plan of the school community consisting of the principal, the teachers, the students and the local people for the improvement and development of physical and educational facilities in the institution. The success of the programme depends on the participation of the people concerned with the programme. This is the basis for a sound national plan.

In this context, the group discussed the role of the District Education Officer with regard to planning, implementation and evaluation of institutional plans. The recommendations of the group are as follows :—

## *Planning Stage*

1. The first step for the District Educational Officer is to create an awareness amongst the Heads of Institutions for Institutional Planning and its importance by calling a meeting of the heads of schools at the district level.
2. The heads of institutions will be asked to prepare improvement and development plans on the basis of felt needs and availability of resources in consultation with the teachers, students and the local community and fix priorities. Every school will, however, be required to put up a minimum action plan.
3. The plan will be phased according to the extent, need and resources, which should be normally for one academic session, which may be the duration of the plan.

4. The District Educational Officer will have the advisory role to play with regard to the institutional plans and he will be helped by an academic cell which may be created in his office. This cell will consist of subject experts, specialists in guiding, research workers who will be associated with the plan at all stages. The cell will provide expert advice from time to time according to the needs of the school.

5. The autonomy of the schools in Institutional Planning, implementation and to a certain extent in evaluation is a must at all stages; it being their own plan.

6. The District Educational Officer will extend help and guidance to the schools promptly when the schools ask for it.

7. The District Educational Officer will ensure recognition of good work at different levels. The Directorate will also encourage good workers.

### *Implementation*

1. D. E. O. will arrange publicity of the state and National plans as far as they relate to and affect the schools and the teachers.

2. He will use his influence and good offices in tapping local resources, different agencies and enlisting community help for the implementation of the plans.

3. He will provide resource personnel from the district, extension services and from outside.

4. He would arrange for inservice training of teachers in areas of institutional planning.

5. He will encourage inter-school visits for exchange of ideas and provide T. A. and D. A. facilities.

6. He being a very important link between the schools and the department, will secure financial aid for the schools wherever

needed to encourage good work and if the requirements of the plan so demand.

7. He will help in getting the pupils' fund rules liberalised to facilitate utilisation of funds by the head of the institution with the help of the school committee set up for the purpose.

8. Due publicity will be arranged for good plans and significant individual work, through School and District Bulletins, Departmental journals, conferences and seminars.

### *Evaluation*

1. *Self-Evaluation*—The school community will make appraisal of the entire plan chalked out, targets achieved, difficulties experienced. This will be done frequently and modifications made to make it more practicable and useful.

2. *Supervision and Inspection*—The DEO and the panel inspection team comprising of experienced headmasters (including retired personnel) will evaluate the programme at least once a year or more if possible.

3. The evaluation will be done by the team in terms of the extent of contribution of creative ideas in planning, resourcefulness shown in implementation—the depth of their qualities as well as the number of people involved in making their contribution. This should be helpful in judging as to how far the plan has been successful. A scrutiny will be made by examining the process and the produce.

### *Conclusion*

The success of institutional planning, implementation and proper evaluation will depend on the dynamic leadership, initiative and personality of the D. E. O. He will be instrumental in encouraging good work by securing special development grants for the schools on the basis of the performance.

The group extended a vote of thanks to the Chair at the end.

# REGIONAL COLLEGE OF EDUCATION, BHOPAL.

## National Seminar on Institutional Planning

Nov. 3—5, 1968

### P R O G R A M M E

DAY & DATE	TIME	Details of programme.
Sunday Nov. 3, 1968	10. a. m.	Inaugural Session : Chairman : Dr. Shib K. Mitra, Joint Director, N. C. E. R. T. Welcome by Dr. G. Chaurasia, Principal R. C. E. Bhopal.
	10.15 a. m.	Inaugural Address By Prof. B.D. Nag Chaudhuri, Member, Planning Commission.
	11.15 a. m.	Talk on Institutional Planning by Shri J. P. Naik, Advisor, Ministry of Education, Govt. of India.
	12.15 Noon.	General Discussion
	1.00 p. m.	Remarks by the Chairman

#### Second Session

		Chairman : Shri J. P. Naik, Advisor, Ministry of Education.
3.00 p. m.		Talk on Educational Inspection in the U. S. A. By Dr. Lawrence New- berry, USAID Consultant, New Delhi
4.15 p. m.		General Discussion.
5.00 p. m.		Remarks by the Chairman.

### Third Session

Monday  
Nov. 4, 1968

- 9.30 a. m. Chairman : Dr. W. E., Schroeder  
Chief, Ohio State University Team  
in India.  
Talk on Institutional Planning by  
Dr. M. B. Buch, Head of the Dept. of  
Educational Administration, NCERT.  
Talk on the Role of Adimnistrators  
in Institutional Planning by Dr.  
W. V. Bhave, Joint D. P. I., M. P.,  
Bhopal.
- 10.50 p. m. General Disucssion
- 12.00 Noon Remarks by the Chairman.

### Fourth Session

- 3.00 p. m. Chairman : Shri E. W. Franklin,  
Executive Secretary, All India Fede-  
ration of Educational Association,  
New Delhi.  
Talk on Institutional Planning by  
Mr. Norman Dahl, Dy. Represe-  
sentative, Ford Foundation, New-  
Delhi.  
Talk on Institutional Planning by  
Shri R. S. Trivedi, Principal, M. B.  
Patel College of Education, Anand  
(Gujerat)  
Talk on New Approaches to Educa-  
tional Planning : The Focus and the  
Emphases by Dr. (Mrs.) K. T. Singh  
Reader R. C. E. Bhopal

General Discussion.

- 5.00 p. m. Remarks by the Chairman.  
Formation of Three Groups :
1. Principals and Headmasters of  
Schools.
  2. Principals of Training Colleges
  3. Inspectors of Schools & Admini-  
strators.

### **Fifth Session**

Tuesday  
Nov. 5, 1968

9.30 a. m.      Concluding session of the National Seminar.  
Chairman : Dr. G. S. Khair Director Anath Vidyarthi Griha, Poona.

Group Discussion.

1. Headmasters Group  
Chairman : Dr. M. B. Buch. Head of Deptt. of Educational Administration.
2. Teachers' College Group  
Chairman : Dr. W. E. Schroeder, Chief O. S. U. Team.
3. Educational Administrators Group  
Chairman : Dr. Atmanand Misra Head of the Dept. of Education, Sagar University, Sagar.

### **Sixth Session**

Final Session

3.00 p. m.      Group Reports and Follow-up Action plan.

General Discussion.

4.30 p. m.      Concluding Address by Dr. G. S. Khair, Director Anath Vidyarthi Griha, Poona.

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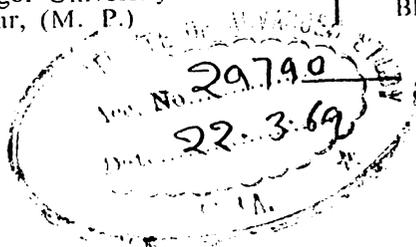
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