

BUREAU OF EDUCATION. INDIA

Pamphlet No. 20

**Report of the Committee of the Central
Advisory Board of Education appointed to
Consider the question of the Recruitment
of Education Officers, together with the
decisions of the Board thereon.**



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PREFACE.

At their Eighth Meeting held at Lucknow in January, 1943, the Central Advisory Board of Education considered *inter alia*, the report of the Committee appointed to consider the question of the recruitment of Education Officers. The Board adopted the recommendations of the Committee with the following observations:—

(i) They hoped that the Government of Madras would soon find it possible to institute a Class I Education Service to replace the Indian Educational Service;

(ii) though they agreed that a general uniformity in the designation of the different grades of administrative service in education should be the ultimate objective, they felt it could only be achieved progressively.

Report of the Committee of the Central Advisory Board of Education appointed to consider the question of the Recruitment of Education Officers, together with the decisions of the Board thereon.

The Committee appointed at the last meeting of the Central Advisory Board of Education to consider the question of the recruitment of Education Officers met in the Secretariat, New Delhi, on the 10th and 11th November, 1942. The following members were present :

1. W. H. F. Armstrong, Esquire, M.A., F.C.S., I.E.S., Director of Public Instruction, Punjab.
2. Dr. P. N. Banerjee, M.A., D.Sc., Bar-at-Law, M.L.A.
3. The Right Rev. the Bishop of Lahore.
4. J. M. Bottomley, Esquire, C.I.E., I.E.S., Director of Public Instruction, Bengal.
5. The Hon'ble Sir Maurice Gwyer, K.C.B., K.C.S.I., Chief Justice of India.
6. John Sargent, Esquire, C.I.E., M.A., Educational Commissioner with the Government of India.

The following members were unable to attend :

1. Dr. Panna Lall, C.I.E., D. Litt, I.C.S., Adviser to H. E. the Governor of the United Provinces.
2. Sir Meveral Statham, C.I.E., M.A., I.E.S., Director of Public Instruction, Madras.

The Chairman of the Central Advisory Board of Education appointed Mr. J. M. Bottomley as Chairman of the Committee.

Dr. D. M. Sen, M.A., Ph. D. (Lond.), Secretary, Central Advisory Board of Education, acted as the Secretary of this Committee.

2. The appointment of the Committee was the outcome of a memorandum submitted by the Bengal Government which was considered by the Central Advisory Board of Education at their meeting in January, 1942. A copy of this memorandum will be found in Appendix I (t) of the Proceedings of the Seventh Meeting of the Board. (Pages 111—114.)

3. The discussion which took place at that meeting made it clear that the experience of Bengal was shared by practically all the other Provinces and that there was general agreement as to the urgent need of steps being taken to counteract the steady deterioration in the quality of the persons available for the senior posts particularly on the administrative side of the education service. The Committee are able to state at once that the results of their enquiry give them no reason to differ from the opinion set out above. From the information before them, they were satisfied that the drawbacks inherent in the present system, to which the Government of Bengal have called attention, are widespread and that the existing method of recruiting Education Officers, particularly on the administrative side, is not likely to produce men and women of the requisite calibre to enable an improved system of public education to be established and maintained. In view of the importance which ought to be attached to the education service, the attractions which it offers should be at least comparable with those offered by other major Government services. In actual fact, as will be seen from the examples given below, the financial attractions offered to young men and women of outstanding ability to enter the education

service are distinctly inferior to those offered by other services. What, however, makes the position far more serious is the tendency to fill vacancies in the higher grades by promotion from the subordinate service and so to exclude the possibility of securing the services of first class graduates at the stage at which they are normally recruited into other branches of the Administration. The Committee wish to put no obstacle in the way of any officer of outstanding ability making his or her way from the bottom to the top of the educational ladder but apart from other considerations they doubt whether the number of such people in any area would be sufficient to afford a reasonable field of selection for the highest posts. Moreover, since Education above all other public services should put a premium on high academic attainment as well as personality and practical experience, it is clearly against the public interest to cut it off from any source of supply where such qualifications are likely to be found. The Committee are therefore convinced that the Education service must be put in a position to recruit a substantial proportion of its senior personnel at stages and on terms approximating to those which obtain in other branches of Government service.

4. Before considering how far in order to achieve this object promotion from the subordinate service must be restricted and the inducements offered to entrants at a higher stage improved, the Committee thought it desirable to explore other possible means of making the service more attractive and thereby raising the general standard. It has been suggested that the experience of officers could be enlarged, their chances of promotion increased and the risks of a too narrow provincialism minimised if the educational service at any rate on its administrative side could be placed on an All-India basis somewhat on the lines of the Indian Educational Service which was abolished twenty years ago. While the Committee realise that the failure in many areas to replace the I. E. S. by a provincial service of equal calibre has exercised a very adverse effect on educational developments in recent years, they feel that so long as the present statutory position in regard to education remains in force, the difficulties in the way of operating an All-India Education Service are insuperable. Similar considerations, with the language difficulty added also lead them to reject, albeit with reluctance, the possibility of comprehensive arrangements for the regular interchange of officers between one Provincial Service and another. They feel, however, that as the administrative staff of the Central Government develops, as they believe it must, the interchange of officers between the Central and Provincial Governments might be carried out with less difficulty than that between individual provinces and they recommend that this possibility should be further explored when the growth of the Central Education Department has proceeded sufficiently far.

5. Before proceeding to the main items of their enquiry, *viz.*, the minimum qualifications which should be regarded as essential for any Education Officer and the ways and means of securing an adequate supply of persons with these minimum qualifications, the Committee feel it desirable to define as accurately as may be necessary the meaning which for the purpose of this report they attach to the expression 'Education Officer'. They propose to regard the term as applying primarily to those members of the Education Service who are concerned more with administration than with teaching and within this category to those who hold positions of responsibility. It is realised that the heads of educational institutions have to a greater or less degree administrative duties and that in most services it will be expedient that they should be recruited from the education officer class and *vice versa*, but the Committee nevertheless feel that in the main their recruitment and conditions of service must be directly related to that of teachers rather than administrators and that this larger question falls outside their terms of reference. Education Officers, however, will themselves fall naturally into two distinct but interchangeable classes; the inside officer who deals with administration in the more restricted sense and the

outside officer who is usually an inspector of schools of some kind. Since the Committee recognise the urgent need for improving both the quality and the quantity of the inspectorate if the great developments to which they look forward are to be properly supervised, they have dealt separately with this branch of the service. They wish however to emphasise the fact that in all essentials the inside and outside branches should be treated as complementary parts of the same service and that the advantage of officers designate for the most senior posts having an experience on both sides should never be overlooked. So far as the minimum qualifications for an Education Officer are concerned, the Committee are of opinion that such officers must possess high academic qualifications. While they do not desire to define these in terms of degrees or classes in view of the obvious difficulty of equating academic distinctions they hold that any officer whose duty involves the supervision of teachers should possess an academic background which will command their respect. In view of probable educational development, they also think it necessary that an increasing proportion of Administrative Officers should possess special qualifications in technical, commercial and art subjects in order that they may be competent to supervise the work of such institutions, on the assumption of course that such institutions will before long be transferred to the control of Education Departments. They also attach importance for similar reasons to Education Officers having received the necessary training in the art of teaching.

6. The Committee are further of opinion that in view of the duties which they may be called upon to perform, Education Officers must have had practical experience of teaching and that, if possible, this experience should cover more than one type of educational institutions. The Committee do not however think it necessary that the teaching experience should cover a very long period. Experience suggests that the teacher with too much experience does not usually make a good Administrative Officer since he tends to be set in his outlook and to require those under his control to adopt the methods which he himself found successful. Not less than three years actual teaching experience should be prescribed and it is to be hoped that as conditions in the lower stages of education improve, the Education Officers with teaching experience elsewhere than in a university will become much more common.

7. The Committee attach the greatest importance to the personal qualities of the Education Officer. He perhaps more than any other class of public servant is called upon to deal with humanity and human problems and the success of his work both in the office and more especially in the schools must depend almost entirely on the tact and skill with which he handles those with whom his duties bring him into contact. His clients will be of all ages and drawn from all ranks of society. He must therefore possess in a high degree not only a sympathetic and liberal habit of mind but also those other attributes which are normally connoted by the word 'personality'.

8. Having indicated briefly that they hope with sufficient clarity the sort of qualifications which in their opinion an Education Officer ought to possess, the Committee pass on to consider what should be the main grades of Education Officers and what conditions of service, including salary, should be offered to ensure that they are filled with men and women of the requisite calibre. Since it is not uncommon either in India or in other countries to come across people who think there is something about Education which makes it unnecessary to pay its servants properly, the Committee think it desirable to record what might otherwise appear a truism, *viz.*, that if Education is to attract as good servants as other services it must offer comparable rewards. In Government service as in other walks of life pay and prestige tend to be closely related and the Committee are in entire agreement with the Bengal Government that it will always

be difficult for the Education Officer to hold his own with officers of other services and particularly with district officers so long as they have reason to regard him as of inferior status. Salary is the determining factor and the Committee have felt it unnecessary to consider other conditions of services such as pension, leave, provident fund, etc., as they understand that in nearly all provinces these are covered by Fundamental and other rules which apply to Government servants generally.

9. The Committee anticipate, and indeed they think it desirable, that as a general rule the Education Officer, as they have defined him, will be engaged on inspection work during his earlier years of service. They therefore propose to designate as Inspectors the two lowest categories of Education Officers which they have in mind, even though in certain cases the officers concerned may be recruited direct into the headquarters office and may not be employed as Inspectors at all. The lower category, whom it is proposed to call Assistant Inspectors will be recruited from colleges and schools of all types. Normally these will be Government institutions but the Committee see no reason why teachers of outstanding ability in non-Government schools should be debarred. The Committee have in mind that if the ordinary work of inspection is to be efficiently done a large number of officers, both men and women, will be required in this category. While opportunities should be provided for men and women of exceptional ability in this category to obtain promotion either to headships of schools or to higher grades in the administrative service, in the bulk of cases this will be the highest rank to which most people in this category will expect to attain. A fairly long scale is accordingly indicated and the following is suggested as a minimum both for men and women Rs. 150 10—250 (Efficiency Bar)—10—350 per mensem. The next category is one to which the Committee attach special importance for it is at this stage that a serious attempt should be made to recruit into the service men and women with qualifications comparable with those of the entrants to what are at present the more attractive branches of Government service. Since the Committee have laid it down that the full-fledged Education Officer must have had at least 3 years teaching experience, it may be necessary in some areas in order to secure the right people at the right time to provide special facilities for officers in this category to obtain the necessary teaching experience after they have been recruited. The Committee hope however that as the existence of this category becomes known suitable persons will be induced to do the necessary amount of teaching with the object of securing admission to it. It is recommended that members of this category should be designated Deputy Inspectors, again whether actually employed on inspection or not, and that the minimum scale both for men and women should be Rs. 250—15—550 per mensem with a Selection Grade Rs. 550—20—750. The Committee appreciate the fact that this salary scale falls far short of those offered in other branches of Government service in certain Provinces. They point out, however, that the scale is a minimum one, that to prescribe salaries which some Provinces might regard as altogether beyond their capacity would serve no useful purpose and that in any case they attach more importance to equality of status and remuneration with other major services in the same area than to any particular figures.

10. The Committee feel that they should give some indication as to the size of this category in relation both to the category of Assistant Inspector and to the senior grades. Since the sizes and requirements of different Provinces vary greatly and since it is not contemplated that there will be anything but exceptional promotion from the Assistant Inspector to the Deputy Inspector category, there would appear to be no particular value in attempting to fix any numerical relationship between the two categories. Obviously the Deputy

Inspectors will be much fewer in numbers. On the other hand inasmuch as the primary object of creating the Deputy Inspector class is to supply suitable material for subsequent promotion it is clear that the intake of Deputy Inspectors must to some extent be determined by the probable wastage in the higher ranks. The Committee feel that if the Deputy Inspector category is to hold out reasonably attractive prospects not less than $\frac{1}{3}$ of its members should be able to look forward to promotion to the higher ranks and another $\frac{1}{3}$ to reaching the selection grade. If this basis is accepted it should not be difficult to determine the approximate size of this category for each area.

11. Without attaching undue importance to any particular nomenclature the Committee recommend that the two categories of Assistant and Deputy Inspectors, as described above should constitute the Junior Grade of Education Officers or Class II of the Education Administrative Service. Turning to the Senior Grade the Committee contemplate that in all areas this will consist of a Class I and certain posts above Class I, e.g., those of the Director of Public Instruction, Deputy Director of Public Instruction and the Chief Inspectors for male and female education. The number of these special posts as well as the number of officers in Class I will necessarily depend on the size of the area and the extent of its educational responsibilities. It is felt however that nowhere should the scale for Class I be less than Rs. 400—25—1,000. For the highest posts in the educational service, it is not feasible to suggest definite salaries again owing to the varying circumstances in different provinces. The Committee desire to suggest, however, that the existence of a few well paid posts at the top is a greater inducement to suitable young people with proper ambition to enter the service than a such larger number of posts offering only moderate remuneration. The Committee also wish to call attention to the importance, in their opinion; of the posts of Chief Inspector for male and female education respectively and they feel that such persons should certainly rank with the Deputy Director of Public Instruction and should be regarded as eligible for promotion to the post of Director of Public Instruction itself. They should in fact be the heads of the outside branch of the Education Service, the importance of which needs no emphasis. In view of the urgent need of attracting women with suitable qualifications into the Educational Services, the Committee did not think it desirable at the present stage to introduce any general differentiation of salary between men and women. If it is felt necessary to differentiate in any way in favour of men, such differentiation should only apply in the higher stages of the scales for the higher grades.

12. The Committee have discussed at the beginning of this report the possibility of arranging permanent or temporary exchanges between different areas with the object of enlarging the experience of Administrative Officers. While they hope that in spite of the obvious difficulties to which they have called attention this question will not be permanently shelved, they feel that the important purpose they have in mind may be partially served if the principle of granting study leave to Administrative Officers is generally adopted. They feel it would do a great deal to keep officers fresh if at the discretion of Government and subject to the exigencies of the service they could be granted a period of study leave not exceeding twelve months as soon as possible after they have completed seven years' service. With the further object of counteracting the tendency to get into a groove, which is inevitable in cases where officers are confined for long periods to service in areas remote from centres of intellectual activity, all reasonable facilities should be granted to them to attend Conferences and meetings on educational subjects outside their areas. The Committee deplore the tendency in certain areas to restrict such facilities on the plea of economising in travelling allowances.

13. Apart from the normal graded administrative system which they outlined above, the Committee recognise the importance in the interest of obtaining variety of experience and securing persons with practical experience of certain aspects of education the development of which is at the moment in an embryonic stage in this country, of recruiting officers from outside the particular areas concerned and in certain cases from outside India altogether. They therefore have no objection to the practice of engaging officers on part-time service provided it is not done to an extent which would deprive other officers of the time service of a reasonable prospect of promotion to higher posts.

LIST OF PUBLICATIONS OF THE BUREAU OF
EDUCATION IN INDIA—*contd.*

<i>Serial No</i>	<i>Name of Publications</i>	<i>Year of Publication</i>
23	Report of the Technical Education Committee 1943. (E.C. 16).	
24	Report of the Text Book Committee, 1943. (E.C. 15).	1944
25	Report of the Examination Committee (Technique of Examinations), 1943. (E.C. 17).	1944
26	Report of the Committee of Central Advisory Board of Education appointed to consider the question of Training, Recruitment and condition of service in Universities, etc., together with the decisions of the Board thereon. (E.C. 22).	1945
27	Report of the Central Advisory Board of Education on Post-War Educational Development in India, 1944. (E.C. 13).	1945
28	Volume containing reports of the Committee of Central Advisory Board of Education. (E.C. 14).	1945
29	Report of the Administration Committee of Central Advisory Board of Education.	1945
30	Proceedings of the 11th Meeting of the Central Advisory Board of Education. (E.C. 4 XI)	1945
31	Report of the Agricultural Education Committee of the Central Advisory Board of Education, 1944. (E.C. 20).	1945
32	Proceedings of the 12th Meeting of the Central Advisory Board of Education held at Mysore in January 1946.	1946
33	Report of the Religious Education Committee of the Central Advisory Board of Education.	1946
34	Development of Higher Technical Institutions in India (Interim Report of Sarkar's Committee).	1946
35	Report of the Committee of the Central Advisory Board of Education on selection of pupils for Higher Education.	1946
36	Report of the Central Advisory Board of Education on conditions of service of teachers.	1946

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<i>Serial No.</i>	<i>Name of Publications</i>	<i>Year of Publication</i>
1	Report on Vocational Education in India (Delhi, the Punjab and the United Provinces) (E.H.L.—34).	1937
2*	Report of the Women's education committee on primary education of girls in India—1936.	1937
3*	Report of the Women's education committee of Central Advisory Board of Education to consider curriculum of Girls' Primary Schools in India.	1937
4*	Report of the vernacular education committee of the Central Advisory Board of Education appointed to consider certain questions connected with the administration and control of Primary education.	1937
5	Report of the First committee of Central Advisory Board of Education appointed to consider the Wardha Education Scheme (E.H.L. 40).	1938
6	Report of the 2nd Wardha Education committee of the Central Advisory Board of Education (App. IV to 5th meeting proceedings).	1940
7	Report of the Adult Education Committee of the Central Advisory Board of Education, 1939. (E.H.L. 46) (App. III to 5th Meeting proceedings).	1940
8	Report of the Social Service and Public Administration Committee of the Central Advisory Board of Education in India, 1940 together with the decisions of the Board thereon. (E.C. 6).	1941
9†	Report of the Joint Committee appointed by the Central Advisory Board of Health and Central Advisory Board of Education on the Medical Inspection of School Children.	1941
10	Report of the Scientific Terminology Committee of the Central Advisory Board of Education in India, 1940, together with the decisions of the Board thereon. (E.C. 5)	1941
11	Proceedings of the 6th Meeting of the Central Advisory Board of Education held at Madras on 11th and 12th January, 1941 (E.C. 4 VI).	1942
12	Proceedings of the 7th Meeting of the Central Advisory Board of Education in India held at Hyderabad, Deccan on 14th and 15th January, 1942. (E.C. 4 VII).	1942
13	Report of the School Building Committee. (E.C. 8).	1942
14	Report of the Uniform Braille Code Committee. (E.C. 7).	1942
15	Report of the Examination Committee, 1942. (E.C. 12).	1942
16	Report of the Expert Committee on a Uniform Braille Code for India with the Braille charts printed in India Alphabets 1942.	1941
17	Proceedings of the 8th Meeting of the Central Advisory Board of Education held at Lucknow. (E.C. 4 VIII).	1943
18	Report of the Joint Committee of the Central Advisory Board of Education and the Inter-University Board appointed to investigate the question of the relation of the school leaving certificate Examination to the Matriculation Examination, 1942. (E.C. 9).	1943
19	Report of the Committee of the Central Advisory Board of Education on the Training, Recruitment and Conditions of service of teachers. (E.C. 10).	1943
20	Report of the Committee of the Central Advisory Board of Education appointed to consider the question of the recruitment to the Education Officer, 1942 together with the decisions of the Board thereon. (E.C. 11).	1943
21	Report of the Examination Committee.	1943
22	Proceedings of the 9th and 10th Meetings of the Central Advisory Board of Education in India held in October 1943 and January 1944 respectively. (E.C. 4 IX & X).	1944

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*Not published previously, but proposed to be included in future reprints.

†Published by the Central Advisory Board of Health.