

SUPPLEMENTARY VOLUME NO. IV-A



**Evidence Led Before The
EDUCATION COMMISSION**

Educational Administration

**EDUCATION COMMISSION
University Grants Commission Building
Bahadur Shah Zafar Marg
NEW DELHI—1966**

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EDUCATIONAL ADMINISTRATION

EDUCATION COMMISSION
UNIVERSITY GRANTS COMMISSION BUILDING
BAHADUR SHAH ZAFAR MARG
NEW DELHI

Major Problems of Educational Administration

Suggestions from Memoranda and Replies to
Questionnaire

CONTENTS

1. EDUCATIONAL PLANNING	1 - 5
A. Some considerations	
B. Planning Processes	
C. Plan Outlays	
D. Planning at Central Level	
E. Planning at State Level	
F. Planning at Local Level	
2. ROLE OF THE CENTRAL GOVERNMENT	6 - 16
A. Education in the Concurrent List	
B. Centre's Role in Education	
Higher Education	
School Education	
Teachers' Training & Welfare	
Planning, Coordination etc.	
Research, Publication, Evaluation	
Financial Assistance	
Scholarships Programme	
3. ORGANISATION OF THE MINISTRY OF EDUCATION	17 - 20
A. Advisory Bodies	
B. Autonomous Organisations	
C. Set-up of the Ministry	
D. Personnel in the Ministry	
4. ROLE OF THE STATE EDUCATION DEPARTMENTS	21 - 28
A. Adequacy of the Organisation	
B. Secretariat and the Directorate	
C. Re-organisation of the Directorate	
D. Staffing of the Directorate	
E. Regional, District, Block Levels	
F. Advisory/Statutory Bodies	
G. Department vis-a-vis Universities	
H. Delegation of Powers	
5. ROLE OF LOCAL BODIES	29 - 33
A. Local Bodies and Primary Education	
B. Association of Local Bodies	
C. Measures for remedying handicaps	
D. Levels of Local Administration	
E. Central Government vis-a-vis Local Bodies	
6. ROLE OF VOLUNTARY ORGANISATIONS	39 - 45
A. Nationalisation of Education	
B. Private Enterprise	
C. Scope of Private Enterprise	
D. Ways and means of encouraging Private Enterprise	
E. Teachers in Private Institutions	
F. Management of Private Institutions	
G. Fees and Other Charges by Private Institutions	

7. GRANT-IN-AID SYSTEM 46 - 53
 - A. Criticism against existing system
 - B. Suggestions for Improvement
 - C. Girls Institutions
 - D. Local Bodies
 - E. Fees vis-a-vis Grants

8. COORDINATION OF EDUCATIONAL POLICIES AND PROGRAMMES 54 - 59
 - A. Education under one Umbrella
 - B. Areas in need of Coordination
 - C. Coordination Machinery

9. INSPECTION AND SUPERVISION 60 - 67
 - A. Norms for Inspection
 - B. Suggestions for Improvement
 - C. Panel or Committee Inspection
 - D. Subject Inspection
 - E. Inspection of Colleges
 - F. Inspectors and Teachers
 - G. Follow-up Action
 - H. Separation of Inspection and Administration
 - I. Inspection and Local Bodies

10. EVALUATION OF EDUCATIONAL PROGRAMMES 68 - 71
 - A. Need for Separate Evaluation Machinery
 - B. Nature of Evaluation Organisations
 - C. Functions of Evaluation Machinery
 - D. Methods of Evaluation
 - E. Improvements in Existing Machinery

11. EXAMINATIONS 72 - 74
 - A. Reforms in the existing system
 - B. Decentralisation of the Machinery
 - C. State Examination Boards
 - D. Examination Personnel
 - E. Examination at Primary Level
 - F. Examination at College Level

12. PRODUCTION OF TEXT-BOOKS 75 - 78
 - A. Nationalisation of Text-Books
 - B. Arguments in favour of Private Enterprise
 - C. A Mixed Arrangement
 - D. Text-Book Production under a Nationalisation Programme
 - E. Role of the Centre

13. WORKING HOURS AND HOLIDAYS IN EDUCATIONAL INSTITUTIONS 79 - 80
 - A. Adequacy of Working Days
 - B. Increase of Working Days
 - C. Holidays and Working Days

14. EDUCATIONAL ADMINISTRATIVE PERSONNEL 81 - 87
 - A. Establishing an Indian Educational Service
 - B. Views against an I.E.S.
 - C. Recruitment
 - D. Training
 - E. Salary and Remuneration
 - F. Role of Educational Administrators

15. IMPROVING THE QUALITY OF THE ADMINISTRATION 88 - 92
 - A. Political Pressures
 - B. Broadening the outlook of the Administration
 - C. Devolution of Authority

16. EDUCATIONAL LEGISLATION 93 - 96
 - A. An All India Education Act
 - B. An Education Act for each State
 - C. Improvements to University Acts
 - D. Improvements to Primary Education Acts
 - E. Activities requiring Legislation Control

Major problems of Educational Administration

Educational Planning

A. Some considerations in Educational Planning

A1 Educational Planning should be done on the basis of priorities. Broader objectives and concepts of education as well as priorities based on immediate needs should be clearly defined. The first two priorities according to one suggestion are (a) literate society; and (b) expansion of scientific and technical education. According to another suggestion, priorities should be left to be decided by the State governments. The present policy of Central government financing certain specific schemes gives undue priority to certain schemes (like the 3-year degree course) which have waited in preference to certain basic schemes like school buildings or more teachers. Another suggestion is not give high priority to adult literacy and to spend the available resources on education of children, as the former do not give high returns on investment.

2. The present somewhat haphazard expansion of educational facilities should give way to planned development, integrating educational planning with other sectors of planning, i.e. with man-power requirements in industries and other establishments. Planning of education should be closely linked with growing industries. It should also take note of several existing trades/professions and services.

3. It should be possible to estimate our man-power requirements in different sectors and then to allocate resources to education to produce the personnel required.

4. Education should be treated at par with Defence in order of priority.

5. With 80% of the population living in villages, planning should be based on ruralisation of education connoting the elements of health, happiness, simplicity and beauty through measures like land-grants for starting primary schools to enable the rural areas to achieve self-sufficiency in their educational needs.

6. Planning should take note of the existing maladies in education, namely, isolation and fragmentation i.e. isolation between school and school; teacher and teacher; school and community; community and administration and between different levels of education. There is isolation of ideas, thoughts and experiences lying in scattered fragments, thereby preventing cross-fertilisation.

7. Planning should ensure proper coordination between formulation of plans and their implementation.

8. It is the duty of the planners of education not only to plan but also to assess final outcome as a result of the implementation of the plans so formulated.

9. Any educational policy should be carefully studied before implementation. Any experiment should be given a fair trial before changes are made.

10. In the process of planning, due consideration should be given to the educational needs of the country, as a whole and the available resources. There should be no blind imitation of education systems prevailing in the Western countries.

11. Planning machinery should be free from the influence of politicians and pressures.

B. Suggestions on planning processes

B1 It is necessary to prepare three types of plans:-

- (i) A perspective plan for 15 to 20 years
- (ii) A short term plan of about 3 years
- (iii) An annual plan co-extensive with the budgetary year.

2. Some ways of making 5-year plans somewhat flexible are by leaving scope in them for the introduction of fresh programmes or re-adjustment of accepted programmes which can be worked out as short-term plans for one or two years and immediately implemented. This would enable readjustment of the whole sequence of planning into short-range plans of one or two years; medium range plans of 5 years; and long-range perspective plans of 15-20 years.

3. There is need for a specialized agency for formulating proper and easily implemented plans. The staff should be carefully selected and adequately trained for this type of work.

4. A larger and diverse public should be involved in Plan formulation and mobilisation of people's commitment and resources. Mass media have to be used more imaginatively for enlightening and activating and plan forums should be set up in colleges to conduct studies about people's reaction to educational plans. Community participation in planning is as equally important as in spread of education.

- 5. Supervisors, Headmasters, Teachers and other educational workers, having direct knowledge of difficulties at various levels, based on their actual experiences, should be more fully associated with the formulation of plans. To make planning more realistic, competent persons from rural and village-oriented people may also be associated, besides teachers, with plan formulations.
- 6. There is too much of centralisation in the Planning machinery. There is scope for democratic and cooperative endeavours in educational planning.
- 7. Instead of proposing plans from above, as at present, and then imposing them at lower levels, it should be better if the planning process is reversed. Plans should be initiated at the bottom from the Block or Tehsil level. District-wise plans should be formulated to suit local needs. In this way, better public participation at local levels in implementation of plan schemes can also be expected. Another suggestion is that we adopt a two-way approach to planning i.e. a synthesis of planning from below and planning of major policies at state levels.
- 8. The available statistics on education are inadequate for economic analysis and hence not useful for educational planning and for working out economic implications of educational programmes. They should be improved and made more useful for future educational planning.

C. Suggestions on plan outlays

- 1. Some definite percentage of national income of the country (say 4%) and also definite percentage of the total outlay of Central Plan (say 10%) and of State Plan (say 20%) should be allotted to education. According to another suggestion, it will not be possible to devote more than 6-7% of total Plan allocations to education.
- 2. Decisions on Plan allocations should be taken on firm educational policies and principles and not merely on political or personal considerations as it often happens.
- 3. The Central assistance to States, under the present planning pattern, is available only for a period of 5 years; and thereafter it becomes a committed expenditure on the part of the State. This system suffers from a drawback in that the poor states can hardly take over this commitment, especially on certain programmes like the payment to primary school teachers where the costs go on mounting. Some modification in the existing planning

pattern in this matter is necessary. Another drawback has been the inconsistency, both in the size and pattern of central assistance from one plan to another. Yet another defect is the central allotment for the whole plan and not for each department so that it is possible for the state government to apply a heavy axe on education during every year.

4. At present one of the major causes for failure in implementation of plans is the delay of sanctions at the State and Central Government levels. To remove this handicap, the schemes may be sanctioned for the entire plan period once for all, so that implementation will go on throughout the plan period, and there will be no question of lapse of funds.

5. Procedures for examination of proposals by the Finance Department should be simplified. Greater freedom of expenditure to the Education Department, once the plans are approved by the Finance, should be ensured.

6. Education, in the State budgets, should be given a separate Head, instead of being clubbed together under the Miscellaneous Head "Social Services".

D. Planning machinery at Central level

D1 Educational planning and evaluation of the implementation of plans at the Central level should be done in the Ministry of Education by the establishment of a separate wing.

2. There may be a Central Planning Council for Education at the Centre to advise on the formulation of educational plans.

3. Planning machinery at the Centre should be able to give out standard plans for school buildings and prescribe norms for various purposes.

4. The Special Planning Wing in the Ministry of Education should provide training in this field to the staff deputed by the States.

5. Centre should be able to provide additional finances for setting up effective planning units at the State level.

E. Planning machinery at State level

E1 There should be an independent Education Commission in each state free from executive control empowered to plan expansion of education.

2. Educational planning in the States should be the responsibility of Education Departments where planning units/cells should be considerably strengthened (particularly in regard to statistics work) not only for formulating plans but also for looking after and evaluating their implementation. Suggestions on staffing these units vary, but there is general feeling that these be headed by senior officers.

3. In the State Planning Unit there should be a Research Officer to deal with the problems of manpower requirements.

4. Details of the Plan and its implementation may be entrusted to specialized sectors viz. Social Education, Secondary Education, Elementary Education etc.

5. There is no need for evolving any special machinery for preparation and implementation of educational plans, as the Directorate of Education has already shown its worth through the successful implementation of the plan of compulsory Primary education.

F. Planning machinery at local level.

F1 There should be well-conceived educational development plans for each district. There should be a primary school for a population of 300; a middle school for a population of about 1500; a secondary school for a population of about 10,000; a college for a population of about 2 lakhs and a university for a population of about 40 to 50 lakhs.

2. There is need for a suitable planning machinery at the district level which might be a sub-committee of the district organisation) in order to prepare district-wise plans and to coordinate the activities of plan projects. Such a machinery will ensure that the plans are based on the actual needs.

3. It is necessary to have Planning Units in the offices of the ranges of Deputy Directors and Inspectors of Schools for preparing district educational plans.

Role of the Central Government

A. Education in the Concurrent List:

1. Out of some 265 individuals/Associations who have expressed views on this question, above 215 (i.e. over 81%) are in favour of Education being a Concurrent Subject. This figure also includes those who want education to be the sole central responsibility, and some others who want, at least, Higher education, to be brought on to the Concurrent List.

2. Arguments in favour of Concurrence:

(i) The Educational system must take note of the needs and conditions of the nation as a whole, particularly in the matter of higher education in view of the non-local characteristics of its problems and the already increasing share of the Central Government in its financing. Again, some States, whose educational lag is well-known, may never come up to the position of national averages, if left to themselves. Similarly, it is impossible for the different states, with their present resources, to introduce compulsory primary education at a uniform speed. In the interest of overall educational progress and, to remove the existing disparities between different States, there should be planned educational development of the country, as a whole, combining the regional needs with the national interests.

(ii) Since education must evoke a nationalist spirit - strengthening unity and integration - and also create a nation with a human, democratic and scientific outlook in these days of internationalism and universalism, it would be unwise to limit it to a narrow State outlook. The existing arrangement breeds narrow groupism, sectarian tendencies, limited loyalties and disintegration caused by differing policies such as in languages. In a multi-lingual country, the Centre must assume direct responsibility in education.

(iii) There is real need to endow the Central authority with power to lay down broad National Policies in education and to enforce them, if and when necessary. (Even, in a progressive country like England, with highly responsible Local Education Authorities, the Act of 1944 had to be adopted to give the Education Ministry wide powers to control and direct education). At present, the Central role is only advisory. The Centre must be endowed with an authority to bring about some uniformity in national education (in standards, curricula) leaving sufficient scope for the growth of peoples' languages and cultures in different States and for the autonomy of universities in academic matters. It must be able to exercise proper supervision, vigilance and guidance to ensure smooth implementation of the schemes by the State Governments.

(iv) Educational administration by the States has failed; it has revealed many evils in regard to qualifications and conditions of service of teachers, inspection, grant-in-aid, teacher education etc; the quality of education has gone down; the progress has been slow; the local selfish, political influences have exercised a deadly strangle - hold on educational institutions. Hence the need to correct the situation and to restore and raise standards.

(v) Even the Mudaliar Commission had felt the need for assumption of a certain amount of direct responsibility by the Centre for the re-organisation of secondary education and for giving financial aid for the purpose. At present there is general confusion in the duration, curricula and content of secondary education, pointing to the need for coordination and supervision at the national level.

(vi) State Budgets all over the country are running in chronic deficit with the result that even the vital areas, where there is unanimity, (e.g. improvement of teachers' lot) get neglected. Owing to the limited resources of the States, the Centre should assume greater responsibility in education.

(vii) The Educational system should ensure easy migration of students and teachers from one State to another; it should facilitate procuring teachers from different States, if there is shortage in a particular State of teachers of certain subjects and excess in other States. With education as a state subject, this is not possible at present. It is alleged that in Orissa and Andhra Pradesh, students who do not belong to the State are not ordinarily admitted to their schools.

(viii) Entry 66 of the 7th schedule of the Constitution does not give adequate powers to the Centre to maintain standards in Higher Education. Today, the UGC's approval is not necessary for establishment of new universities, nor does its scope extend to affiliated colleges.

3. Arguments against Concurrency:

(i) There is no reason for including education in the concurrent list. The function of Centre is not executive; it should only suggest a policy; but leave it to States for implementation to the extent possible under the peculiar circumstances of each State. There would not be any difficulty in implementing policies if they have the general approval of educational experts.

(ii) The administration of education in a large country from the Centre is not feasible and may result in lowering standards and increasing cost.

(iii) The Central Government is too far removed from people to realise their felt needs. The country being divided into linguistic states - with each state as big as a country - the Centre may not be able to fully understand the educational needs and problems of all the areas. As these needs, problems, customs, conventions etc. vary from State to State, the State Governments are the best agencies to do justice to them. What the Centre may do, will be felt by them as exterior imposition. There is also the fear of political interference and influence from the Centre.

(iv) It is necessary that the largest possible freedom of initiative at every level should characterise our entire educational system. The local community whose cooperation in education is essential, is very closely identified with the State Government. The States should have a large scope for experimentation and local adjustments.

(v) With the prospect of regional languages becoming the medium of instruction in higher education, it is desirable that higher education should be retained with the State.

(vi) Whatever objects are sought to be achieved by transferring higher education to the concurrent list, could be achieved by more firm, imaginative and constructive leadership in higher education, by the U.G.C. As it is, the Union Government has adequate powers (under entry 66 of the 7th Schedule) of control over academic matters as confirmed by the recent decision of the Supreme Court in the case of Gujarat University. The Central responsibility in regard to "coordination and determination of standards" can cover any thing: viz. teaching staff, their pay-scales and service conditions, equipment, admissions and even buildings. If the UGC has not been able to exercise control to the extent desirable, it is because of (a) inadequacy of funds to improve matters in private colleges; (b) its inability to control Technical, Agriculture, Medical colleges - these being outside its scope and (c) the realisation of the need to respect autonomy of universities. What is therefore needed is the attempt to improve matters within the existing arrangements than hurrying up to include education in the Concurrent List.

The present policy of the U.G.C. is to work in a persuasive manner and so far there has been no occasion for it to take recourse to punitive measures.

(vii) If States have made mistakes, so also has the Centre; and there is no guarantee that it will not do so in the future. The mistakes of a State affect only one unit, while those of the Centre will affect the whole country.

B. The Centre's Role in Education:

B1. Role in Higher Education, including
the Role of the University Grants Commission

Universities:

(i) It would be desirable to set up universities by Central instead of State Acts and all grants to universities should also be paid by the U.G.C. only. The way in which Acts are framed, at present, weightage is given to non-officials. At the same time we should guard against the rigidity which may result from Central Acts.

(ii) At least one University in each State should be taken over by the Central Government. Such universities should concentrate on developing postgraduate education and research at the highest level as also cater to the special language requirements of the country. This programme would also promote national integration, besides raising the standard of education.

(iii) Against the above proposal, a note of caution is given by some who believe that "the best often becomes the enemy of good". It may not be wise to plan a situation in which there are first, second or third class universities. If the proposed Central universities have the effect of draining into themselves all the best available talent, and if equivalent financial resources are not made available to other universities, the whole object of setting up such models of excellence will be lost. Again, the existence of two types of universities - one inferior and the other superior - is likely to create its own problems; e.g. clashing interests; snobbishness - resulting in a new kind of academic castes; preference in service to those coming out of Central Universities etc. etc.

(iv) From the above arguments, two further views emerge. One view is that even the existing Central Universities be handed over to the respective State Governments, because (a) some of the State Universities are as good as the Central Universities and (b) all universities should be regarded as national Universities. The other view is that instead of Central Universities, Centrally owned institutions should be established so that they become model institutions.

Rural Higher institutions

(v) The rural education institutions, such as the one at Gargoti, need to be spaced strategically all over the country in order to provide a necessary lever in the educational system. It is obvious that the staff and equipment required for such institutions can be financed only by the Centre and not by the States.

(vi) With the transfer of these institutions to the U.G.C. the latter may undertake their total financing and the introduction of pay-scales as in the case of universities.

Higher Professional Education

(vii) All higher professional education, such as Oceanography, Aeronautical Engineering, Atomic Sciences etc. etc. should be managed by the Central Government.

University Grants Commission

(viii) The scope of the U.G.C. may be expanded to cover Technical, Medical, Agricultural colleges and Research institutes through the necessary provision of adequate funds - the percentage of expenditure on higher education to be met by the State Government should be fixed as block grants; and all the additional expenditure may be met by the U.G.C. The number of colleges/universities to be opened should be fixed for each five year period and the question may be decided by the U.G.C. without any political pressures.

(ix) Administration of central universities should be transferred from the Ministry of Education to the University Grants Commission.

(x) For schemes of higher education, U.G.C. may take over the burden of committed expenditure in addition to the developmental grants. If necessary, the U.G.C. Act may be amended.

(xi) The financial assistance to universities should be given through U.G.C. and not through the State Governments. In such an event, U.G.C. may have two wings - one dealing with grants to universities and the other dealing with developmental work. We may even set up a University Council, as a super-university organisation, on the lines of the Press Council. This Council could be organised even within the frame-work of the existing U.G.C. Act.

(xii) U.G.C. should substantially reduce the requirements of recurring matching grants; and at the same time, help in reducing duplication of faculties in the same State.

(xiii) As in the case of Centres of Advanced learning, U.G.C. should fully support institutions for organising standard projected researches in various disciplines of higher education through team work of specialised staff and with the aid of requisite equipment.

(xiv) U.G.C. may undertake to finance the rural higher institutions totally.

(xv) U.G.C. should undertake to develop National and Regional Institutions for research and training.

(xvi) U.G.C. should concentrate more on the establishment of standards of Higher education though legislation, if necessary.

2. Role in School Education:

Financial assistance

(i) In the sphere of school education, central assistance should be outside the State Plan ceiling, and schemes should even be financed 100% by the Central Plan. Such assistance should be channelled through a "School Grants Commission" like the U.G.C.

(ii) Compulsory Primary education being a joint constitutional responsibility of the Centre with the State, the Centre must contribute a large part of the expenditure for this purpose, especially in view of the limited resources of the States.

(iii) Pre-primary education should come under the purview of National Planning in India. The Central Government should undertake the responsibility of opening and maintaining pre-primary schools and also training of pre-primary school teachers. Where such schools are run by the State Governments, special central grants should be provided for them.

Standards

(iv) The recent emergence of some central agencies for strengthening secondary education have had little impact so far as their efforts have not reached the schools and teachers. There is need to improve their working by removing their present defects e.g. lack of wider participation and involvement, defective organisational structure; lack of contact with day-to-day needs and problems of schools and teachers.

(v) The Central Government can help maintaining proper school standards by publishing, from time to time, testing materials, indicating the national standard expected from pupils at various stages of school education. Uniformity or fixation of minima in this respect should be ensured by levelling up and not by levelling down standards.

School Text-books

(vi) Two different suggestions are offered - with one

thing in common, i.e. the Centre should have a positive role in the field of school text-books. The first suggestion is that there should be a National Foundation at the centre, with branches in the States, to help, guide, encourage and control the private sector, currently engaged in the production and distribution of text-books and audio-visual aids. Close to this suggestion are the views expressed: (a) that an All-India policy will root out the menace of spurious and pirated editions of text-books and that books by a Central agency in accordance with the syllabuses prescribed by the respective States - will eliminate many poor quality books as well as prevailing corrupt practices.

of
school
text-
books

(vii) The other group of suggestions favours the production of text-books in all subjects through a Central Text-Book Agency - a National Committee or Unit - with arrangements for translations into the various languages for use in the respective regions.

School Examinations

(viii) Notwithstanding the serious difficulties involved, it would be worthwhile to have a centrally administered Common Examination at the S.S.L.C. stage in addition to, and independent of the State Examinations. It will be useful in fostering a sense of national unity along with a healthy inter-State comparison and competition.

(ix) The organisation of mental and aptitude tests at the different crucial periods of a child's life should be a central responsibility.

3. Role in Teachers' Training & Welfare:

Training:

(i) One view is that the State Education Departments have failed in tackling the problem of teacher education, and hence, all post-graduate training colleges in the country should be taken over by the Central Government. A milder form of this view is that the Central Control should extend to Teacher Training Programmes.

(ii) Another view is that it is necessary to establish a suitable coordinated machinery at the national level for teacher education, with the object of emphasising, not so much on common standards as on common ideals and purposes.

Service conditions

(iii) Centre should assume direct responsibility for laying down service conditions of teachers including their grades of pay.

(iv) The Government of India should see that the rights of teachers are not exploited for political ends.

(v) The Centre should be able to secure country-wide transfer of teachers.

4. Role in Planning; Coordination; Policy making; Guidance

(i) The Government of India should prepare schemes for assistance with the aid of a panel of representatives of States. The schemes formulated by the Centre, on its own, are not necessarily the schemes to which particular States would have given priority, e.g. the 3-year degree schemes, the higher secondary schemes; - these could have waited in preference to the appointment of teachers, construction of school buildings, laboratory equipment etc. etc.

Coordination

(ii) There may be a Central Coordinating Agency, like the Indian Medical Council - with the convention "consent by consensus" for coordinating education on a national basis for policies. Implementation could be through States. Coordination should be the Central responsibility.

Policy

(iii) While implementation may be left to the States, the Centre should lay down the basic policies in education, and if required, necessary powers may be given to the Centre through constitutional amendments. Leadership, defining and enunciating major policies in education should be provided by the Centre.

(iv) The Centre should provide technical assistance of experts to the States in various fields of education. Expert guidance and direction, based upon experience, should indeed, be in the nature of the Centre's Role in education.

5. Role in Research, Publication, Evaluation

(i) The Centre should sponsor research in education on a national scale.

(ii) There should be a Central Coordinating agency to guide, supervise and publish the results of research made in all the States in different fields of education.

(iii) The problems of elementary education should be tackled through a large and well-planned programme of research and experimentation through the N.C.E.R.T. and State Institutes of Education.

(iv) The Government of India should assume all responsibility for promoting scientific research.

(v) The Government of India should act as a clearing house for dissemination of all knowledge and information in education.

(vi) Centre should assume responsibility for evaluation in education.

6. Role in Financial Assistance:

Special assistance to Poor, Backward and remote areas:

(i) The role of the Centre should be to render generous financial assistance to States to implement educational plans especially in view of the inelastic nature of State revenues. Particularly, it should assume the larger responsibility of providing such assistance to poor States which are handicapped by the system of matching grants. The system of matching grants may be discontinued in respect of all developmental expansion in education upto a minimum level to be laid down for the whole country.

(ii) The Centre, in ensuring balanced development of education in all parts of the country, should give special grants to educationally backward areas. Again, the backward areas in any state should receive special assistance from the Centre on the same lines as the States which are backward in general, receive special assistance for development.

(iii) For villages and hamlets with a population of 300 or less, there should be residential schools at central places with a special subsidy for the purpose from the Centre.

Permanent subsidy for Education to States

(iv) Instead of bringing education on the concurrent list, it would be advisable for the Centre to permanently subsidise the State expenditure on education as recommended, some years back, by the Kher Committee appointed by the C.A.B.E.

(v) The proposal to subsidise education in the States on the basis of some workable standard formula (e.g. the quantum of assistance may be in inverse proportion to the State's ability to support elementary education) should be adopted.

Central and Centrally sponsored sectors

(vi) The Central and centrally sponsored sectors should be expanded adequately with all the important schemes in the nature of national programmes included under them.

(vii) In view of the inability of some States to incur huge expenditure on elementary education, the Centre should help by (a) instituting a special grant for elementary education under the recommendations of the Finance Commission, or (b) by expanding the centrally sponsored sector to cover vital programmes, such as, teacher training; and (c) by instituting a new system of grant-in-aid from the Centre to the States to cover all expenditure on elementary education (both committed and developmental on the basis of equalization.).

(viii) A real difficulty in the centrally sponsored schemes is that these schemes get discontinued after a certain plan period when the central assistance for the development expenditure is withdrawn while the States are unable to treat them as part of normal expenditure in the subsequent plan periods. In order that some of the good schemes may continue, it may be necessary to narrow down the difference between the Plan and non-plan items.

(ix) Centre should assume greater responsibility for providing financial aid for some vital sectors viz. removal of illiteracy in age-group 14-40; education of physically handicapped; and the programme of school buildings (the last one could be through loans).

(x) It would be useful to earmark Central grants to States under broad categories such as general, technical, higher education and so on.

7. Role in Scholarships Programme

(i) The role of the Central Government should be to ensure equitable educational opportunities for all, through a National System of Scholarships.

(ii) Centre may set-up a National Scholarship Board which should channelise all the scholarships in the country.

(iii) Centre should institute various kinds of scholarships including the Merit Scholarships and the Means-cum-Merit scholarship.

8. Other roles should include:

(i) Encouraging talent at all levels; deputing talented students abroad for higher education;

(ii) Removing educational disparities amongst States;

- (iii) Setting up of National Laboratories for Scientific Research;
- (iv) Supervising the work of State Education Departments;
- (v) Providing facilities for foreign students for study/research in India;
- (vi) Making statutory provision for representation of a few educationists on the Film Board of Censors, in order to examine films from the point of view of their possible impact of children and student population.

Organisation of the Ministry of Education

A. Advisory Bodies

1. The Central Advisory Board of Education should be the only advisory body at the Centre.

2. One of the main functions of the Ministry is to tender advice to States through the C.A.B.E. Although the NCERT works on behalf of the Ministry, it does not carry the same weight with the States.

B. Autonomous Organisations

1. Autonomous Boards for different sectors of education: The Ministry should be assisted by Autonomous Boards on Higher Education, Technical Education, Teacher Education etc. For higher education, however, the work of the proposed board might be done by the UGC.

2. All-India Council of Technical education as an autonomous organisation: The A.I.C.T.E. may be converted into a sister organisation on the lines of the UGC on a slightly different pattern and may also cover Polytechnics and other undergraduate technical institutions.

3. N.C.E.R.T.

(i) Organisational changes proposed:

(a) States should be represented on the NCERT instead of its members being nominated by the Central Government.

(b) The organisation of the NCERT may be improved by including 2 educationists from each State on its governing body; by allowing its governing body to select the Secretary and the Joint Director for a period of 3 years; and by allowing an interchange of officers between the NCERT and the States.

(c) The NCERT should establish units in different States/UT's and itself act as the coordinating and guiding agency at the national level.

(d) Provision should be made for a Central Evaluation Committee to assess the work of the NCERT after every 5 years.

(e) The Central Institute of Education should be a part of the Delhi University instead of the NCERT so also the Regional Colleges of Education.

(ii) Functions of the NCERT

(a) The NCERT should not be burdened with research work. Research and teaching should go together and it should be the concern of training colleges.

(b) . NCERT's functions should include:

- (i) evaluation of educational programmes;
- (ii) research on important educational issues;
- (iii) dissemination of statistical data;
- (iv) preparation of Model text-books;
- (v) ensuring uniformity of minimum standards and curricula in the country;
- (vi) providing guidance to State Institutes of Education;
- (vii) re-orientation to teachers in teaching of subjects at least once in 5 years;
- (viii) organisation of vocational guidance service;
- (ix) publications, including journals of advantage to teachers.

C. The set-up of the Ministry

C1. The Ministry's organisation needs no change, what is needed is leadership and stimulating guidance to the agencies responsible for education.

2. Regional set-up

(a) Regional offices, to serve 4 to 5 states each, should handle the day-to-day administrative work with the States; while the Ministry proper may deal with international and coordination aspects and broad national policy matters.

(b) There should be a Central Administrative Office of Education in each State to look after the implementation of educational programmes of the Centre.

(c) The various specialised offices and institutions of the Central Education Ministry should be spread over different parts of the country to help integration.

(d) The Ministry should have State Secretaries for each State.

(e) At the Centre, the Ministry should have as many Under-Secretaries as there are States; each one being in charge of one State.

(f) The Ministry should have a Corps of Inspectors to act as "eyes and ears" to keep it in direct contact with what is going on in the States.

(g) The Ministry should appoint a permanent inspectoriate to ensure implementation of its reforms by States.

3. Functional set-up

(a) There should be 5 Secretaries - each dealing with Higher, Secondary, Elementary, Technical and Professional and Vocational Education - and in contact with the Education Secretaries of Education Departments, to be able to direct, advise and coordinate the activities of States.

(b) Planning of education should be brought under the Ministry of Education.

(c) The Ministry should evolve a Grant-in-Code so that all institutions receive directly an equal share of funds without having to lobby for it.

(d) There should be a regular Department at the Centre for writing of Text-books and their rendering into local languages.

(e) There should be an all-India organisation at the Centre for ensuring uniform standards of education throughout the country at all levels.

(f) There should be an effective Inspection Division in the Ministry for exercising vigilance over universities, institutions and staff with the object of ensuring that educational objectives are realised in practice.

(g) Clearing House Organisation: The review and reporting about education deserves greater attention of the Education Ministry from the stand point of bringing out the strength and weakness in each area.

(h) One of the main functions of the Ministry should be to collect factual information and publish school factual brochures on the lines of the office of Education in the USA.

D. Personnel in the Ministry

D1. I.C.S. or I.A.S. personnel should not run the Ministry of Education at the Centre (or the Education Departments in the States (unless they opt for Education from the beginning and remain in it till retirement.

2. The Ministry should be manned by men qualified as professional teachers and educationists with prior experience of the profession. The techniques of administration can be learnt by them in short orientation courses or on the job training.

3. The Ministry should largely be staffed by advisory persons duly supported by official staff who can evaluate the working of the schemes in actual practice.

4. The educational personnel in the Ministry and also for the States should have a chance of deputation to posts in the N.C.E.R.T. in order to widen their horizon through field experience.

Role of the State Education Departments

A. Adequacy of the existing organisation:

1. The fact that enormous tasks arising out of qualitative expansion in education have been fulfilled without a breakdown of machinery is a testimony to the vitality of the Education Departments.

2. The existing Departments have worked effectively. But the continuing expansion, coupled with the demands for qualitative improvements, require a fresh look at their organisation. This may be done by necessary additions to the existing staff. Another suggestion is that routine formalities and academic functions of planning for improvement and evaluation should not be in the same hands.

3. The Departments have not proved equal nor are they likely to prove equal to the challenge of the vast programmes of expansion and qualitative improvements that have been necessary since independence, or that will be necessary in the next 15 years. They have remained static and unresponsive to the progressive needs of education.

4. The Departments have failed to provide necessary leadership in education. Often the opening of new institutions and raising buildings for them have become synonymous with progress in education. They are unable to influence quality in education due to lack of initiative, guidance and foresight in educational planning.

5. The Departments are staffed either by non-educationists who had never thought of educational problems or by a few teaching hands whose main purpose of entering the Department has been only monetary; and even they get too involved in administration to afford themselves little time to think or read on education. No wonder, the secretariat staff controls education. The deterioration in staff is also due to the exit of senior officers trained by the British, leaving gaps in the hierarchy which could not be adequately filled.

6. The Departments suffer from red tapism, corruption, inefficiency, unnecessary delays, duplication of work, centralisation of powers even in trifling matters, file and routine ridden procedures to the extent of overlooking main motives. There is more of administration than education in the Education Departments. Essentially a bureaucratic machinery, it is fitted eminently for inspection or audit purpose and for nothing else.

7. The Departments hardly afford adequate and competent supervisory services. The routine duties in the office have prevented the inspectorate from discharging field inspection.
8. The Departments have failed even in the most mechanical portion of their work - viz. the distribution of grant-in-aid - as judged by the constant complaints from teachers about the large arrears of their salaries.
9. The existing organisation is quite inadequate to the needs of expansion. There has been no automatic expansion of organisation, with the expansion in education.
10. The Departments have not proved their competence in regard to library service - an important organ of modern education.
11. The regional set-up over the District set-up (wherever it exists) is unnecessary and is the main cause of administrative delays.
12. There is no proper coordination or inter-consultation between the separate official agencies entrusted with educational work. In Orissa, for example, where the D.P.I. is responsible for selection of text books for some classes and the Secretary, Secondary Education Board for other classes there is no proper coordination. In Delhi, there is the duplication of authority between Delhi Administration (which pays grants-in-aid) and C.B.S.E. (which grants recognition).

B. Relationship between the Secretariat and the Directorate

- B1. There is no need for a Secretary, as it is an unnecessary duplication. The Director may be given the necessary powers of Education Secretary, and the two officers may be combined in one.
2. The opposite view is that a Secretary is necessary to serve as a sound check on the Directorate to ensure proper examination of schemes and to ensure justice to the staff in the Directorate; and again to cope with the programmes of large-scale expansion of education. By and large, combining the two posts will not work in most of the States which are large-sized. Besides, if the idea of combining the two posts is applied to the Education Department, it should be equally applied to other Departments - a step which carried to its logical conclusion, will liquidate the general administrative services.
3. The functions and powers of the Secretary and the Director should be clearly defined. The latter

being primarily responsible for administration of educational institutions, should have requisite powers of administration, and not merely act as a post-office of the secretariat.

4. The Secretariat's job should be (i) to deal with matters of service personnel; (ii) to serve as coordinating agency between Directorates and the Central Government for implementation of national policies; (iii) to prepare budget for the State.

5. There is need to implement the recommendations of the Mudaliar Commission in regard to the appointment of the D.P.I. as the ex-officio additional or Joint Secretary to Government to enable him to have a direct access to the Education Minister in order to help him in shaping educational policies and programmes. The Education Secretary may be mainly responsible for administrative matters. Since this arrangement will also establish direct touch between the D.P.I. and the Education Secretary, much of the existing delays and bottlenecks will be reduced.

6. The number of Directorates, on a functional basis, should be increased; while the Secretariat should have a minimum core staff with responsibility to plan, communicate and report about educational policies.

C. Re-organisation at the Directorate Level:

C1. The number of Directorates may be increased on a functional basis. In every State, there should be a Council of Directors (one each for primary, secondary, college, technical, female and adult education, etc.) with the senior-most Director as the overall-in-charge and ex-officio chairman. Each of the Directors should be free in his own sphere as far as possible, even in regard to financial administration.

2. The Directorate should be reorganised into two separate wings - (i) Purely Academic or the Professional Guidance Wing and (ii) Administrative Wing. Another suggestion is that the Directorate should do only administrative work and of all curricular and supervisory work, should be entrusted to a Statutory Board of School Education. Yet another suggestion is that the Directorate should have three wings, one each for (a) planning and expansion; (b) Inspection and Improvement; and (c) General Administration.

3. The proposals in regard to the set-up suggest that the Directorate should have separate sub-Directorates or Divisions or Units for the following areas:

- (a) School Education of State & Local school systems;
- (b) Higher education and Research, including Technical Education;
- (c) Special subjects like Fine Arts, Crafts, Physical Education, Youth Welfare, etc. Science Education, English, etc.
- (d) International Education;
- (e) Teacher Education Programmes;
- (f) Inspectorate on the pattern suggested by Mudaliar Commission;
- (g) Evaluation;
- (h) Library service;
- (i) Statistics, Publication, Legislation & Law;
- (j) Inspection of and development of Hostels;
- (k) An independent construction unit for school buildings.

4. The Directorate should work with the help of a few Bureaux, with official/non-official experts, such as:

- (a) Bureau of curricula training and publication of Text-Books;
- (b) Bureau for Examinations other than S.S.L.C. Examination;
- (c) Vocational Guidance Bureau;
- (d) Teacher Training Bureau;
- (e) Grant-in-aid Bureau.

5. To avoid haphazard changes at frequent intervals, the re-organisation of the Department should be thought of once in 5 years.

D. Staffing of the Directorate

D1. The Directorate should be adequately staffed, allowing for automatic expansion with expansion in education, according to some established norms. The percentage of expenditure on administration to the total outlay on education should also rise.

2. Senior officers like the D.P.I., the Education Secretary, Vice-Chancellors; Chairmen of Boards, etc. should belong to the I.E.S. and appointed by Centre.

3. The Directorate should have the following additional officers for different assignments as indicated below:

- (a) An additional D.P.I. in charge of secondary Education.
- (b) It would be desirable for the D.P.I. to be assisted by 4 Joint Directors, one each in charge of Primary, Secondary, Planning and Administration and Training.
- (c) A Joint Director for education of tribals, technically under the D.P.I., but otherwise for all practical purposes, an independent Officer.
- (d) An Assistant Director of School Libraries with requisite staff in the field and at the Headquarters.
- (e) An Education Officer for careers to guide the pupils in the selection of careers and in coordinating the work of various career masters in schools.

E. Re-organisation at Regional/District/Block Level

E1. The existing District School Boards should be re-constituted. (According to one suggestion, they should include: 10 elected representatives of primary teachers; 2 representatives for each sub-divisions elected by matriculates; 5 representatives of Zila Parishads including its Chairman; 2 representatives of Municipalities; 5 eminent educationists elected by the members under categories aforesaid and the District Inspector of Schools (as ex-officio Member).

2. An autonomous body at the District level may be created to take over the administration of Government institutions in the District in order to relieve the Departments of much of their administrative load.

3. The regional set-up above the District level should be abolished.

4. The District (either the present revenue District or the school District) should be made the administrative unit, after the regional set up over the district set-up has been done away with. The D.E.O. with the rank of the present regional Dy. Director, should then be under the direct control

of the D.P.I. He should have all the delegated powers to deal with all normal administrative work connected with school education upto the District level as also to exercise functions of technical assistance in educational planning as well as appellate functions over panchayat samitis and zilla parishads. He should be assisted by Deputy District Education Officers and subject specialists. (In J&K, where the unit of administration is now Tehsil, it is suggested to make the "Block" as the unit).

5. At the District level, two separate officers - one for the office and the other for inspection, should be appointed. A separate women's wing at the District level, may also be tried for encouraging girls' education.

6. The staff at the District level should be strengthened. (According to one suggestion, there should be 50 High Schools and 300 Elementary Schools in a school District under the charge of one D.E.O. who should be assisted by an adequate administrative and inspectorate machinery. According to another suggestion: for every 400 high/higher secondary schools, there should be one Divisional Officer, assisted by 2 deputies). The organisation at the District level should be strengthened for the purpose of building up statistical data, with a planning unit and a technical supervision unit.

7. At the Block level, education has not received adequate attention at the hands of the B.D.Os. Education at this level, should be given separate allotment, with freedom to educational inspections in their field of work.

F. Advisory/Statutory bodies for Education at State Level

F1. There should be a State Education Council to coordinate and advise the State Government in all matters relating to education at all levels including Teacher Education. The present State Advisory Board of Education has no separate Secretariat and meets only once or twice a year. A body to review education continuously is necessary.

2. There should be a Primary Education Board in each State. The State Primary Education Board should consist of: the Education Minister; the D.P.I.; 5 members of the State Legislature; Chairman, Board of Secondary Education, 5 representatives of District School boards, 2 representatives of Primary teachers; 5 eminent educationists elected by members by aforesaid categories.

3. There should be a State Board of Secondary Education, with functions such as (a) recognition of schools, (b) conduct of examinations; (c) payment of grants-in-aid; (d) determining conditions of service of teachers; (e) prescription of courses and of text-books; etc. etc. The separate Statutory Boards for schools examinations, for general education etc. etc. should give place to one Board only for the State as is being considered by the Bihar Government. The Government of Maharashtra is considering the establishment of a Central Board of Secondary Education with Divisional Boards operating under its supervision. In Punjab, the proposed Board of Secondary Education will relieve the Panjab University from the burden of Examinations and will also take over production and distribution of school text-books.
4. This suggestion is carried even further to propose only one statutory Board for the entire school education in the State, including also primary education, which should relieve the Department of all academic type of work. An officer of the Department might serve as Secretary of this Board to serve as a link with the Department.
5. The various State Boards for different levels and branches of education should be autonomous bodies with regard to policies and fiscal autonomy, with full powers to distribute grants to institutions and districts within their budgetary provision. The statutes and functions of State Boards of Secondary Education should be like that of the U.G.C.
6. There should be a Finance Corporation to aid the construction of school buildings, to provide equipment, libraries etc. to schools, as is being considered by the Mysore Government.
7. There should be an independent committee of experts for selection of school text-books, as the officers of the Department are too pre-occupied with other matters to give justice to this very important task requiring deep thinking and thorough reviewing.
8. There should be a separate body like the State Public Service Commission for the recruitment of teachers for all types of schools.
9. There should be a separate Board for Technical Education in each State.
10. All the Government colleges should be denationalised and handed over to autonomous organisations, with finances continuing to flow from the Government.
11. All institutions, whether Government or non-Government should be placed under autonomous boards

to do away with the present caste system amongst these two categories.

G. The Role of the Department vis-a-vis the Universities

G1. Each State Government should appoint a University Grants Committee for the State - a Statutory but non-official body - to develop fruitful partnership between the State Government and the Universities in the State.

2. In academic matters, the autonomy of the universities should be preserved by the State Departments of Education who should not use their powers of purse and statutes to control university administration or to influence the election of Vice-Chancellors.

3. While some degree of State control over universities is necessary, it should be confined only to non-academic matters; e.g. nomination of its representatives on top university bodies with the main purpose of holding a watching brief on behalf of the Government; scrutiny of accounts etc. etc.

4. To exercise adequate financial control as well as to preserve autonomy of universities, a Finance Officer may be appointed on deputation from the State Government for aid and accounts.

H. Delegation of Powers:

H1. The present over-centralisation of power at the Directorate level should give way to the delegation of many functions to the Divisional and District Inspectors for speedy disposal of work. The man on the job should be free to take quick decisions as warranted by circumstances.

2. With the formation of the District as the administrative unit, some powers should be delegated at this level. This is necessary in view of the large scale expansion envisaged in the field of education.

3. At the college level, some powers to appoint staff and exercise disciplinary control may be delegated to the Joint Director and the Principal of Colleges; the D.P.I. acting as the Appellate Authority with second appeal lying to the Government in respect of superior non-gazetted establishment. Similarly further control of gazetted staff should be delegated to the D.P.I.

4. There is need to decentralise powers to lower levels - i.e. the level of Headmaster and Inspector in order to reduce the huge volume of present unnecessary correspondence.

5. While decentralisation helps in avoiding delays, it should not go down to the level where competent personnel may not be available.

Role of Local Bodies

A. Should Local Bodies be associated with the administration of Primary education?

A1. About 70% of those, who expressed opinions on this question, favoured their association - to a lesser or greater degree, subject to certain safeguards being provided against the possible abuse of authority, especially in the matter of recruitment, transfers or other service conditions of teachers.

2. Case for Association of Local Bodies

The case for or against association of local bodies with education has been made up either on general observations and arguments or on the actual experience in some of the States.

(i) With the growing expansion in education, the State Governments are unable to manage the administration of primary education. The best thing for the State Government will be to entrust the District Education Councils to run schools in the District, subject to periodic inspections by the State Government to ensure standards.

(ii) The State Government's financial liability for education is considerably reduced, and it can therefore divert its funds to other measures.

(iii) Decentralisation of educational administration is inescapable in the present socio-economic trend in the country.

(iv) It rouses local enthusiasm, develops local initiative and harnesses local resources; and makes possible the development of democracy and mass-education, an inter-dependent and integrated programme for which each supports the other.

(v) In Panjab, the provincialisation of local body schools has broken the backbone of educational development in the wake of assumption of heavy liabilities by the State Government. Apart from the increase in the financial burden, the State Government cannot utilise the resources of local authorities, as it made extinct the zeal of local authorities in education.

Accordingly, as a long-term measure of democratic decentralisation, the restoration of at least primary schools to local authorities, with certain safeguards against abuse of authority is recommended.

(vi) In Madras, the Panchayat Unions, which have been entrusted with the administration of elementary education, are functioning better than in any other part

of the country. Among the reasons for such a success are:

- (a) retention of inspectorate by Government;
- (b) careful drafting of Act and rules thereunder;
- (c) intense public interest in education created by programmes like school improvement;
- (d) organisation of training for officials and non-officials concerned with Elementary education at the local level.

(vii) The Zila Parishads in Maharashtra form a very important experiment in democratic decentralisation - an experiment that is unique in the whole of India. The available evidence shows that great progress has been made in all matters, especially education.

(viii) The recent assumption by the Madhya Pradesh State Government of direct responsibility of teachers and their salaries of the local primary schools in the Mahakaushal area has left the Janpad Sabhas and Municipalities with very little work and responsibility. It is now being proposed that either the old statutes be restored or the State Government should take over the entire responsibility of Primary education.

3. Arguments against Association of Local Bodies with Education

These are based on the several handicaps of local bodies, such as the following:

(i) Financial handicaps

- (a) Inadequate resources of Panchayati Raj Institutions to finance elementary education;
- (b) inability to keep pace with rising cost of education due to general rise in prices;
- (c) pressures to divert funds from elementary education to other local programmes.

(ii) Administrative handicaps

- (a) General mismanagement of schools due to various reasons - faction-ridden local politics affecting the recruitment/transfer of teachers on non-academic considerations (e.g. favouritism, communalism, etc. etc.); imperfect and inadequate machinery for implementation of educational programmes, and so on;

- (b) ignorance of members of educational programmes; their inability to understand even the Government notifications and letters received in their offices.

(iii) Teachers handicaps

- (a) Dissatisfaction among teachers on account of poor pay scales and other service conditions; irregular and not even full payment of salaries; and the consequent loss of interest in teaching;
- (b) inability of local bodies to create any enthusiasm among teachers; the presence of general indiscipline among teachers arising out of their misuse by members for election or other political purposes; the general loss to teaching work due to the teachers' pre-occupation with supporting party-in-power to avoid transfers or other harassments or to win petty favours of their bosses.

(iv) Other handicaps

- (a) Lack of confidence of people in Panchayati Raj institutions to handle education until they are well-established and have established themselves;
 - (b) general incapacity of local bodies and hence the folly of entrusting such an important nation building activity, such as education, to them.
- (v) In Rajasthan, where elementary education in rural areas has been entrusted to Panchayat Samitis,
- (a) the technical guidance and administrative supervision by the State Education Department has dwindled;
 - (b) the interference by influential local people has reduced the teacher to an abject state of mind; he is in constant fear of transfer or even removal from service;
 - (c) experience does not warrant transfer of primary education in urban areas to municipalities.
- (vi) The transfer of primary education to local bodies in Orissa for enlisting local interest in Education has shown that they have not discharged their responsibility satisfactorily.

(vii) In Bihar the enactment in 1960 of Panchayat Samitis and Zila Parishad Act gives wide powers and responsibilities to these bodies in the administration of elementary education. There are reports that the interference in transfer of teachers has increased. There is a feeling that the elementary schools should continue to be the direct responsibility of the State Education Department; and the pace of democratic experiment should be slowed down and measured.

(viii) The Panchayats in Kerala have not been able to find funds for non-recurring expenses. They are not yet viable units. Transfer of Primary education to them can be considered only after they have discharged their functions in other fields properly. There are also the difficulties arising out of transfer of staff and possible political influences, in case primary education is transferred to Panchayat Samitis.

(ix) The reason why the Panjab State Government provincialised all the local bodies' schools was that their management by local bodies was not up to the mark. With this step, the victimisation of teachers and the unsatisfactory pay-scales - the two main evils of the earlier era - have been eliminated.

(x) The administration of Zila Parishads in Maharashtra is creating chaotic conditions. The inspecting officers have to do so many non-educational duties that they have no time for inspection. The whole system needs radical re-organisation. It is even suggested that the State Government should take over all control and responsibility in the field of Primary and Secondary education.

B. The scope of association of Local Bodies:

Varying suggestions have been offered on the areas that may be brought under the purview of local bodies. These include one or more of the following:

(i) Nursery education.

(ii) Primary education only and in toto - so that the work is well within their means - as their obligation.

(iii) Not complete responsibility for primary education; but only to act as managing bodies within the rules of the education department; (they may act as managers of schools - they may also manage private schools within their jurisdiction).

(iv) Financing of primary education only without any hand in academic or administrative matters, thereby relieving the State Governments to take care of financing secondary education (they should contribute a greater share of costs of education, especially non-recurring costs on school buildings and equipment).

(v) Not complete responsibility for primary education; but only for the construction and maintenance of school buildings, furniture, equipment; and provision of essential services e.g. sanitary arrangements, drinking water, midday meals, ensuring compulsory attendance etc. (they may be authorised, by law, to collect local contributions for buildings. A non-lapsable fund with local contributions, Government grants, and loans might be created for school buildings).

(vi) There should be a primary school certificate examination at the district level at the end of primary school course.

(vii) Both elementary and secondary education, as also agricultural schools either as the sole responsibility according to one suggestion or only the maintenance of schools upto high school stage with teaching staff under them, but inspection with the State Government, according to another suggestion.

(viii) Helping voluntary educational organisations as also to take over and run private schools within their jurisdiction.

(ix) Implementing adult education programmes.

(x) Working gradually - in a period of 30-40 years - on the basis of local education authorities in the U.K.; and meanwhile allowing them to do what they please.

C. Measures for remedying existing handicaps:

C1. Standing Education Committees

(i) There should be separate statutory standing committees for elementary education with definite functions and responsibilities.

(ii) There should be District Education Committees of Zila Parishads with Pramukh as ex-officio chairman and some officers, including Inspector of schools, as members.

(iii) The educational qualifications of committee members should be prescribed.

2. Education Fund

Instead of the one common account of a local body, there should be a separate elementary education fund.

3. Teachers

- (i) Adequate safeguards should be provided against misuse of powers in the selection and control of teachers.
- (ii) All authority regarding recruitment, transfers, promotions and punishments should be delegated at the District level. Panchayati Raj institutions should be under obligation to appoint teachers from an approved panel only drawn up at the District level.
- (iii) Another suggestion is that authority regarding recruitment and transfer of teacher should vest with the Education Department.
- (iv) Recruitment should be strictly on merit; and the headmaster should be a graduate, at least.
- (v) Transfers should be within Taluqa limit. In any case, the power of transfers should be withdrawn from Panchayat Samitis. There should not be more than 2 transfers within the same session. In fact, no teacher should normally be transferred except on promotion.

4. Inspection

- (i) Inspection should remain with Government as in Madras.
- (ii) No non-educational work should be given to Education Extension Officer in order to improve supervision.
- (iii) The present practice of filling entries in the Rolls of teachers by Inspection should continue.
- (iv) The relationship of the S.D.I. with the B.D.O. and of the Pramukh with the Dy. Inspector of Schools should be clearly defined in order to achieve functional coordination between the two, while the Department retains the technical control over the educational personnel.

5. Coordination

- (i) For purposes of better coordination, there should be a well-defined system of sharing responsibility at different levels of local administration. For example, at the District level should be done functions like (a) planning and budgetting; (b) control over teachers; (c) distribution of grant-in-aid. The Block Development Committees may be entrusted with school buildings, ancillary school services, enforcement of compulsory attendance and some minor powers of supervision and control in Block Development office.

6. General

There should be provision to set matters right, if and when the authority delegated to local bodies, is abused.

D. Role of different levels of Local Administration

D1. There should be a three-tier system in the organisation of educational administration of local bodies in the rural areas, viz. village, the Block and the District - the village Panchayat working as the unit of educational administration at the bottom; and the Panchayat Samitis and Zilla Parishads acting as the coordinating agencies at the Block and District levels respectively. The educational functions of each of these three levels should be clearly defined and laid down.

2. At the State level, there should be a statutory Board of elementary education to coordinate the work between Government and Panchayati Raj institutions.

3. (i) There should be separate statutory standing committees for elementary education of the Zilla Parishads and Panchayat Samitis. These committees which should consist partly of their members and partly non-members with due representation of educationists, women and backward classes, should be fairly autonomous in functions. The only matter in which they should be required to approach the main local body should be for the approval of their budgets.

(ii) The alternative suggestion is to have a consultative body for education at the Panchayati Raj institutional levels to advise the Education Officer so that the latter does not function under a system of dual membership as at present. An identical suggestion is that there should be a Local Education Advisory Committee under each municipality and Panchayat which should function as a local unit of the State Advisory Committee.

(iii) There should be local Education Supervisory Committees at all levels to supervise schools in their respective areas of jurisdiction.

4. The District Level

(i) A District Education Council should exercise main control over administration of primary education by local bodies; instead of the old District School Boards which have a disastrous record of failure, the new body at the District level should consist of a majority of educationists and endowed with autonomous powers. This autonomous body, with the District Education Officer as its Secretary, should carry on day-to-day administrative work under the overall

the
supervision of Education Department.

(ii) Another suggestion in this regard does not favour the creation of a statutory District Education Board. It feels that an Advisory body attached to the District Education Officer would be a better arrangement.

(iii) Primary education should be brought under one authority - the Zila Parishad; and all employees of the School Board, including Inspecting Officers of Government should be servants of the Zila Parishad. Another suggestion favours even the control of Higher secondary schools by Zila Parishads in the interest of planned development of education in the District. Another opinion is that only the developmental activities at the district level should be entrusted to Zila Parishads, while the Inspecting Officers should be outside their purview. With both the teachers and the Inspectors under the control of the same local body, there cannot be either discipline or efficiency.

(iv) Education should not go to the Zila Parishads, along with other subjects as it would suffer as a result of such a transfer. Instead it should be entrusted to a separate statutory body. A more or less identical view is that education should be taken out of the hands of the Zila Parishads and put under the control of a District Committee consisting of the District Judge, the District Inspector of Schools, the Deputy Inspector of Schools and two or three educationists.

(v) There should be a representative selection committee at the District level - constituted by State Government and Public Service Commission - to select teachers at all levels.

(vi) Agency to control teachers: All authority regarding recruitment, transfer, promotions, etc. of teachers should be delegated at the District level.

5. Block Level Administration

(i) Administration of primary education should be decentralised to Block level.

(ii) A separate educational unit should be created for every Block under the Taluqa Panchayat Samiti for improvement of school standards.

(iii) In every Block office, there should be one Extension Officer for education to implement all developmental activities entrusted to Zila Parishads or Panchayat Samitis.

(iv) As at present, the Block Education Extension Officer works under the B.D.O. while he is supposed

to do educational work, most of his time is taken away in performing non-educational duties of B.D.O. and as a result of that the inspection work suffers. This situation calls for some remedial action.

6. There should be a statutory local school committee at the village level for the construction and maintenance of elementary school buildings.

E. Role of State Government vis-a-vis Local Bodies:

31. Financial Role:

(i) Full financial burden of primary education should be taken over by the State Government so that primary education does not suffer for want of funds.

(ii) Local Bodies should be given ad-hoc grants by State Government through proposed school grants commission, according to a simple procedure, to reduce their financial burden.

(iii) Local bodies should be given a time-limit of 5-10 years within which to make themselves financially self-sufficient.

(iv) There should be an equalisation fund at the State level to aid local bodies on a rational basis.

(v) Municipalities undertaking education responsibilities - should be treated differently from private bodies running schools, in matters of grants.

2. Technical Role

(i) Although adequate financial help may be given to local bodies, the technical control of the Education Department over them should never be surrendered, as these bodies should be strictly connected with the administrative and management side only. The Education Department should also be vested with powers to hear appeals of teachers of local body schools.

(ii) Local bodies should implement the policies and programmes of State Government under the latter's overall guidance, control and direction. They should be under strict control of Government.

(iii) The alternative suggestions, in this regard, are that (a) full autonomy of management should be given to local bodies, and (b) in the beginning some control of the State is necessary, but gradually this should be loosened as these bodies act with the honesty of purpose.

3. Coordination Role: See D.2.

F. Educational Cess

F1. There should be legislation empowering local bodies to levy a cess, not only on property but also on incomes.

2. There is general shyness of local bodies to levy education cess; and as such, public opinion should be mobilised.

3. By increasing education cess, education may be made free upto middle stage.

4. Local bodies should be allowed to levy cess; alternatively, they should be given adequate grants from the State Government.

5. Local bodies, administering primary education, should receive the entire educational cess collected from their areas.

6. The levy of education cess would create several problems while the total receipts from this source would not be very large.

Role of Voluntary Organisations

A. Nationalisation of Education

1. Organisation of education as a public service (i.e. the gradual elimination of education-by-private enterprise) should be the ultimate aim in order to secure planned development of education, avoiding anarchy, waste and stagnation.

2. The public has not yet developed a pronounced social conscience; and our society being, what it is, education in the hands of private people has become a business and run, in many cases, on commercial and profit-making basis.

3. The unsatisfactory working of the many existing private bodies and the many prevailing ills from which they suffer, e.g. communal outlook, involvement in party politics and feuds, managements of schools for consideration other than academic etc. etc. - all point to the need for their nationalisation. Already the experiment of entrusting adult education to voluntary organisations has been miscarried.

4. With government already bearing a lion's share of expenditure by way of grants etc. (i.e. about 90% or more) why should not government take over the entire education from private hands and run it efficiently and in the best national interests?

5. With administration in the hands of managing bodies and inspection with the government, the Inspector's advice is not effective in such a system of dual control. Hence nationalisation - with some safeguards in the form of admitting some representatives of managing bodies on education boards - is the answer.

6. Most of teachers in private institutions are not happy and contented, thereby affecting standards of teaching.

7. Proprietary schools should be discouraged.

B. Encouragement of private enterprise in Education

1. In view of the gigantic task of educational expansion in the near future in a country where the percentage of literacy is comparatively lower than in many other countries, private effort in the field of education must be utilized.

2. Private enterprise cuts down government costs on education by charging fees from willing parents and thereby meeting deficit from its own funds. Further

donations which they manage to get from the public by exploiting local pride, provides relief to the exchequer which can release funds for other institutions. Given proper guidance, private institutions can thus be more economical, efficient and successful.

3. Well-organised institutions - like the Christian Mission, the D.A.V. and Ramakrishna Mission institutions etc. which have made a name for quality or service, apart from providing relief to the exchequer - should be encouraged. The existence of such institutions acts as a challenge to government schools, thereby maintaining all-round quality in education. On the other hand, the increasing tendency of States to nationalise education tends to bring down standards and retards progress.

4. With a valuable tradition in helping diversity and experimentation in education, private enterprise has already done invaluable service to the cause of Indian education. They take initiative to pioneer experiments and produce leaders of thought in education. The experiment of West Bengal in introducing a system of sponsored institutions - whereby the management of one or a group of educational institutions is left to a selected body of voluntary workers or a registered Association, with the State Government fully responsible for all costs - has shown that these institutions have developed a quiet atmosphere of efficiency and experimentation and original thinking. With nationalisation, creative experimentation will be crushed.

5. Private institutions are better-run than State institutions. They have no red tape. Given proper guidance they produce better results than Govt. institutions which tend to lay stress on uniformity and conformism.

6. The presence of a private sector in education avoids a totalitarian approach; and is also in consonance with Art. 20(1) and (2) and Art. 30 of Indian Constitution. In a democratic society, it should not be a State monopoly in order to avoid indoctrination, regimentation and drab uniformity.

C. Scope of Private Enterprise

C1. Various suggestions regarding the educational responsibilities that should be entrusted to private enterprise are listed below:

- (i) Pre-primary education centres (pre-primary schools, Balwadis creches).
- (ii) Primary and Secondary schools as well as colleges (i.e. education) at all levels.
- (iii) Special schools (e.g. institutions for blind, physically handicapped etc. (the general education should be taken over by local bodies in the State).

- (iv) Specific needs of localities in special fields (e.g. tailoring school for women in a particular locality).
- (v) Religious and cultural education.
- (vi) Opening of new institutions in fields which government has ignored or neglected.
- (vii) Vocational, professional and technical education with active participation of industry and business.
- (viii) Experimentation and research.

D. Ways and means of encouraging private enterprise, tapping additional resources to help private enterprise:

D1. The additional funds for encouraging private enterprise in education may be explored from new sources. For instance, all the business corporations in India may be persuaded to divert 10% of their profits for the cause of education.

2. The resources, now lying dormant, or being used in other directions, with various trusts, endowments and religious charitable institutions should be tapped and directed to the service of education. Where there is no special provision for utilisation of such funds, for education, special and definite provisions should be made. The surplus funds of temples etc. might be used for starting religious and moral instruction courses.

3. Voluntary enterprise in secondary education, having almost reached its limits, the gap should be filled in by Central and State governments.

Encouraging Community participation in education:

4. School and community should be brought closer as in the West, in the matter of raising funds and participating actively in the school administration and school improvement programmes. With some safeguards, parents may be associated with the School Advisory Bodies.

5. The creation of school boards, consisting of about 25 to 30 non-government schools in each district, as recommended by the secondary education Committee, Bihar will help community participation in planning and accelerating the speed and growth of secondary education.

6. Social organisations, with reformist content, may be given the necessary financial support to undertake educational activities.

Removing weaknesses of private enterprise

7. Efforts should be made to remove the following main weaknesses from which private enterprise suffers:

- (a) tendency to become money-making institutions;
- (b) lack of frequent inspection;
- (c) no security of tenure of teachers;
- (d) unsatisfactory pay-scales of teachers;
- (e) high fees and variations of fees;
- (f) unsatisfactory buildings and play-grounds;
- (g) in-experienced and unenlightened managing committee.

E. Service conditions of teachers in private institutions:

Recruitment:

E1. Uniform principles of recruitment should be adopted throughout the State.

2. Selection Committees for selecting teachers of affiliated colleges should have representatives from the University.

3. Teachers in aided schools should be recruited by Inspectors on the recommendation of the concerned Headmaster, while the Headmaster should be recruited by the Inspector direct.

4. Headmasters in the Selection Committees should have the right to veto the selection of any teacher.

Security of tenure

5. A suitable education code should be adopted to ensure security of service to teachers.

6. The grant-in-aid rules should offer full net cost on teachers to ensure security.

7. Written contract between teachers and employers should be provided at the time of appointment.

Appeals

8. As contracts between teachers and managements are not recognised in courts of law, there should be necessary statutory negotiating machinery for the purpose.

9. There is need for an independent tribunal for deciding disputes. This will also save much of time of the officers spent for this purpose at present.

Other service conditions:

10. Payment of salaries to teachers should be made directly by Government, say, through the Deputy Director of Education.

11. Rules in respect of leave, retirement age etc. should be identical with government school teachers.

Old age benefits

12. The triple-benefit scheme should apply to all teachers in private employment; and government's share in gratuity and pension should be generous.

F. Management of Private Institutions

F1. Composition of Managing Committees

(i) There should be a uniform pattern of Managing Committees in a State.

(ii) Managing Committees should have a good number of representatives of government in the case of aided schools and of the university in the case of private colleges in order to remove communal outlook.

(iii) Managing Committees should have a majority of senior teachers on them. The teacher-manager type of committees should be encouraged. The Head of the Institution should be the Secretary of the Committee.

(iv) Instead of elections to managing committees, the question of making appointments by nomination may be considered. Institutions conducted by managing committees whose members are political workers, should not be recognised. Except for guidance, no non-educationist should be a member of the Managing Committee.

(v) Constitution of Managing Committees may be revised on the Delhi pattern.

2. Role of Managing Committees

(vi) Good managing committees should be encouraged by giving them freedom of functioning. Powers to appoint the staff of their own choice, subject only to the qualifications prescribed, should be given to the Managing Committees. Where all powers are transferred to Inspectors, internal discipline is affected.

(vii) Managing committees of affiliated colleges should be represented on the academic and administrative bodies of universities.

(viii) The role of managing committees should be more advisory than executive; the administration of private institutions in any particular area should be through a common agency established for this purpose.

(ix) They should have some control over recruitment of staff in private institutions.

3. Financial Management

(x) The Head of the Institution, as the Secretary of the Managing Committee should be responsible for all financial transactions. All fees and government contribution should be deposited in a local treasury or post-office in the joint account of President/Head of Institution, and all payment made out of this account.

G. Role of the State Government vis-a-vis Private Institutions:

G1. Independence of private organisations

(i) Voluntary organisations can play a significant role only if they are allowed more and more autonomy.

(ii) Where Managing Committees consist of teachers as life members, there need not be any outside control.

(iii) Organisations that do not get anything from the government should be allowed to function freely so long as they are not working detrimentally to national interests.

(iv) Full freedom may be given in the matter of opening schools, although not in administering them.

2. Nature of Government control

Various suggestions about the nature of State control include:

(v) Prescribing a model constitution for Managing Committees to check commercial or communal tendencies.

(vi) Regulating the composition of Managing Committees. (suggestions include: appointment of President by Govt. Head of Institution as Secretary, to be under control of Inspector; fixation of minimum qualifications for members; bar against active political workers to become members etc. etc.)

(vii) Compulsory licensing of private institutions, as in England. Formation of rules for opening new institutions; and greatest care and scrutiny before sanctioning new institutions.

(viii) Strict Inspection e.g. a Supervisory Board to inspect and report on the continuation of institutions; one or two persons from outside the State to be included in the inspection party for objective evaluation and as safeguard against local pressures.

(ix) Strengthening of audit section in the district office.

(x) Strict watch on the functioning of private institutions and their relations with teachers; ensuring security of tenure, pay-scale and other benefits to staff; providing compulsory arbitration by high government officers in specific matters.

(xi) Compulsory use of text-books on national subjects, prepared by Text-Book Committees.

(xii) Ensuring admission of at least 30% students on merit basis in all institutions receiving aid from Government.

(xiii) System of check and control to distinguish well-organised institutions from others.

(xiv) Strict action against defaulting institutions.

H. Fees and other charges by Private Institutions

H1. Private institutions may be permitted to charge higher fees to pay higher salaries to teachers and thereby to raise quality. Government should assist such institutions to the extent of expenditure it would incur per pupil in Government institutions.

2. With the adoption of free secondary education in Madras State, the management of one school has filed a suit in the High Court, claiming that it is an inherent right of private schools to charge fees and that it cannot be taken away by Government.

3. Donations from students and teachers should be treated as income, along with fees, for calculating government grants.

4. Capitation fees may be prohibited or regulated and controlled.

5. Practices of charging higher fees than that prescribed by Government or Universities, on one pretext or the other should be ended.

Grant-in-Aid System

A. Points of Criticism against the existing system:

A1. General

- (i) The system has not been revised for years, although educational costs have been going up. Curiously, even the annual increments are not taken into account while sanctioning grants.
- (ii) The procedure for release of grants is cumbersome. Grants are seldom released in time. Often they are released in March when it is too late to spend.
- (iii) It is based on post-expenditure formula; and does not cover the whole of expenditure.
- (ix) The rule, that projects undertaken and completed are not eligible for grants, is discouraging and unjust.
- (v) The rule (wherever it exists) that no grant is admissible during the first few years of the start of the institution, helps the growth of sub-standard institutions.
- (vi) The classification of admissible and non-admissible items of expenditure is arbitrary.
- (vii) The system of matching grants generates corruption. It is unjust for certain poor areas where it is difficult to raise funds for matching grants.
- (viii) It creates disparity amongst institutions. Those which can meet a larger part of their expenditure from fee receipts and other income receive lesser amounts as grant; while those, with very little income, but large expenditure, receive larger amounts.
- (ix) There is lack of proper instruction for utilisation of grants. It is being misused. It involves waste by placing money in the hands of those who do not know how to spend. It is being abused in the case of christian mission schools where it is used more for religion than for education.
- (x) The present system of assessing the performance of an institution by calculating the number of successful students in the final examination as a percentage of those sent up for such examination; is faulty. Unless this percentage is calculated on the total number of students on the roll of the institution, the lower classes would continue to be treated as only money-earners with little care for their coaching.

(xi) It has no scope for recognition of quality and its proper encouragement. It brings all institutions to an average level and affects experimentation and standards, as it does not allow for higher salaries for better qualified teachers.

(xii) It provides inadequate grants, helps dishonesty and malpractices, as also exploitation of educated unemployed. It is influenced by pressures and follows loose methods of administration and indiscriminate supply of grants.

(xiii) It helps the cunning and deft Accountant.

(xiv) The existing system is based on mistrust.

(xv) The present attitude and outlook of aiding authorities is one of patronising rather than of respect towards voluntary organisations which are engaged in a national service. The system is based on the pleasure of officers and the resourcefulness of institutions. Such an outlook is outdated.

2. Some specific points of Criticism

(a) Schools

(xvi) The present dilatoriness on the part of the Secondary Education Board and the irregular release of grants is intolerable with its reactions on teachers and teaching.

(xvii) It tends towards rigid control and regimentation, affording very little latitude to Heads of Schools in presenting courses and text-books (Gujarat State).

(xviii) The rule of admissible staff (Madhya Pradesh) which allows for 6 teachers in all schools irrespective of the number of students and irrespective of the optional subjects taught, is faulty.

(xix) The rule (in Gujarat) which stipulates the pre-condition of a pakka building for school for its entitlement to grant, is unjustified.

(b) Colleges and other higher educational institutions

(xx) The Government grant (Gujarat) for colleges, which varies from 5% to 15% of admissible expenditure, is not only meagre but actually an impediment to the growth of new institutions in small towns and villages because of the small number of students and the consequent lower income from fees as compared to colleges in bigger cities.

*(xv-a) At times, unreasonable conditions are attached to receiving aid that it makes the Grant-in-aid Code not an Aid Code, but a Penal-Code.

(xxi) The present rule (Uttar Pradesh) of paying difference between approved expenditure and income or 50% of approved expenditure whichever is less leaves the well established higher colleges at a great disadvantage, as their expenditure increases in view of the better facilities and pay-scales provided to capable teachers.

(xxii) The present rule (Uttar Pradesh) of giving grant after 3 years' of affiliation to a new college or the introduction of a new subject is defective as the college actually needs aid for the purpose in the beginning in view of the initial expenditure involved.

(xxiii) The almost complete dependence of colleges on fee incomes often leads to unhealthy competition for attracting more students and in relaxing rules regarding compulsory attendance, tests, etc. The large enrolments (3000 as in the case of Agra College) lowers standards and encourages indiscipline.

(xxiv) The equipment grant (Mysore) is meagre, as it is calculated after deduction of library and laboratory fees for expenditure. The ceiling fixed for expenditure is also very low.

(xxv) There are no set rules for colleges; grants are given on ^{an} ad-hoc basis (Bihar).

B. Suggestions for improvement of the system:

B1. General

(i) There should be an All India Education Act (and not separate Grant-in-aid Codes) having provision for regional variations. A Grant-in-Aid Board, to decide finally the grant cases, should function at State level.

(ii) Grants and re-imburement of fees should be paid, not at the end of the financial year, but partly in advance, subject to adjustments to be made later on.

(iii) The procedure about sanction and release of grants should be simplified. To avoid delay in assessment and payment every year, the grant amount fixed for a year should be continued for 3 years. The system of payment in March should discontinue; and the payment be made more frequently and regularly. Grant might be paid through District Education Committees formed for the purpose.

(iv) A system of block grants for a period of 5 years, with possibility of annual review may be tried. A combination of both these methods would go a long way, particularly in developmental stage.

(v) The system should be liberalised, ensuring adequate grants, especially for staff salaries which should not be made dependent upon undependable collections. In no case, the institutions should be required to bear more than 15% of deficit in recurring and 33% in non-recurring expenditure.

(vi) Grant should be sanctioned from the date of recognition of the institution, and not a few years after.

(vii) Grants should be related to the type of institution, the level of training in the course the qualifications of teaching staff, the flexibility of courses of study and their research programmes.

(viii) Grants should be based on performance on the basis of some tests. Class I institutions, on the basis of performance, should get more teachers.

(ix) Private institutions should collect their share of contribution and remit the same in treasury; - Let the Government pay the teacher direct.

(x) Specific instructions should be given for proper utilisation of grants.

(xi) An agency at the State level should assist voluntary organisations in maintaining accounts and furnishing the same in time.

(xii) Rules should give scope for sufficient latitude and discretion to institutions so far as academic aspect is concerned. While it should be laid down that grant-in-aid should not be source of profit, it should not mar the initiative of institutions to grow and develop quality-education.

(xiii) Voluntary organisation should be treated with respect and considered as important agencies for national service.

2. Schools

(xiv) A lump-sum grant should be given to all schools to meet the deficit.

(xv) To ensure regular and timely release of grants, this may be done either by empowering the District Inspector of Schools to distribute aid or by splitting the present board of Secondary Education into 2 or 3 on regional basis, with parallel powers, including the powers to distribute aid. Before releasing grants, the District Inspector should ensure that teachers get their salaries in full in the previous year.

(xvi) The Government should take full responsibility for salary of teachers. The scheme of Grant-in-Aid, as it exists in Kerala, deserves mention: Here the salary of teachers and of non-teaching staff is met by Government; and the tuition fees collected by schools are credited to the Government. Government also gives annual grant for the recurring expenses. The system is most satisfactory from the point of view of teachers and managements, although it involves heavy financial burden on the State.

(xvii) With the assumption of direct responsibility for payment of salaries to teachers by the Government, the prestige of managements is coming down to lowest ebb; and this will prevent other aided schools from coming up.

(xviii) The system should provide liberal grants to meet deficit of expenditure on the introduction of triple-benefit scheme for teachers (75% in Mysore).

(xix) There should be Secondary Education Grants Commission on the lines of the U.G.C. This will attract better qualified persons to teaching profession in schools.

(xx) Grants to schools for libraries, laboratories, furniture, school and hostel buildings, play-grounds etc. should be more liberal (on 50:50 or 75:25 basis). More liberal grants should also be given for conversion into Higher Secondary or Multipurpose Schemes. A cess, if necessary, on those industries which are likely to benefit for Multipurpose Scheme, may be levied. Special grants for building text-book libraries for poor students may be given.

(xxi) Schools should be given only fee compensation at $1\frac{1}{2}$ times the standard rate and nothing else. We should suggest a system of subsidisation of tuition fees according to means test rather than giving general grants to all the schools.

(xxii) Grants should be paid as soon as first class of the school is recognised.

(xxiii) School should be helped with advance payment of ad-hoc grants meant for maintenance allowance of students, and timely re-imburement of fees by Government, within a specified period of students' admission.

3. Colleges

(xxiv) The multiplicity of agencies for disbursing grants to colleges should stop. U.G.C. should be made the only statutory Central Organisation for providing grants. The grants allowed by U.G.C. should be comparable block grants. Its grants should be on more permanent basis.

(xxv) U.G.C. should frame a model grant-in-aid code for just and rational distribution of grants.

(xxvi) Grant from U.G.C. should flow to universities direct and should not be subject to matching grant by the State Government. The university should administer grants to colleges on a liberal basis, say, upto 90% of deficit.

(xxvii) U.G.C. grants for equipment, building and staff should be on 100% basis.

(xxviii) Amongst recurring items of expenditures, items like provident fund, upkeep, rents and taxes should not be disallowed. The non-recurring expenditure particularly on construction of buildings, equipment, books etc. should be mainly a Central Government liability through the U.G.C.

(xxix) Grants to Science and Technical Colleges should be more liberalised in the form of lump grants to enable them to have freedom about equipment and adequate number of teaching personnel. This should be met in full and direct from the Central Government, through U.G.C.

(xxx) Incidental income like application and admission fees etc. should be left to managements for meeting capital expenditure like new furniture and equipment etc. In particular, income from endowments should not be committed as recurring income, but allowed in whole to meet the costs of development. This will encourage donations and building up of endowments (corpus fund).

(xxxi) State Governments should give grants to training colleges at an enhanced rate, say, 60% of approved expenditure to enable them to improve quality of training.

(xxxii) At present the grant received during the year is calculated on the basis of admissible expenditure for the previous year. This becomes an entry on the income side of the institution in the current year. A grant received on account of deficit of previous year thus gives a surplus budget for the current year and deprives it of the grant next year.

The grant given should be therefore adjusted against the accounts of the year on the basis of which it had been given.

(xxxiii) A loan-fund should be established for granting long-term loans to colleges on low rates of interest for undertaking essential developmental work requiring large amounts of capital expenditure.

C. Special Treatment for Girls Institutions:

C1. Non-recurring expenditure to the tune of 66 $\frac{2}{3}$ % for boys' institutions and 75% for girls' institutions may be provided. In the case of girls' institutions, the remaining 25% should be met by the Central Government in order to encourage girls' education.

2. Girls' institutions should be given more liberal grants than boys' institutions.

3. The Government should meet the fees of all the girls in the girls' institutions, irrespective of their parents income, in order to encourage girls education.

D. Special treatment for Local Bodies:

D1. In the grant-in-aid rules of some States (e.g. Mysore) no separate rules are laid down for schools run by local bodies. Thus a city corporation running a number of schools is treated at par with a voluntary organisation running only one school; and it, thus, presents a number of problems regarding procedures for claiming grants etc. There should be a separate set of rules for local bodies.

2. Municipalities and Village Panchayats may be encouraged to run secondary schools on a grant-in-aid basis.

3. Grants for junior high schools are not given to Zila Parishads, whereas it is given to private institutions, though these schools are opened where it is absolutely necessary in response to public demand. This discrimination should go.

4. There should be a more stable policy in respect of grant-in-aid to local bodies. The State assistance for a particular plan period often becomes a heavy committed expenditure for the local body after the expiry of the Plan period.

E. Fees vis-a-vis Grants:

1. Better equipped and better staffed schools should be allowed to charge higher fees in order to maintain standards, without any loss of normal grants from the Government.

2. Free schools can cater for people who want education free. Others may be allowed to levy fees. The amount so collected should be deducted from their grant-in-aid.

3. There should not be any ban from the Government in the matter of charging fees by private institutions.

4. Capitation fee should be abolished in order to discourage commercialisation of education.

Coordination of educational policies
and programmes

A. Education under one Umbrella

Should all education (i.e. General, Technical, Medical, Agricultural, Engineering etc. etc.) be brought under one Ministry or Department to ensure better results? The analysis shows that more than ninety percent of those who gave outright opinion, one way or the other, expressed themselves in favour of the proposition.

2. Even after education is brought under one authority, there is need for inter-departmental consultation to assess the needs of the public, industry etc; as also the need to constitute separate Boards for different sectors of education, e.g. Medical, Engineering, Agriculture and so on.

3. Generally, the supporting arguments in favour of education under one umbrella centred round one or more of the following points:

- (i) The divided responsibility, as at present, amongst various ministries and departments lacks cohesion and coordination.
- (ii) The division, sometimes, creates contradictory policies. As there is no coordinated policy to determine priorities for different sectors of education, the limited resources are not properly utilized.
- (iii) Several good schemes suffer under the existing arrangements either because of delay or because of lack of coordination amongst the various agencies: e.g. - (1) The health of the students has become a casualty because of divided responsibility between Health and Education Ministries; (2) The present diarchical system in social education, through the State Department of Education as well as through the Community Development Department has made the achievement of any progress in this field absolutely impossible.
- (iv) The diversion of students (at a certain stage) to Polytechnics and other Vocational institutions, and the restriction of admissions to universities may not be possible without all education being brought under one authority.

- (v) There is, at present overlapping of functions in some cases, and needless duplication of machinery for doing the same kind of work resulting in waste of money and energy and delay in achievement of desired results. Although Education Departments are mainly responsible for school education; the other Departments (Railways, Defence etc.) have also set up their own separate organisations for imparting education of the same type, and often, without any contact with the Education Department. Another example in this connection is the confusion that has been created by way of parallel training institutions run by both the Ministries of Education and Labour.
- (vi) The situation arising out of the existence of different syllabuses and curricula may improve by bringing education under one agency. This will also help integration.
- (vii) It is difficult to bring about a uniform and homogenous schemes in all educational institutions of higher learning (technical, non-technical, professional) in consonance with the advancement of scientific and technical knowledge because of various agencies entrusted with this work. The Director of Collegiate Education in any State, today, is only concerned with non-technical colleges which alone are administered under him; he is not concerned with the total higher education in the State in the different fields. Accordingly, Planning for Higher Education is beset with many difficulties.
- (viii) The need for Personnel training and other facilities which now depend upon coordination between the technical department concerned and the professional colleges, can be better met if the subject is under one department.
4. The arguments against bringing all education under one authority have been mainly based on the following opinions:
- (i) In Kerala, where Medical, Agricultural and Veterinary Colleges are administered by Departments other than Education Department, the arrangement is working satisfactorily and call for no change.

- (ii) It is not desirable to reduce the number of existing agencies; care should be taken to pool the resources of all the agencies and to coordinate the activities of different departments.
- (iii) Reduction in the number of existing agencies (rather than bring all education under one agency) will improve matters.

B. Areas in Urgent Need of Coordination:

A number of areas in urgent need of coordination have been suggested as under:

(i) Coordination of different stages of education

There is need to ensure (a) all possible contact between the different stages of education in the sphere of teaching, administration, syllabus preparation etc. etc.; and (b) all possible coordination with a view to fostering common national ideals and a synthetic approach to education, as for instance, between Basic education and Secondary education. As at present, the former stresses the demands of a rural society and the latter that of an urbanised society - and between the two stages there is no proper coordination.

(c) There is also the need to ensure better articulation between the various stages of education. In the process of multiplication of schools, no attempt has been made to establish any close relationship amongst them to organise them into organic units. If the present centralised system of administration is broken up into smaller units in which a cluster of primary schools are attached to a high or middle school and a group of high schools attached to a college, this will provide continuous academic guidance to the institutions in that complex, thus ensuring better articulation between the different stages of education.

- (ii) Coordination between education and the Employment Market: (a) The isolated advancements in the field of education and industry leave the increasing number of educated youth without jobs; while there are many new jobs for which there is a shortage of trained personnel. Coordinators may be appointed whose main function should be to maintain a direct relationship between the educational field and the employment market.

- (b) Apart from industry, a close liaison should also be maintained, between the requirements of Government and the manpower produced in educational institutions.

(iii) Coordination at the Inter-Departmental Level:

- (a) Education and P.W. Deptt: The Education department should have its own organisation to look after construction of buildings and their repairs (like the universities) or alternatively, a Building Corporation needs to be set up to collaborate with the Education Department.
- (b) Education and Finance Department: All routine powers of Finance Department should be delegated to Education Secretary who should be assisted by a Financial Adviser. The Finance Deptt. should have full powers in allotting the annual budgets; but once this has been done, the Education Department should be free to spend within the overall framework and policy laid down by the Government.
- (c) Education & Tribal Welfare Deptt.: There should be greater coordination between the Education Department and the Tribal Welfare Department which looks after the education of tribals and backward classes.
- (d) Education and Community Development Department: The present diarchical system of control in the field of social education between the Education Department and C.D. Department which makes any progress almost impossible - must be resolved.

(iv) Coordination at the Universities Level:

Since each State has come to have a number of universities, the need for having a State University Grants Commission or State Inter-University Board is urgent.

A Committee of Vice-Chancellors of each State with one V.C. as Chairman by rotation might help in coordination and in maintaining standards. This should not be a grant-giving body.

(v) Coordination at the Local Level:

(a) A workable system at every level, including the local level, needs to be devised for the coordination of efforts of all departments for the preparation and implementation of educational plans.

(b) Where only one single Distt. authority should be responsible for education, there are, at present three officers at the local level, viz. Education Officer, Zila Parishad, Deputy Director of Education; and the Inspector of Girls' Schools.

(c) In urban areas (e.g. Bombay), the Municipality is responsible for elementary education; while secondary schools are under the Education Department. There should be proper coordination to avoid several difficulties arising out of differences in pay-scales of teachers, language policy etc. etc.

C. Coordination Machinery:

C1. Under this heading, several suggestions have been made for the setting up of machinery at different levels to ensure better coordination between the various agencies of education.

(i) At the Central Level:

(a) An Inter-ministerial Committee on Education dealing with the different aspects of education now handled by different Ministries should meet periodically for clarification of issues.

One suggestion in this regard is that the supreme power of policy-making and direction should vest in the Inter-Ministerial Committee consisting of Ministers of Education, Industry, Health, Agriculture, but the actual execution of policy, once settled, might be left to the Education Ministry.

It has further been suggested that the Education Minister should be the Chairman of the Council of Ministers dealing with different sectors of education.

(b) A Coordinating Central Board at the Centre to coordinate the activities of statutory educational Boards in the States may be set up. This should be composed of Chairmen of State Boards with additional experts nominated by the Centre.

Through a well-organised system of coordination between the State boards and the Central Coordinating Board, we may hope to have a proper educational integration of the country.

(c) A Central Council of Coordination of all pre-primary education, including pre-primary schools and training programmes, may be set up for the purpose of coordination in this sector.

(ii) At the State Level:

(a) There should be statutory education Boards in all States which should lay down general policy, frame syllabus and get text-books written, hold examinations and advise government on all educational matters. A coordinating Board, at the Centre should coordinate the activities of State Boards.

(b) In view of the present lack of contact and coordination between the State Board of Higher Secondary Education, the Board of Technical Education, and the Universities, there is an imperative need for a State Advisory Council to assess the educational needs of the State in a broad and long-term prospective with full coordination between different stages of education.

(c) There is need to coordinate expansion of technical and vocational education at some level; for which purpose a suitable coordinating machinery, both at the Centre and the States will have to be devised - this being the responsibility of a number of departments at present.

(d) It would be useful to amalgamate all the existing agencies of Secondary education in the States like the Secondary School Examination Board, the Board of Secondary Education etc. to bring about better coordination.

Inspection and Supervision

A. Norms for Inspection

1. There is need to lay down norms in terms of schools and volume of work.
2. Norms should be fixed by taking into account factors like distance, size of school, number of teachers etc. etc.
3. The number of schools inspected by the lowest officer Asstt. or Sub-Inspector (about 100 a year) can at best enable him to count chairs and benches and look into accounts, without being able to guide the teachers in their instructional work. The Inspectorate should be suitably strengthened. Each Inspecting Officer should be placed in charge of not more than 40 (or even 30) schools.
4. Instead of one District Inspector, there should be two, the second being meant for supervision and guidance of schools and teachers. In educationally big districts, according to number of schools, there should be one additional District Inspector for every 40 to 45 High Schools.
5. Norms should be : (i) D.E.O. - 10 H.S. Schools; (ii) Dy. D.E.O. - 30 H.S. Schools or 30 High Schools or 40 Middle Schools and (iii) Block Education Officer - 30 Primary Schools - visits should be 4 times a year.
6. The present arrangement (in which a Dy. Inspector inspects 50 to 60 elementary schools, with one inspection and 3 visits a year to each school, and the D.E.O. inspects 30 to 40 schools a year) does not require any radical change. For every 50 primary schools, there should be an Inspector. This is a reasonable number but he should be relieved of his function of disbursing salaries which take away a good deal of his time.
7. The frequency of visits to school should be increased from the usual once a year to atleast 3 or 4 a year, including surprise visits.
8. The area of jurisdiction of an Inspector should be restricted to 75 to 100 teachers, and, in point of distance, 5 to 7 miles from his headquarters. He should know cycling compulsorily and should maintain a conveyance for this purpose.
9. In the re-organisation proposed for Inspectorate in Andhra Pradesh (i) the D.E.O. will mainly look after the administrative side and supervise the work of the Inspecting Officer; (ii) a gazetted Inspector will be provided at the rate of one for every 40 secondary schools; (iii) one Dy. Inspector, in addition to the

Extension Officer (Education) will be provided at the Block level to discharge the functions of academic guidance to schools.

10. Even where specific norms have been fixed it has not been possible to keep to them owing to the expansion of all types of schools.

B. General suggestions for improvement:

B1. Evaluation criteria should be laid down and used in inspection. This may also include self-evaluation by the school. Minimum standards expected of schools should be determined and made available to schools. The outdated methods of inspecting schools should change and keep pace with expansion. With the aim of improving the academic efficiency and moral tone of schools, inspection should be more systematic, intensive and purposeful.

2. Inspectorate's vigilance is important in eradicating wastage due to drop outs of pupils. Teachers, in constant touch with parents, should be able to check this wastage; and the inspectors in assessing their work, should give due consideration to this aspect of the teachers' work.

3. The Inspectorate should also give proper attention to games, sports and extra-curricular activities in schools, and help, wherever necessary in marking available play-grounds to schools on payment of nominal fees.

4. Inspection and extension service should be integrated. In fact, the latter is a sort of specialised aspect of the former.

5. A general slackening of supervision and guidance in recent times, partly due to expansion of schools, and partly due to inspecting officers' involvement in many routine administrative duties, points to the need for decentralisation where a moderately efficient administrative officer can be found.

6. The District level officer for inspection, who has now to do a great deal of routine work, may be relieved of such functions by appointing an office supdt. or staff attached to him for this purpose.

7. Inspectorate staff should not be posted at the place of their residence.

8. Higher level institutions should inspect lower level institutions.

9. Surprise visits, rather than pre-arranged inspections are more helpful in bringing to light

weaknesses. An opposite suggestion is that a yearly programme of inspection should be planned in advance and circulated to schools.

10. There should be frequent inspections, especially of schools with a poor record.

11. Inspection should be kept free from any interference, political or otherwise in order that inspection reports are fair and objective without any fears, favours or pressures.

C. Panel or Committee Inspection:

C1. The Mudaliar Commission's recommendation regarding thorough inspection of academic work of school by a panel of experts with Inspector as Chairman, at least once in 3 years, should be implemented.

2. In each district, there should be constituted a committee comprising some experienced headmasters which should visit schools once in 2 or 3 years and help them with useful suggestions. This committee inspection should be in addition to the inspection by inspectors.

3. One Inspector is not enough for inspecting schools, especially multi-purpose schools. There should be a team; each one in the team looking to different branches of teaching. A suggestion regarding the composition of the Committee proposes the inclusion of one senior Headmaster, one Inspecting Officer and one outsider educationist or social worker. Another suggestion includes: one Divisional Supdt. of Education, one subject Prof. from Training college and one Principal of Higher Secondary School.

4. Committee inspection is preferable in order to bring in a proper weight to its recommendations as, the individual Inspectors, being sometimes less qualified than headmasters do not carry any moral weight on schools.

5. Committee system of inspection brings to bear a more liberal outlook on evaluation of institutions than the single Inspector who often tends to be bossy, looking into administrative defects only.

6. Panel inspection has a weakness in that the panel members, as favourites of Inspectors, are at times, privilege seekers and not educational thinkers.

7. Panels should be constituted from amongst lecturers of training colleges, science colleges to assist the inspecting staff in the guidance and supervisory aspect of institutions.

D. Subject Inspection

D1. Inspection of standard of tuition and pupil's attainments, rather than the present mainly administrative audit of schools, should receive immediate attention through appointment of subject-Inspectors.

2. As no Inspector can be expected to combine in himself the requirements of all subjects, there should be separate subject inspectors to help him in his work. This will improve school standards. But mechanical adoption of subject inspector's report will not do.

3. The Inspector may organise peripatetic teams of experts with the help of experienced teachers within his jurisdiction.

4. Each District Inspector should have a corps of specialist subject-Inspectors to inspect schools as a team under his leadership.

5. The subject Inspectors should be interchangeable with lecturers of training colleges and the administrative inspectors; and these interchanges may be frequent - say at the end of every 3 years.

6. The subject-Inspectors - where number may be adequate - should not only be experts in their subjects but also in the teaching methods and techniques.

7. It is not worthwhile to introduce a system of subject-Inspectors along with the annual inspection. In respect of certain subjects, like English, Maths. Languages, it is not necessary. A system of periodical inspection by a panel of subject inspectors, in addition to annual inspection, is worth considering.

8. The association of subject-Inspectors is necessary at the secondary stage, but not in case of elementary schools.

9. In places where subject-Inspectors have been appointed at the divisional level (e.g. Mysore) they have to manage four districts and cannot do justice to their responsibilities.

10. In the absence of subject Inspectors, training college staff may be associated with the supervision and inspection of schools.

E. Inspection of Colleges:

E1 The existence of inspection is only at the school level. For private colleges, this is non-existent.

2. Even in Government colleges, which are inspected periodically, the inspection is confined to accounts, financial transactions etc. etc.

3. A permanent inspection machinery for colleges, manned by senior I.E.S. (teaching wing) officers should be created for college inspection for advising consistent improvement in teaching methods and other academic policies.

4. The Chairmen of University Departments in the U.S.S.R. normally visit and observe the work of lecturers and junior teachers and give advice to them in the organisation of their courses.

F. Relationship between Inspectors and Teachers

F1. It would be worthwhile to put an end to the present practice of sanctioning increments or ordering promotions on the basis of remarks of Inspectors as this tends to make Inspectors a bit authoritarian. The power of appointments, promotions etc. should be vested in a Selection Board, consisting of teachers.

2. Inspectors should enlist the support of experienced headmasters in their work.

3. The 'police' concept of Inspection should give place to 'growth' concept of discussing the problems with teachers and positively helping them to grow through a programme of self-help, guidance, advice and demonstration lessons to students in their presence.

4. A novel suggestion is that teachers under the jurisdiction of an Inspector should be paid according to qualifications rather than according to the lower or higher posts held in the elementary and secondary school. This will reduce that part of the Inspector's work in which he has to write reports of his subordinates.

5. The inspecting staff should contact students, members of managing committees, and headmasters in order to eliminate the inefficient and the unwanted teachers. However, Inspectors should never humiliate teachers before their pupils, as it happens sometimes.

6. The posts of Inspectors and Teachers should be interchangeable in order to enable the former to appreciate the difficulties of the latter. No one may be allowed to be an Inspector for more than 5 years.

7. Inspectors should not supervise the teaching of individual teachers but should only give model lessons.

G. Follow up action

- G1. Follow-up action should include positive incentives to specially good workers and negative deterrents to those giving poor returns so that teachers are kept upto the mark.
2. Proper follow-up work should be done by the District Inspector with the school authorities to ensure implementations of an Inspector's suggestions.
3. Follow-up work call for the creation of suitable agencies, at the elementary school stage and at the secondary level.
4. Unless an inspection note has generated responsiveness at a higher level, its significance begins to be lost till it cools down completely. Hence a recognition of an Inspector's report and an eye-on-the follow-up of his suggestions will impart to the sanctity and importance it deserves.

H. a) Separation of Inspection and Supervision from Administration

H(a)1 The volume and arduous nature of the administrative functions of the inspectorate, e.g. appointment, transfer, and promotions of teachers and staff, routine office jobs and files, financial irregularities, purchase of stock articles, disciplinary matters etc. etc. afford the Inspector very little time for academic supervision and guidance to his colleagues which is his primary function. This is proving detrimental to standards.

2. Burdened with administrative duties, the Inspectors can hardly find time to study in order to keep themselves abreast of modern educational developments or the new teaching methods and techniques.
3. Mass education, having enlarged the responsibilities of the Inspectorate, time has come to define clearly the academic functions of Inspectors from their purely administrative duties.
4. The two are separate and distinct features. Inspection is evaluation, requiring a thorough understanding of educational philosophy and students' psychology. It needs a different set of people of academic background and technical ability. The administrators, on the other hand, are experts in accounts, general office work, rules etc. which the educationists are not.
5. Separation of the two functions will tone up efficiency. An administration that inspects its own working is likely to find it always creditable. Only a second inspecting body can be impartial in its assessment. It will raise standards and quality of schools

D) Case against Separation

H(b)1. The result of experiment of separation (as attempted in the erstwhile Bombay State) showed two defects: (a) the Inspector complained that the advice and guidance was not listened to by teachers for want of administrative authority to see that these were carried out, (b) the teacher complained that the Inspectors had not shed off their old authoritarian attitudes and were trying to impose their will upon the teachers.

2. The two functions need not be separated, as many of the administrative problems of schools are discussed and solved at the time of annual inspections.

3. Instead of separation, the idea of having two academic-minded District Inspectors - one looking after administration for a year and the other to the academic guidance and supervision, and then alternating the duties the next year - may be found more useful.

4. These cannot be separated as they are integral parts of the same system. An Inspector, devoid of administrative powers, would be no more effective than the Inspector of manual training classes or the Inspector of Sanskrit or Persian. Teaching work and standards will further go down; their reports will not be taken seriously, unless prompt action is taken on them by the administrative wing, as in the case of audit reports. The separation may, thus prove harmful and end in confusion.

5. Where situation demands prompt action, the dual machinery may entail a good deal of delay in correspondence for the orders to issue. There may also be occasions where both the heads may not be in agreement on the issue with each other, resulting in serious deadlock. In short, separation may create dyarchy in education.

6. Instead of separation, the inspecting officers should be provided with deputies to perform routine duties relating to administration.

I. Inspection and Local Bodies

1. Wherever inspection has been transferred, along with education, to local bodies, Inspectors have been burdened with several additional administrative duties, without even the aid of clerical assistance, so as to afford them little time to inspect all schools.

2. With the transfer of inspection work to local bodies, a sufficient number of trained graduates are not coming forth for this job.

3. The reports of Inspectors are often shelved without any notice by the local bodies who administer primary and middle schools.

4. With the transfer of school administration to Local Bodies, the inspection and supervision must remain with the Education Department i.e. an agency, independent of the Managing bodies.
5. While the functions of administration of schools may remain with the local bodies, the functions of inspection and advice should be with the Government.
6. Where Inspectors are controlled by the B.D.O., they are employed for doing several miscellaneous jobs so that they are often left with little time to do their real work i.e. inspection of schools. It is pointed out that the Inspector, sometimes, gets only about 8 days in a month for inspection work while the remaining 22 days are spent in doing other work.
7. In England, the administration of schools is done by the Local Education Authorities who have their own supervisors to look after buildings, library, equipment, the general planning of schools and implementation of the school policies. The work of Her Majesty's Inspector is to help the teacher in his job. As he is independent of the L.E.A., he has freedom to give advice; and in doing so, he has the good example of work done in all schools and his wide and rich experience. The H.M.I.'s work is thus complementary to the supervisory work of officers of the L.E.A.

Evaluation of Educational Programmes

A. 1. Need for separate evaluation machinery:

(i) Educational progress must be evaluated periodically at various levels - State, University, Major problems etc. - through an appropriate machinery. Progress of educational plans in qualitative terms - a very important and yet extremely difficult task - cannot be done without a proper mechanism.

(ii) There is urgent need for an adequate evaluation machinery for educational programmes in their implementation. The results of the different schemes initiated by the Government should be assessed and reported by an Evaluation organisation.

(iii) An Evaluation Body is as necessary as a planning agency, in order to discover where the planning has failed or the resources found inadequate or implementation found defective and to help find out appropriate remedies.

(iv) There is need for a continuous appraisal of the impact of Centrally sponsored agencies on schools and teachers to determine their quantitative and qualitative contribution towards improving education in schools, through a permanent machinery.

(v) Experience of the working of evaluation units (e.g. Mysore) shows their usefulness.

2. Arguments against a separate machinery:

(i) There is no need to create a permanent evaluation machinery either at the State or the Central level. At the State level, this work should remain with the administering authority who, owing to its intimate knowledge of the administration of programmes, is in a better position to do its own critical evaluation. A separate evaluation unit will only mean duplication of work.

(ii) If personnel trained in evaluating educational programmes are available with the Department, there is no need to create any elaborate and separate machinery for this purpose.

(iii) Instead of a permanent evaluation machinery, ad-hoc evaluation bodies may be appointed, from time to time, for evaluating any particular programmes.

(iv) The States, being in sole charge of execution of programmes the creation of a separate machinery at the Centre, is not necessary.

B. Nature and composition of Evaluation Organisations:

B1. General suggestions:

- (i) There is a great deal to be said for separation of administering and evaluating bodies.
- (ii) Special evaluation divisions, cells or units in the States and at the Centre, with personnel specialised in the job, should do the evaluation work. One suggestion is that this organisation should have 4 wings - one each for Higher, Secondary and Elementary education and the fourth for coordination. This suggestion is close to the one which proposes that each branch of education should have a separate evaluation unit, both at the Central and State levels.
- (iii) There is no need for a separate Secretariat for the job which should be done by an advisory council of renowned educationists in various fields.
- (iv) The existing planning bodies in the States and at the Centre may do this work, through their own Evaluation Boards, after these bodies have been suitably strengthened with expert statisticians and other educational experts.
- (v) A special Committee of educational experts - both at the State and Central level - may be entrusted with the work of evaluation.
- (vi) The Education Departments in the Universities may be entrusted with the evaluation work.
- (vii) Boards of educational review, with a non-official Chairman, and consisting of persons drawn from higher level institutions to ascertain the maladies in the administration of lower level institutions may be constituted for this work.
- (viii) Ad-hoc evaluation bodies should be set-up, from time to time for evaluating any particular programmes. For separate fields or problems, there may be reviews by special study teams once in 5 or 10 years depending on the nature and urgency of problems.

2. Evaluation machinery at Central level:

- (ix) The Centre should assume responsibility for evaluation. There should be a Central evaluation office with branches in each State and Union Territory.
- (x) Evaluation work for the Central Government should be entrusted to N.C.E.R.T.
- (xi) In view of the importance of having evaluation machinery in the States, this should be included in the Centrally sponsored schemes outside the State Plans.

(xii) An evaluation unit may be set-up at the Centre in order to coordinate, bring about uniformity and give direction to the State evaluation units. This will avoid duplication and overlapping of functions.

3. Evaluation machinery at the State level:

(xiii) Evaluation units in the State Education Departments should be a part of the State Evaluation Organisation of the State Planning Board but should work under the direct day-to-day control of the Head of the Education Department. This will ensure objective evaluation.

(xiv) The Planning and Evaluation Cells - both at the Secretariat and Directorate levels in the States - should be directly under the control of the Secretary and the D.P.I. respectively. These cells or units should not be saddled with any other administrative work.

(xv) An evaluation unit may be set up in each District with an Assistant Director in charge of each such unit.

(xvi) Evaluation work in the States should be entrusted to State Institutes of Education and the various Teachers Training Colleges in the States.

(xvii) When the work is entrusted to State Advisory Council for Evaluation, this body should be formed by drawing educational personnel from Districts - one from each district.

C. Functions of Evaluation Machinery:

The various suggestions on the functions of evaluation machinery - both at the Central and State levels cover:

- (i) evaluation of programmes in implementation and the progress in education at various levels and areas; Assessment of the impact of schemes on pupils, teachers, schools and society.
- (ii) development of evaluation procedures;
- (iii) organisation of specialised courses for the evaluation staff;
- (iv) providing guidance to the State units by the Central Evaluation Machinery.
- (v) Acting as complementary organs to and working in close collaboration with the State Boards of Secondary Education.

D. Methods of Evaluation to be followed by Evaluation Organisations:

- (i) Evaluation should flow from Inspection, supervision and reporting.
- (ii) The State and Local Authorities should be trained to review their performances themselves.
- (iii) For purposes of evaluation, there should be continuous enlisting of the opinions and suggestions from the District Educational Associations, Teachers' Associations, eminent educationists, implementing officers etc. etc.
- (iv) The material collected from different courses, as a result of enlisting suggestions etc., should be analysed by a Committee of Experts and the recommendations made. This may be followed by implementation and re-evaluation - setting up a continuous process.

E. Improvements to the Existing Evaluation Machinery:

- (i) The State evaluation units, which have now very slender staff and financial provisions, should be strengthened.
- (ii) Evaluation machinery may be improved by organising research and implementing the results of evaluation.

Examinations :

A. General suggestions regarding reforms in the Examination System and Machinery:

A1. Drastic reformation is needed to control the present unwieldiness of the examination machinery due to ever increasing number of candidates. The opposite view is that there is no need to reform the machinery that has stood the test of time; it should only be strengthened consistent with the increase in the volume of increased work.

2. Evaluation units may be set up in all the training institutions to improve the examination system. The N.C.E.R.T. and the State Evaluation units of the bureau of Examination Research may be asked to do research on important problems of examinations, e.g. system of internal assessment based on an objective appraisal of the year's work of the student; examination machinery for public examinations etc. In particular the question of determining "pass" or "fail" in examinations on an overall picture of performance rather than through several individual performances in various papers should be examined.

3. The Subjective element in School Public examination be reduced to the minimum; examination should be simplified, and the examination machinery streamlined. The present unrealistic nature of examinations should be replaced by introduction of objective type short questions in certain examination papers. Daily records of each pupil may be added to the marks of the annual examinations. The alternative view is that both need not be considered, but shown separately for the time-being.

4. To reduce the present undue importance of public Examinations, the old practice of High School Course as the course simply to be completed without a pass being essential may be revived. Along with this, the university may have separate Entrance Examinations.

B. Decentralisation of the Machinery:

B1 The unwieldiness of administrative machinery at the State level has given rise to many unfair practices. In U.P. a Government Committee has been set-up to suggest decentralisation of public examinations.

2. Public examinations having grown unwieldy necessary powers in that regard may be delegated to lower levels. One suggestion is that District Committees, with teachers appointed on them should conduct examinations.

3. External examinations may be held only at the Divisional or even at the District level, although question papers may be set at the State level.

The Centre's in-charge may be an officer of the rank of a Deputy Collector. With such a system of decentralisation, it would be possible to compartmentalise and stagger examinations and to ensure uniformity of evaluation.

C. State Examination Boards:

C1. Composition

(i) The State Examination Boards should have a majority of the members nominated by Government plus a few members elected by Teachers Associations (as in Rajasthan), to ensure flexibility in alternating the composition in the event of things going wrong, and to avoid grouping tendencies, intrigues and other unhealthy practices resulting from purely or predominantly elective bodies. Independence to Chairman (whose appointment might be brought on line with that of a Vice-Chancellor) and to nominated members must be ensured in such an arrangement.

(ii) The Board should consist of: 2 Headmasters; 2 Headmistresses; 2 D.F.Os; 2 D.D.Os and the I.E.S. officer of the rank of Joint Director as the officer in charge.

(iii) The composition should be as given in the Secondary Education Commission Report.

(iv) More representation for working teachers with adequate experience should be given in the Examination Boards (say about 40%). The Boards should also include expert educationists; and not merely those with official positions in the Department.

(v) To look after the academic interests of examinations, there should be appointed one or two academic officers on the Board, as the Chairman and Secretary are overburdened with administrative work.

2. Role:

(vi) The Examination Boards should be autonomous and independent with least governmental interference. They should be vested with Statutory powers to conduct examinations.

(vii) Another suggestion is that the Board should be under the Education Department, although the teaching community and experts may be represented on it.

(viii) Mere examination bodies can do little academic work. Apart from conducting examinations, the Board should develop evaluation techniques, organise research, take up coordination work to ensure uniformity, prove curricula and publish suitable books with the help of teachers etc. etc. There should, in fact, be one Board for both Education and Examination, the two being unitary factors.

(ix) Another view is that the functions of the Board should be confined only to the holding of examinations.

(x) The Boards should be small and compact and should not deal with 50 to 60 thousand students. Another suggestion puts the limit on ten thousand only.

D. Examination personnel (Examiners, Paper-Setters, Invigilators etc.)

D1 The Examination Boards should have a list of Examiners and Paper-setters from amongst teachers with a minimum of 5 years experience with provision to revise the list every year. There might be a Board of paper-setters, as in Madras University. Professors of foreign Universities may also be appointed as paper setters.

2. Examiners, Paper-setters should be oriented towards new approaches through training courses; workshop etc.

3. The effects of financial motivation for selection of persons for different examination duties may be removed through a system of equal distribution of examination fees amongst all teachers, irrespective of their appointment as examiners or invigilators. This will ensure that the examination papers are set and evaluated by competent persons only; while others less competent may do the invigilation work.

4. There should be double examinership to ensure integrity. Delay in announcement of results should be avoided through maintaining efficiency among the Examination staff. The examiners should be frequently changed so that competent persons should get a chance by rotation.

5. Invigilation should not be done by local persons.

E. Examination Machinery at the Primary Level:

E1 One view is that there should be a separate and independent Board for public examination at the end of elementary education.

2. The other view is that children at this stage should generally not be detained in any class and there is, therefore, no justification for the kind of annual examination at this stage.

F. Examination Machinery at the College Level:

F1 There may be two Examination Boards in each State - one for Schools and the other for Colleges.

2. Universities situated in different zones of India may have combined Examination Boards.

Production of Text-Books

A. Nationalisation of Text-books:

- A1 Private publishers in India unlike their counterparts in U.S.A. and U.K., have failed to render any service to education. Very often the quality of books produced by them vary. It is too much to expect of them to work for high standards of attainment rather than for more profits. In any case, there should not be any commercial considerations in this field.
2. It is the duty of the State to meet the needs of students with suitable reading material at reasonable rates. The Government should, therefore, assume full responsibility for the preparation, production and distribution of text-books. Paucity of the right type of text-books and other supplementary material, the present cause of low attainments can be removed by nationalisation.
3. The policy of nationalisation of text-books for schools adopted by some States to a lesser or greater degree has proved a success and a sound step (e.g. Andhra Pradesh, Delhi, Kerala, Mysore, Punjab, Rajasthan).

B. Arguments in favour of Private Enterprise:

- B1 Nationalisation has not improved matters. In 9 cases out of 10, the State Departments are un-informed about modern text-book construction techniques or the essential linguistic considerations for writing text-books. Nationalised text-books have failed in regard to the presentation of subjects, illustrations, printing, get-up and even in prices. It has contributed towards lowering of standards.
2. State control in the nature of monopoly has impaired the potentialities of energetic teachers by purchasing the sole rights from them for a meagre sum, besides leaving no scope or incentive for betterment of the book in future.
3. Nationalised text-books are often in short supply and are not sufficiently available to students. They are costly too, as the registered book-sellers through whom these are sold, get too little a discount (say 10%) to be able to share this with students.
4. The programme of the Government of India to publish subsidised editions of American, Russian and British books has made it almost impossible to produce Indian books which could be sold competitively against these subsidised books in view of their cost of production. If it is the policy of the Government to protect Indian Industries, the publishing industry should be given the benefit of controls on foreign

books as they exist in the case of other countries of the world. Indian publishers and Indian authors should not be swamped by foreign authors in the country. Unless some corrective measures are taken, India will have to rely on foreign books for ever - a very unhealthy, undesirable and detrimental thing for Indian authors.

5. Nationalisation has impaired the potentiality of Indian capital investment in the publishing industry. Barring highly advanced scientific and research material for reference, the Indian publishing industry can supply the entire need of the country's requirements of text-books, written by Indian authors and conforming to the syllabi of educational institutions at all levels. The Government should strengthen the capital structure of this industry, by inducing the banks to consider books as collateral security for advances on stocks like any other commodity.

6. In States (e.g. Gujarat) which have not nationalised text-books, the arrangement (by which the Department selects the best books out of those submitted by private publishers) is working well.

7. The States should be content with laying down the syllabus, etc; they need not go to the extent of publishing the books themselves. So too, the sale and distribution of books could be handled more effectively by publishers. The method of sale and distribution of primary school text-books, through teachers (as adopted by W. Bengal Government from 1965) should be abolished, as this leads to neglect of their teaching work and gives rise to corrupt practices.

C. Suggestion regarding a mixed arrangement:

C1 There is no objection to the public sector bringing out good text-books, but it should not have the monopoly to save it from complacency. The private sector should be allowed to exist and function properly in the interest of quality. A Book Council might scrutinise the books brought out by the private sector and suggest changes or modifications.

2. The functions and scope of both the sectors should be clearly defined. Government should encourage the production of good text-books through several means, e.g. laying down rigorous standards in prescribing text-books; awarding prizes to authors for best manuscripts and financing the production of prize-winning books, providing subsidy to book trade by way of under-writing purchase of certain number of books etc. etc. But production of text-books should be left to private effort, with a few exceptions like the production of language readers (which mainly involves compilation of existing works).

3. One suggestion in this regard is that preparation of manuscripts of text-books at all levels of school education may be under Government Control, while publication work should be entrusted to private publishers through a system of tenders.

D. Improving Text-Book production under a Nationalisation Programme:

D1 To improve nationalised text-books, the existence of such agencies at State level as curriculum research unit, text-book illustration unit, a good library of text-books for guiding authors, etc. etc. is very essential. Besides, engagement of whole-time artists for doing illustration work is also necessary.

2. The preparation of manuscript should be through appointment of commissioned authors for writing certain categories of books. Standing panels of subject experts should commission authors and get the manuscripts examined.

3. Competent text-book writers should be invited to submit manuscripts; selected authors should be paid handsome awards, and the unapproved authors should also be compensated. The reviewers to evaluate the manuscripts, should be well-informed and should preferably be amongst experienced teachers.

4. The present division of work between the Education Department (responsible for preparation) and the Controller of Stationery (responsible for printing and distribution) has not worked well. The whole job should be in the Education Department with a separate wing. A State Corporation for this purpose might be established under the Directorate of Secondary Education. Alternatively, a State Text-Book Committee or an autonomous organisation consisting of experienced teachers and educationists, may handle this work.

5. There should be a joint organisation with representatives of publishers and Government to handle production of text-books on a wide variety of subjects.

6. To avoid delays in release, text-books should be got printed in several presses instead of printing them only in Government presses.

7. The distribution should be at the retail stage through retail trade channels registered for the purpose.

8. The distribution and sale should be operated on a non-profit-no-loss basis in order to keep the price to the minimum. Care should also be taken to make available a sufficient number of text-books in good time and to prevent pirated editions of text-books, preferably through legislation.

E. The Role of the Centre:

1. A Central Text-Book Committee, with a representative from each State, should handle the preparation, production and distribution of school text-books.

2. To ensure uniformity of standards and quality, nationalised text-books in non-language subjects and Hindi should be prepared by a Central agency and then got translated into different regional languages.

3. Text-books, at least for the elementary stage, on all subjects, with the help of a national organisation, should be produced by the Centre and subsequently got translated into regional languages.

4. The Centre should arrange to provide training to selected persons from States in the preparation of text-books.

Working days and Holidays in educational institutions

A. Adequacy of working days:

A1 The present requirement - varying from 150 to 200 working days in a year in our educational institutions - is insufficient and needs to be considerably increased. It does no credit to work for less than half the number of days in a year.

2. Even the minimum prescribed requirement is rarely fulfilled owing to various factors: e.g. examination days and preparatory holidays; whole or half-days devoted to sports or other physical activities, admission time, invigilation work for teachers, closure of institutions due to death of some persons or other flimsy excuses etc.

3. With the recent large scale increase in the syllabus, extra-curricular and physical activities, there should be a case for increase in the number of working days. Instead, the activities and syllabus, have to be compressed within the available real working days which have rather decreased.

4. Increasing the number of working days will help in (a) raising pass percentage (b) reducing temptation for private tutors; and raising general discipline and tone of schools.

5. With only 150 days or so as working days in a year, any business concern would be bankrupt in no time, besides breeding several evils due to the enforced leisure.

B. Increase of working days:

B1 The various suggestions for raising the number of working days propose this figure between 170 to 250 days a year. There should be fixed a particular minimum; and there should be periodical inspection to see that the classes are regularly taken and teaching work seriously done.

2. The increase may be effected by cutting various kinds of festivals or religious holidays, by re-adjustment or rationalisation of holidays and working days, examination schedule etc. etc.

3. While suggesting increasing the number of working days and the consequent work-load on teachers, there should also be appointment of additional staff, wherever necessary.

4. Sundays should be replaced by some other holidays as per Indian tradition.

5. Long summer vacations - mostly used in slumber - should be properly utilised for some academic purpose.

6. Vacations should be curtailed to about 60 days.
7. Another suggestion is to abolish the summer vacation (working hours during summer months may be 6 a.m. to 12 noon). A 15 day holiday may be given in March and October.
8. Winter vacations should be abolished altogether; or reduced to 10 days only.
9. The following plan of holidays is suggested.

Sundays	:	52
March holidays	:	15
October holidays	:	15
Religious holidays	:	18
Examinations period	:	15

Total : 115 days

C. Adjustment of holidays and working days:

1. Holidays and vacations should be suitably adjusted according to the needs of the people and in the interest of stepping up educational activity. For example, vacation could be during rainy season or harvesting period than in summer in order to suit rural people. Similarly, this practice should be followed for backward classes and areas where peak season of their work should coincide with vacation so as to enable the children to help their parents.
2. It would be worthwhile to begin the academic year of schools and colleges from the same date, so that there is no forced wastage of time of students (as, for instance, it happens in Bihar - where academic year of school begins on 2nd January and of college on 15th July - thereby involving a loss of nearly 6 months every year).
3. There should be considerable elasticity in regard to working hours/days and vacation for children in Primary schools. Vacation for rural primary schools should be adapted to the busy agricultural season.
4. There is need for some sort of inter-state uniformity in regard to the fixation of working days and holidays. Some kind of national standard might be laid down for the guidance of all educational departments. At present, there is not only a great deal of variety amongst states; but also among schools in the same state.
5. As a national practice, it may be desirable to have a five-day week for the schools - the two other days being made available for preparation and extra-curricular activities and rest for teachers.

Educational Administrative Personnel

A. Suggestions for establishing an Indian Educational Service:

Case for an I.E.S.

A1. The organisation of an I.E.S. would have many advantages in fostering national unity and integration and a national system of education for the country; in attracting talent for educational work, in raising educational standards; in toning up administration by eradicating several existing evils born out of various local pressures and influences in the States, in providing opportunities to teachers and others to work in different parts of India; and in generally improving matters.

2. Education, being a specialised subject like Engineering or Medical Science, it should have a specialised service like the I.E.S.

Scope

3. The I.E.S. should have two wings - Administrative and Teaching. This will give status and official recognition to teachers. Teachers being the main instruments in conveying the message of national unity, their exclusion from the service will defeat the very purpose of the creation of this service.

These two wings should not work as exclusive sections; in fact administrators must have sufficient experience of teaching, teaching conditions and requirements. It is even suggested that on all administrative posts, only teachers should be appointed on tenure basis for a period not exceeding 5 years in order that Administration does not lose contact with teaching. There should be interchangeability between the two wings.

4. The I.E.S. should be confined to administrative posts only. It would be unwise to include teaching or research posts and thereby subject these posts to Government rules of transfers etc. and to disturb research and teaching work.

5. I.E.S. should have two wings - one for General Education and the other for Technical Education.

6. I.E.S. should be at par with the I.A.S. and other All-India Services in matters of pay-scales or other conditions of service.

Encadrement

7. One suggestion is that only top posts of D.P.I. or Jt. Directors be encadred. Another suggestion is that all posts of Deputy Directors of Education and above should be encadred in the I.E.S., while the rest of the posts should be filled in through the State Educational Service. A third suggestion is to include all posts of D.E.Os. and above on the administrative side and of Lecturers of Colleges, including Training Colleges, Principals of Higher Secondary Schools and above on the teaching side. According to a fourth suggestion, it should have two cadres on the teaching side - one senior for university teachers, and the other junior for secondary school teachers. According to yet another suggestion, it should include all teaching and administrative posts involved in the Engineering/Medical/Science Agricultural Education. Registrars of Universities and Boards should also be included.

All P.E.S. Class I posts other than teaching posts may be encadred in the I.E.S. The present incumbents may be screened by a Selection Board for absorption in the I.E.S.; and those not found fit should be allowed to continue till they superannuate, resign or otherwise vacate.

8. There should be a senior and a junior cadre.

9. The difference between the pay-scales proposed for I.E.S. and persons serving in the State Education Service should not be so glaring as to cause discontent amongst the latter.

Selection

10. Recruitment to I.E.S. should be made by the U.P.S.C. through a competitive examination. The candidates should be expected to have a good knowledge of 3 languages viz. Hindi, English and one regional language. Other conditions might include: a post-graduate degree, actual teaching experience. In the initial competition for the first 2 years, the age-limit may be kept more than the usual 24 years.

11. 50% of posts in I.E.S. should be filled by promotions, or otherwise most of the service personnel in P.E.S.(Class II) will retire without any promotion at all. Apart from the promotion quota, some of the senior posts in I.E.S. should be filled in by direct recruitment from time to time.

12. There may be a women's branch of the I.E.S., at least 20% posts in the Service should be held by women.

13. I.E.S. should have some representation from qualified persons of Backward Community.

14. A subordinate educational service should serve as feeder to I.E.S.

15. A large part of senior appointments in the I.E.S. (say 2/3rd of these posts) should go to persons who will be doing full-time teaching jobs. Not more than one-third of the senior posts should be held by educational administrators.

Postings

16. No I.E.S. member should be posted as D.P.I. in the State of his domicile. It should also be ensured that a certain minimum number of members of the Service do go back to their States.

Training

17. Selection to I.E.S. should be followed by a special training in education which may be administrative-cum-teaching. The service rules should further provide for one out of every 5 or 7 years to be devoted to advanced study and research. Training should also include teaching of one or two regional languages. Training provided may be reduced for those with a teaching diploma.

B. Views against I.E.S.

B1. The objective of national integration sought to be achieved through I.E.S. may be defeated owing to the lack of competence of officials in the matter of knowing the State language. This objective may better be met by encouraging exchanges of Professors and administrators among States.

2. The I.E.S. is likely to create jealousies amongst State officials, as happened during the British period. It will create snobbery in the I.E.S. men, thereby tainting the educational atmosphere.

3. The frequent transfers of I.E.S. personnel from one station to another will not be conducive to educational work. If the purpose is to recruit on an All-India basis and then to allot persons to States for life, then the advantage of drawing experience from other States will be lost.

4. I.E.S. will add to the existing bureaucratic administration and cause more difficulties in the present set-up of linguistic States. Instead of I.E.S., we may better advocate the Association of

Advisory Bodies of educational experts from different States with educational administration in the State.

5. Officers belonging to other States suffer from certain natural handicaps whereas local officers have the advantage of knowing their neighbourhood and being able to achieve much in whichever position they work, if properly educated and well-trained. I.E.S. might be considered only for the Central Government Departments.

6. I.E.S. would prevent teachers from working in a particular institution all through their career and thus prevent them from identifying themselves with particular institutions. In this way, it would be a retrograde step.

C. Recruitment of Personnel of the Education Departments:

C1. Instead of the I.A.S. or State Administrative Service personnel, persons actually associated with education, i.e. the teachers, or those belonging to the State Education Service should alone administer education in the States. Experts in different fields of education should be in charge of various divisions of the Department.

2. Officers of the Education Departments, at the Secretariat and Directorate levels, should be ranked equal to I.A.S. in the matter of selection, recruitment etc. etc. For the next 10 years, however, the Departments should not be deprived of their senior and experienced educational administrators, through an adoption of 50:50 formula for posts filled by promotions and direct recruitment.

3. Selection of educational administrators should be made through a special committee of the Public Service Commission. Another suggestion is to constitute special selection boards for selection of personnel for Education Departments. Special examinations may be held for selecting administrators.

4. Generally, the emphasis should be on direct recruitment through open competition than on automatic promotions based on seniority. For specialised posts, particularly, direct recruitment should always be preferred to automatic promotions. The departmental promotions quota should not be more than 25% of the posts. Even for this quota, all gazetted posts in the Department should be filled in through competition of all eligible departmental candidates held by the Public Service Commission.

5. The present practice of direct recruitment at the lowest point only (i.e. the Asstt. Master or so) should end. There should be direct recruitment of all posts upto D.E.O./Vice-Principal; thereafter they should all form part of a cadre and go up by seniority-cum-merit. Another view suggests direct recruitment at all levels to attract competent persons who would be, otherwise, unwilling to apply for jobs at lower levels.

6. The teaching personnel, whether in Government or non-Government institutions, should have opportunities of filling certain selected posts in the Education Department, without any restrictions of age-bar, as is done in the case of Government servants.

7. There should be a competitive examination for age-group 40-55 of lecturers of colleges for appointment as D.E.Os. and Principals of colleges. Even Principals of private colleges should be appointed from a panel prepared as a result of examinations.

8. At least 75% of the posts of Inspectors should be filled in, from amongst the Headmasters through a strong Selection Board, consisting of eminent educationists and, at least, 2 members of Public Service Commission. Definite rules of selection should be laid down, e.g. preservation of, say 10 years' experience as Headmaster for selection to Inspector's post or 3 years' experience as Asst. Headmaster for Dy. Inspector's post, or some such rules; good and clean service record based on confidential rolls, etc. etc.

9. Selection should be based on high academic qualifications, practical experience of running an educational institution, and training in a College of Education. Selection must be strictly on merit, preferably through competitive examination.

10. The recruitment of a Head of an institution should be only for that particular institution without any transfer involved, except on promotion, to enable him to identify himself with the work of the institution.

D. Training of Education Department Personnel:

D1. All officers of the Education Department, after recruitment, should be given general training in education for a fixed period of time, followed by special training with reference to the particular field of work entrusted to them. In the general training, emphasis should be on developing character and integrity.

2. In Madras, un-trained graduates and post-graduates with I or II class degrees recruited against the posts of Deputy Inspectors are deputed to universities to earn a B.T. or B.Ed. degree during which period they are paid a stipend. On completion of B.T. or B.Ed. course, they are further given 6 months' administrative training in Education Department. In Bihar also, the training colleges are used for training fresh recruits; thereafter they are required, in the first instance, to work as under-study to selected officers for some period.

3. The training courses offered in Training Colleges (i.e. B.Ed., M.Ed.) are not sufficient for Inspectors, Supervisors and Headmasters. More comprehensive courses in administration, inspection, supervision, finance, planning, etc. etc. should be framed and made obligatory for these categories of personnel. They should separately cover Heads of institutions, administrative officers, educational advisers, statisticians, administrators in universities, and field workers in education.

4. There should be frequent refresher courses or workshops for headmasters in the administration of schools.

5. There should be regular in-service training of Inspectors to help improve the quality of inspection and supervision of schools, to broaden their outlook and to change their old bureaucratic approach.

6. There should be refresher and orientation courses for administrative personnel of Education Departments.

7. The content and scope of pre-service and in-service training of educational administrators should be laid down by the Ministry of Education, on an all-India pattern.

E. Salary and remuneration of Education Department Personnel

E1. The scales of remuneration should be attractive, preferably comparable to those of I.A.S. and P.C.S. personnel, in order to attract talented persons to the Education Departments.

2. Persons with a high standard of educational attainment, scholarship and talent should be given better remuneration.

3. The headship of institutions should not carry any extra emoluments so that people with potential for scholarship are not lured into administrative positions.

4. The remuneration of Inspectors should consist of the amount which they received in their teaching posts prior to their appointment as Inspectors plus the T.A. and other facilities permissible under the Government rules.

F. The Role of Educational Administrators:

F1. In conformity with their more positive role of giving guidance and academic advice to their juniors (i.e. the teachers), the designation of Inspectors should be changed to that of Education Officers, Asstt. Education Officers and so on.

2. Inter-changeability between teaching and administrative jobs should be encouraged. The post of Inspectors and Deputy Inspectors should be inter-changeable with those of Heads of Secondary Schools and Lecturers and Principals of Training Colleges, not merely on paper but in actual practice.

3. It should be ensured that the supervisory staff do not neglect to visit remote areas.

Improving the Quality of the
Administration

A. Reducing political and other pressures:

A1 The solution of all pressures is practical wisdom and courage of conviction. A better tone in public life which again is a product of a better and higher level of civic education has to be awaited.

2. To some extent, political pressures are inevitable. Political maturity is not easily achieved; and one has to live with these problems in an infant democracy. It is only when the chosen representatives realise their own responsibilities, that problems, arising out of pressures, can be eased.

3. Politicians and political parties should decide to keep their hands off educational administration in the interest of national integration. There is need for training the politician, along with the administrator, to equip him with clear knowledge of the scope of the functions of the Department and its regulations.

4. Codes of conduct for Managing Committees of sided institutions may be drawn up and prescribed, laying down an oath by their members, not to bring in politics within their institutions, nor to utilize the students and teachers for their personal or political ends. Politicians - M.L.As. and other active political workers - should not become members of Managing Committees.

5. Establishment of a proper educational service, with adequate security of service will go a long way in reducing problems arising out of pressures. Other service devices to reduce pressures may include:

- (a) Posting persons with strong convictions in places of administrative supervisors;
- (b) Code for senior officers not to exercise powers delegated to junior officers;
- (c) Automatic functioning of seniority list and service rules, etc. etc.
- (d) Proper training and decent payment of salaries to teachers and administrators.

6. Officers, exercising independent judgment without yielding to pressures should be protected by their superiors. The capacity of the officers to withstand pressures depends on the ability of his superior officer to protect him from any harm for disregarding pressure.

7. Much depends on the personality of the officer to decide a matter in accordance with rules. Higher level officers may set good examples and thus enable the principle of integrity to percolate downwards.
8. The powers of appointment, transfers, promotion of teachers should be withdrawn from local bodies.
9. Cooperation from public, parents, teachers and pupils should be secured to solve problems arising out of pressures.
10. The post of the Head of the Institution may be nationalised and no Head be allowed to stay in an institution for more than a five year period. This will enable the Head to act on his own without much pressures or influences.
11. To do away with the petty politician in smaller places, the teacher should be given a say in matters of education as well as better status by way of salary and security of service.
12. A model constitution for students unions may be drawn up and prescribed in order to change their present politics-oriented character to a creative welfare organisation of students.
13. Anonymous petitions should be ignored.

B. Broadening the outlook of the administration:

B1 Educationists, and not merely administrators like I.A.S. personnel should control education departments in order to make administration more humanised and flexible. Persons with interest in education should be attracted to the Education Department through better service conditions. I.E.S. should be instituted immediately. A good proportion of posts should be set apart for teachers.

2. The objects and methods of educational administration should be clearly laid down, communicated and reviewed in annual reports. Free, frank and bold self-search should be encouraged, acted upon and accelerated so that a spirit of liveliness percolates and pervades the educational field.

3. Specialised training and refresher courses for educational administrators, workshops and seminars or new methods and techniques of humanising the administrator may be held periodically.

4. Teaching produces a humanising influence. Respect and sympathy for teachers should be promoted amongst administrators and inspectors, although

rules must be enforced: For efficiency should not compromise with leniency in the name of humanism. Leadership in education should be with teachers who should be given better economic and social status.

5. Educational administrators should be sent for teaching assignments, at intervals as a change and necessary experience in order to help combat bureaucratic tendencies in them. Inspectors should mix with teachers and hold them in esteem. The posts of Inspectors and other educational administrators should be inter-changeable with those of teachers.

6. Grant-in-aid system should be rationalised, divesting the officers of authority to dole out grants according to discretion.

7. New methods of administration facilitating quicker disposal of files and providing greater scope for personal initiative can help in humanising the administrator. Educational administration, in spending a certain number of days in the field with Heads and teachers and thereby making personal contacts with their fellow workers, can make administrators more flexible, human and down to earth.

8. Separation of inspection and administration will help in reducing bureaucratism in the Department.

9. Advisory bodies of educational experts from different fields should be associated at all levels of educational administration as this will widen the outlook and experience of officers.

10. The authority to make policy should be delegated to autonomous bodies in order to remove bureaucratic tendencies in the Department.

11. Experienced teachers and Associations of Teachers and Headmasters should be associated with the working of the Education Department.

12. Autonomy of Institutions should be recognised; the Staff Councils should have say in day-in-day administration and academic life of Institutions.

13. More confidence should be placed in the Heads of the Institutions and in teachers. Heads and teachers should have more freedom to manage institutions and teaching. The students' progress assessed by teachers should get due recognition. Decentralisation, involving delegation of more powers to Heads to act according to need of local conditions, should be adopted. Instead of the same Service Rules as are applicable to all Government servants, there should be a new set of Teachers Conduct Rules to provide inspiration for hard work.

C. Devolution of authority:

C1 To do away with arbitrary control of authority, there should be clear-cut service rules regarding appointments, transfers, remuneration, security of tenure etc. etc.

2. Education should be decentralised at the level of the District Education Council in order to afford greater initiative and responsibility to teachers.

3. The association of teachers' and their federations with the work of the administrator and their representative or the various bodies of education would help in reducing authoritarianism in educational administration. They should be allowed greater participation in management.

4. Supervision should be benevolent; It should include subject advisers. The old concept of inspection should change.

5. Provision should be made to safeguard the authority and independence of the heads of educational institutions from unwarranted interference. This is very necessary in case of private aided institutions where the Principal's tenure is sometimes dependent upon the whims of the trustees or managing committees.

6. To reduce authoritarian control in educational institutions, the heads should be trained (short courses may be arranged) as democratic leaders. They should encourage the teaching staff under them by placing more confidence in them and avoiding harassment and unnecessary interference. They must consider teachers as colleagues and their work as team-work.

7. Devolution of authority can be achieved by giving the teacher greater scope for initiative and responsibility, and the schools greater autonomy. Greater responsibility should be given to teachers in planning and organisation of education.

8. Experimentation and good work done by teachers should be encouraged and recognised. Every good work done should earn for the teacher a good service mark, and rules may be framed that 3 or 4 such marks may enable a teacher to get one periodical increment in his salary.

9. It is said that nothing inhibits a teacher from having these two qualities - initiative and responsibility - in his teaching. If, however, these

are to be given in curriculum framing, text-book prescription, examination and tutorial work etc. these deserve a closer examination from the point of view of the whole fabric of education.

10. The proposal to reduce control over teachers is mixed with danger. This may lead to unscrupulous teachers undermining the sanctity of educational institutions.

Educational-Legislation

A. An All-India Education Act:

A1 Excepting Article 45 of the Constitution, which is not justiciable, there is no statute owning the responsibility of the State to provide education to the people. After education has been brought on the concurrent list, an Education Act for the whole of India may be passed, providing for pre-primary, primary, secondary and part-time education.

2. A uniform Act on an all-India basis - which the States may adopt with suitable amendments to suit local conditions, without ignoring the main principles and objectives - is necessary. This Act should be based on the needs of the nation as a whole, and should ensure coordination and integration of education.

3. There should be a Central Education Act to provide for: statutory payment of salaries to teachers on the first of every month; and conditions of service including promotions and punishments - which the States should have no power to amend. It may also ensure teachers certain benefits of service e.g. health insurance, housing, provident and other benefits.

B. An Education Act for each State:

B1 The analysis of evidence reveals a near unanimity about the need for an Education Act for each State for the following reasons:-

(i) An Education Act for each State will free education from politics.

(ii) An Education Act will give stability to education and avoid frequent changes that have been witnessed since independence.

(iii) An Education Act will improve educational administration, help in eradicating many of its existing ills, and improve standards in education.

(iv) Barring compulsory Primary Education Acts or Universities Acts, there is no comprehensive Act for secondary education, which is today governed by executive orders in the form of grant-in-aid codes and rules - rules that are changed without notice at the will of Minister or Director.

2. Some features of State Education Acts:

(i) A broad pattern of a State Education Act should be worked out by the Centre and sent to States as Model for adoption.

- (a) It should be on the lines of the Butler Act of U.K./the Education Act of 1944.
- (b) It should be on the lines of the Kerala Education Act 1958 and the Rules made thereunder.
- (c) It should be common for all States, with each State having freedom to draw up its own regulations in conformity with the Act.
- (ii) The Act should provide for the following essentials, according to the various suggestions put forth in the evidence:
- (a) Basic ideals of a national system of education.
- (b) Definition of the various stages of education.
- (c) Scope for voluntary effort in education.
- (d) Democratic administration of educational institutions.
- (e) Responsibilities and duties to be carried out by the different agencies for education; e.g. Panchayati Raj Institutions, State Board of Education for different fields of education etc. etc.
- (f) Prescription of rigid conditions to control undesirable activities of institutions, but without any powers to take over institutions - as the latter course may be ultravires of the Fundamental Rights of the minorities to establish and administer educational institutions of their choice.
- (g) State Education Boards - which should be different from the existing Board - may include 2/3 of members outside the State and who should be educationists.
- (h) Teachers' representation on local bodies and even legislatures and their association at various stages of educational planning, implementation and evaluation.
- (i) A charter of Rights of Teachers including a living wage, triple-benefit scheme, service conditions including security of tenure, hours of work, promotion, leave rules, etc. etc. Recognition of Teachers Associations and encouraging them to grow into professional bodies.
- (j) Code of conduct for educational personnel - both administrative and teaching, embodying duties and responsibilities of personnel at different levels of administration, Heads of Institutions, etc. etc.

(k) Conditions of service of non-teaching staff in educational institutions.

(l) Grant-in-aid system.

(m) Rates of fees, scholarships, stipends, etc; prohibiting the charging of very high fees, forced donations, etc. etc.

(n) Criteria for, and grant of recognition to the opening of new institutions; abolishing teaching shops; making it obligatory for every institution to seek recognition and acquire licence.

(o) Supply control and preparation of text-books; banning cheap help-books.

(p) Examinations, abolishing of supplementary examination system,

(q) Control of indiscipline of students.

(r) uniforms for students.

C. Improvements to university Acts:

C1 A common Act should regulate the constitution of all universities in India.

2. University Acts should ensure universities' autonomy and natural academic growth. Provisions should be made to avoid coercion to academic councils to accept any particular pattern of thought.

3. Only educationists or those with long and sustained experience in university administration should be appointed as Vice-Chancellors, as provided in the Patna/Bihar University Acts, 1951.

4. Instead of only one supreme governing body - the Senate - there should be three or four different-sized bodies with carefully defined powers and responsibilities and with as little as possible of the checks-and-balance system, in order to facilitate the smooth running of university administration.

D. Improvements to Primary Education Acts:

D1 Where it is not appropriate or expedient to enforce compulsion through legislation (as for example, in Orissa, where the economic condition of 1/3rd of the population consisting of Scheduled Tribes prevent them from sending their children of schools), it is desirable to adopt persuasion, incentives etc. to attract children to schools.

2. Primary Education Act should aim at basically the same system for rural and urban areas.

3. The complete lack of coordination between the School Board (which is responsible for management of Primary Schools) and the Inspecting Staff (which is now under the direct control of Government), as revealed by the practical working of the Bombay Primary Education Acts, calls for removal of this glaring defect. One suggestion is to hand over administration of primary education to Zila Parishads, along with Inspecting Staff and employees of the School Board.

E. Activities requiring control through legislation:

E1 Various suggestions made in this regard cover the following areas that need to be curbed or controlled through Acts:

- (i) Banning of private-enterprise, exclusively with profit-motives - teaching shops.
- (ii) Prohibiting the charging of higher fees or forced exhorbitant amount of donations.
- (iii) Introducing some system of licence or certification in the teachers' profession.
- (iv) Banning private tuitions, simultaneusly with raise in teachers' salaries.
- (v) Providing for adequate protection to teachers in the matter of service - by constituting Arbitration Boards on lines of Industrial Boards.
- (vi) Banning the publication and sale of help-books, guess papers, question-papers.
- (vii) Declaring illiteracy a crime like child marriage thereby forcing people to become literate in the shortest possible time.
- (viii) Controlling indiscipline of students - strikes, agitations. Apprenticeship training for engineering students in industrial organisations.