

INSTITUTIONAL PLANNING SERIES .NO. 2

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J. P. NAIK

Advisor, Ministry of Education, Govt. of India

Address delivered at the
National Seminar on Institutional Planning
at the
Regional College of Education,
Bhopal.

November, 1968.

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We 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.

(c) 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.

Published by The Principal, Regional College of Education, Bhopal.
Printed at NAI DUNIA Press, Indore, (M. P.)
